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**DIVERSITY IN RECREATION: A QUALITATIVE ANALYSIS OF  
MANAGEMENT PERSPECTIVES ON STAFFING AND  
PROGRAMMING IN THE CITY OF WINDSOR'S  
DIVISION OF RECREATION**

**By:**

**Susan Marie Garrett**

**A Thesis  
Submitted to the Faculty of Graduate Studies and Research  
through the Department of Kinesiology  
in Partial Fulfilment of the Requirements for  
the Degree of Master of Human Kinetics at the  
University of Windsor**

**Windsor, Ontario, Canada**

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## ABSTRACT

The purpose of this study was to analyze perceptions about the strategies and methods used by the Division of Recreation for creating diverse recreational opportunities which meet the demands and needs of the citizens of Windsor. This was accomplished using a qualitative interviewing methodology to examine recreation staffing and programming practices within the Division of Recreation. In addition, background information was collected to understand the participants' general perceptions towards the issue of diversity.

The information needed for this study was gathered through the use of an interview guide. All 19 of the Division of Recreation's managerial level employees were interviewed. The interviewees were divided into two categories: those who do not have direct contact with participants of recreation services (the administrators), and those who do (the managers).

The documentation was collected and analyzed in light of research questions which were developed from the literature. These questions included: personal perceptions about the value of diversity in recreation, along with the formal strategies, informal strategies and the barriers perceived in recreation programming and staffing. Inductive analysis techniques were used to link the research questions developed to the data collected.

This study indicates that the respondents lacked an awareness of the impact which changing demographics have on recreation services provided to their clientele. There is also a need for managerial level employees to increase their

understanding of the strategies and policies that guide recreation staffing and recreation programming. In regards to recreation programming, criteria for determining what recreational services should be supplied to the citizens of Windsor is needed.

The majority of the respondents in this study believed that recreation staffing and recreation programming benefited from utilizing the principle of diversity. However, when respondents were asked if they would change anything with regards to recreation staffing, they claimed they would leave it the same. Accordingly, there is a need to analyze the hiring practices of the Division of Recreation to ensure they are bias free. In terms of recreation programming, the managers were more inclined to leave recreation programming the same. Administrators, on the other hand, were more likely to claim that they would provide more diverse recreation programming if they were in charge.

The main barrier the Division of Recreation faces in the provision of diverse recreation staffing and programming is economic constraints. The economic feasibility of staff and programs seems to be the underlying theme presented in the data. It appears that the diversity of recreation programming and recreation staffing within the Division of Recreation is heavily reliant on the availability of funding.

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# CHAPTER I

## Introduction

### Diversity in Canada<sup>1</sup>

Canada can best be described as a mosaic, "[a] nation of people who have come from somewhere else" (Crombie, 1988: p. 5). Cultural and racial diversity have existed in Canada since before the 16th century (Department of the Secretary of State of Canada, 1987). This country was established as a result of immigration, thus Canadians are composed of two groups; First Nations peoples, and immigrants or descendants of immigrants (Crombie, 1988). Diversity has been a way of life for Canadians and the Canadian government, presently, and in the past. Being Canadian has been described as,

finding strength in diversity, respecting the beliefs and customs of others, acknowledging community's contribution to national life [these] are more than Canadian ideals; they are Canadian realities (Department of the Secretary of State of Canada, 1987: p. 9)

Canada has been recognized internationally for its success in drawing upon the world for citizens and making them feel at home. To honour such achievement, Canada earned British economist Barbara Ward's designation as "the world's first international nation" (Crombie, 1988). Canada is an international leader in the area of diversity but this does not mean that Canada does not face its share of problems. To counteract problems associated with

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1 This thesis initially outlines diversity in general, in order to provide a context for the examination of diversity in recreation. The specific purpose of the study can be found on pages 49 - 51.

diversity, such as racial conflicts, ethnic tensions and inequalities, Canada has implemented legislation to provide equal opportunity for Canadians by birth, or Canadians by choice.

The 1960s marked an era of social inequalities and the pursuit of just equality in Canada. Fundamental rights were guaranteed to all Canadians regardless of national origin, colour, religion or sex, through the Canadian Bill of Rights. The Canadian Bill of Rights did not solve discriminatory practices in Canada, however; the fight for equality was still present. It was during this time that multiculturalism<sup>2</sup> emerged to counteract biculturalism<sup>3</sup> in Canada. French-Canadians protested for recognition of the two primary groups in Canada, French-Canadians and English-Canadians; this was an attempt to avoid the generalization of the French culture with other minority ethnic cultures. Minority ethnic groups in Canada opposed this because Canada was established through the collectiveness of all ethnic groups. Initially, the government was reluctant to deal with this issue but it soon became evident that ethnic votes were important to win federal elections (Jaworsky, 1979).

None the less one of the primary reasons for the adoption of the multiculturalism policy was the growing perception in government circles during the late sixties that the contribution of the non-Anglo-Saxon and

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2 "Multiculturalism is usually taken to have special reference to the 'other ethnic groups' in Canada: those who do not belong to the First Nations and are not of French or British Isles origin" (Burnet, 1988: p. 4).

3 Biculturalism evolved in the 1960s, as a result of political problems in Quebec. This term was proposed to government in order to recognize equal treatment of French and English Canadians.

non-French ethnic groups to Canadian society should be recognized in some fashion, and that government departments and cultural agencies were not sufficiently sensitive to the needs of these groups (Jaworsky, 1979: p. 88).

At the end of this era, the government announced a policy of multiculturalism within a bilingual framework. This would mark the end of formal discrimination in federal government legislation (Burnet, 1988).

The multicultural policy of 1971 was implemented by the federal government. Its aim was "to help minority groups preserve and share their language and culture, and to remove the cultural barriers that they face" (Multiculturalism and Citizenship Canada, 1991: p. 5). The multicultural policy became an Act in Canada in 1988. The underlying foundation for the adoption of an Act is that everyone, including the government, is responsible for changes in society. The Multicultural Act thus formally recognizes a need to break down barriers that certain groups face in Canada. "Because of the cultural background, colour, or origin, some Canadians face barriers that prevent them from fully exercising their rights and responsibilities as citizens" (Multiculturalism and Citizenship Canada, 1991: p. 11).

Canada's multicultural policy helps citizens to maximize their diversity. This policy benefits Canada economically, socially, culturally and internationally. Economically, it allows access to more skilled employees; thus, it makes Canada more competitive nationally. Socially, the policy makes sure every citizen can feel at home, bringing Canadians together as equal and active citizens. Culturally, the policy has, and will contribute to a distinctive Canadian identity. Internationally,

the policy has strengthened Canada's image in the world (Multicultural and Citizenship Canada, 1991).

The Multicultural policy was the first step taken by the Canadian government to recognize the diverse composition of Canadian society. Minority ethnic groups were increasing in size; thus, the Canadian government could no longer develop policies directly for British and French descendants. Multiculturalism was and is increasing in Canada as a result of immigration policies designed to maintain current population rates. A policy on Multiculturalism was needed to recognize and protect the interests of diverse ethnic groups. The federal government's view of Multiculturalism can be described as follows;

It is inseparable from Canadians' fundamental citizenship values, which are based on the enduring principles of equality diversity and community - equality of opportunity; diversity of cultures, experience and skills; and a strong, supportive sense of community" (Department of the Secretary of State of Canada, 1987: p. 3)

The Canadian Charter of Rights and Freedoms of 1982 embodied many of the basic principles, values and beliefs that have been fundamental to Canadian citizenship (Crombie, 1988). The main purpose of the Charter is to protect all Canadians from discrimination and provide equal opportunity to everyone regardless of their background. "Under law and the Constitution, being Canadian means belonging to a free, united, bilingual, multicultural country which is governed as a federation" (Crombie, 1988: p. 14). Multiculturalism is a freedom which is enshrined into our constitution.

Canadian society has been multicultural since its very beginning, and its multicultural nature is enshrined in the Constitution, as part of the Canadian Charter of Rights and Freedoms. Canada believes that the diversity of its population enriches the life of everyone in the country (Crombie, 1988: p. 32).

The Charter of Rights and Freedoms protects all characteristics of diverse individuals or groups. Section 15(1) of the Charter states,

15(1) Every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.

Section 15(1) of the Charter provides the basic infrastructure that has been adapted by human rights legislation in each province. All legislation in Canada, whether federal or provincial, must comply with the guarantees of fundamental rights and freedoms found in the Charter. "These guarantees include freedom of conscience and religion; freedom of thought, belief, opinion, and expression; freedom of association; due process under the law; and equality before and under the law" (Anderson, Gunderson, & Ponak, 1989: p. 28).

Diversity has thus been an underlying principle in the development of Canada and the formation of what it means to be Canadian. Cultural and ethnic diversity have been a part of Canada since the colonization of this country by Europeans. The government of Canada has formally recognized and documented the importance of multiculturalism through the legislative framework of this country. Diversity cannot be discussed without reference to the importance of multiculturalism; however, diversity as a concept is also not complete without the discussion of other elements, such as religion, sex, age, sexual orientation, and



mental and physical ability. Equality must be achieved in all aspects of the Charter of Rights and Freedoms, not just a selected few.

The Charter of Rights and Freedoms (federal) and Human Rights Codes (provincial) have shaped the structure of society. Businesses cannot operate without following the guidelines and regulations of this legislation, unless they wish to face unnecessary litigation. Since Canada prides itself on providing freedom and equality to all citizens, it is necessary that all businesses accept these parameters. Diversity thus has implications for all aspects of life, including public recreation.

#### Changing Demographics in Ontario

The pool from which employees are chosen is constantly altering due to the changing demographics of the population of Canada. This will eventually force organizations to re-examine the importance of diversity in the work force, and also in terms of consumers. "Work diversity" is one response to a changing society, through which organizations re-evaluate and facilitate the acceptance of diverse individuals. Overall the demographic changes in the future will represent an aging workforce, an increasing influx of women into the workforce and an increase in racial minorities from third world countries (Mighty, 1991; Kirchmeyer, 1991).

The following statistics describe the current and future demographics of Ontarians. Data from Statistics Canada (1991) will be used to illustrate how immigrants, ethnic background, age and sex will have an impact on Ontario's

labour force and servicing needs. Ontario is now the home for people from nearly 100 different ethnic origin groups. Census results of 1991 reveal that Ontario's total population has increased 10.8% (9,101,649 to 10,084,885) since the 1986 census.

Approximately 90%<sup>4</sup> of Ontario citizens have Canadian Citizenship<sup>5</sup>. This rate has been relatively stable in Canada over the past few years. It is predicted that the group most likely to experience the largest proportional increase by the year 2011, is people of Chinese heritage. It is also predicted that in the next 20 years the proportion of the population who belong to racial minorities will increase. Researchers anticipate that by 2011, members of racial minority groups will represent approximately 15% of Ontario's population (Ministry of Citizenship, 1991).

Ontario depends on immigration to maintain its current population. The decline of the birth rate and the increased aging population needs to be supplemented with an increased number of immigrants. Ontario has become a diverse population as a result of the reliance on immigrants to maintain our population. Approximately 74% of Ontarians were not immigrants, while 64% of those Ontarians were born in Ontario. The composition of immigrants comprises

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4 All 1991 census data from Statistics Canada has been rounded off to the nearest whole numbers.

5 The 1991 Census Dictionary refers to the legal citizenship status of the respondent as "persons who are citizens of more than one country".

23% of the population<sup>6</sup>.

Language barriers exist in Ontario as a result of its diverse composition. Data was collected on the knowledge of official languages. 92% of those citizens surveyed spoke English, 0.2% spoke only French, 7% were fluent in both languages, while only 0.2% were not able to speak either official language. Ontarians are not only fluent in English or French but some citizens are fluent in other languages. The 7 dominant languages in Ontario are German, Spanish, Italian, Chinese, Polish, Ukrainian and Portuguese.

Census information from Statistics Canada (1993) was used to describe the ethnic<sup>7</sup> composition of Ontario's population. The total immigrant population of Ontario was approximately 7% of the total population<sup>8</sup>. The 7% of the immigrant population was composed of a variety of ethnic groups.

The first members of the baby boom generation will become senior citizens

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6 The immigrant population consists of immigrants from the United States (4%), Central and South America (6%), Caribbean and Bermuda (6%), United Kingdom (17%), Other Europe (4%), Africa (3%), India (4%), other Asia (18%), Oceania and other (.5%), and non permanent residents (5%) (Statistics Canada, Part B, 1993).

7 The 1991 Census Dictionary defines ethnic or cultural origin as "the ethnic roots or ancestral background of the population", which should not be confused with citizenship or nationality. Canadians have many ethnic or cultural origins -- such as Inuit, North American Indian, Métis, Irish Scottish, French, Ukrainian, Chinese, Japanese and East Indian (from India).

8 Of that 7%; approximately 37% were British, 9% French, 4% German, 8% Canadian, 7% Italian, 4% Chinese, 1% Aboriginal, and 30% other. This information was based on single ethnic origins data; 33% of the Ontarians had multiple origins.

in the year 2011. At that point 16% of the people in Ontario will be age<sup>9</sup> 65 or over. It is speculated that at the same time middle age individuals 25-64 will increase slightly and youth and children in Ontario's population will decline. On the other hand Ontario's racial minority population will be between the ages of 15-64 and only 5% will be senior citizens (Ministry of Citizenship, 1991).

Recent census statistics of 1991, show that 10% of Ontario's population is age 65 or over. The middle age group, of individuals 25-64, represents 54% of the Ontario's population in 1991. The youth of Ontario represented 31% of the population. Thus, there will be fewer youth to support an aging population because 14% of the age group 25-64 will be retiring in the next 15 years. Ontario will have to rely on immigration to support an aging population. The age of the immigrants who entered this country in 1991 are: 11% between the ages of 0-4 yrs, 28% between the ages of 5-19 yrs, and 62% aged 20+ yrs. The census data does not identify how many immigrants are age 65+.

Amongst most age groups the number of males and females were evenly distributed. There was a slight difference among people age 65 and over, as 58% of the population were women while 42% of the population was composed of men. The statistics from the 1991 census demonstrated the same trends for the distribution of males and females as did the 1986 census results. The same trend was demonstrated among members of racial minorities and immigrants (Ministry

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9 Statistics Canada's 1991 Census Dictionary, refers to age as the last birthday (as of the census reference date, June 4, 1991). Birthday refers to the day, month and year of birth in which a person was born.

of Citizenship, 1991).

Therefore, according to census results, over the next 20 years, Ontario's labour force population (15-64) will remain relatively stable at about 68% of the total population. Even though the population will remain relatively stable the composition of the labour force will change. The age groups between 15-64 will be comprised of persons of Caribbean, Asian, Central and South American, and Middle Eastern Backgrounds (Ministry of Citizenship, 1991). The changes in society will affect the operation of organizations and thus, managers will be faced with the issue of managing a diverse workforce and providing consumers with services for diverse needs.

### Windsor Demographics

The City of Windsor has experienced minimal population growth between 1981 and 1986. The City of Windsor Culture and Recreation Master Plan Final Report<sup>10</sup> (1989) identified the highest growth areas in Windsor as the east, south and southwest parts of the city. In 1991, the population of Windsor was 262,075, an increase of 3.2% since 1986 (Statistics Canada Part B, 1991).

The immigrant<sup>11</sup> population in the Windsor Census Metropolitan Area

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10 The City of Windsor Culture and Recreation Master Plan Final Report, was a report completed by a consulting firm. The purpose of this report was to provide a series of recommendations for consideration and action by Council, the city and other key leisure service players. This report compared present demands and needs of culture and recreation services with future expectations of residents of Windsor to identify and prioritize gaps in service.

11 Statistics Canada's 1991 Census Dictionary defines an immigrant as 'a person who is not a Canadian citizen by birth, but has been granted the right to live in Canada

amounts to 53,830, about 22% of the total population. Immigrants originate from 5 general geographic areas<sup>12</sup>. One of the largest increases has been in the number of West Asian and Mid East immigrants who moved to Windsor, which has grown dramatically in the last three decades. In the 1981-1991 time period 23.5% of Windsor was composed of immigrants from various backgrounds<sup>13</sup>. Overall, Windsor had the fourth lowest percentage of Canadian citizens by birth of all Ontario City Metropolitan Areas (Toronto was the lowest).

Windsor is a multi-lingual community. Statistics were collected to determine the knowledge of the official languages of Canada. In Windsor, the majority of the population were fluent only in English; a small minority had knowledge of both French and English, while only a trace of the Windsor's population spoke only French<sup>14</sup>. Some Windsor citizens also had knowledge of non-official languages, such as Italian, German, Polish, Chinese, Spanish, Ukrainian, and Portuguese (listed in order of greatest frequency in Windsor).

Windsor has a relatively large aging population. The senior age group in

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permanently by Canadian immigration authorities'

12 The 5 general geographic areas in which immigrants originate are, Southern Europe (30.8%), Eastern Europe (14.2%), United Kingdom (14%), United States (10.6%), and West Asia and Mid East (6.7%).

13 The composition of immigrants in Windsor in 1991 consisted of no retirees, business immigrants (1%), assisted relatives (7%), refugees and designated classes (45%), family class (32%), and independent immigrants (15%).

14 In Windsor, 88% speak only English, 1% speak only French, 11% speak both French and English, while 1% speak neither official language (Statistics Canada, Part B, 1991).

Windsor is divided by Statistics Canada into two groups; seniors working 45-64 (20.1%) and seniors who are 65+ (12.8%). The 65+ age group has increased 1.1% since 1986. The majority of Windsor's population is between the ages of 25 and 64 (52%). Within the next 15 years 14% of this age group will be retiring. The youth in Windsor represent 32% of the population (the number of youth replacing retirees is unknown) (Statistics Canada, Part A, 1991).

Amongst most age groups the number of males and females were relatively evenly distributed. There was a slight difference among people age 65 and over, as 60% of the population were women while 40% of the population was composed of men. There was no 1991 statistic that indicated the composition of males and females based on the race of the individual (Statistics Canada, Part A, 1991).

The demographics of Windsor on average are slightly higher than the provincial average in the following categories: Windsor has a larger number of females, a larger senior population, and a larger number of immigrants. The number of people who are bilingual in the City of Windsor is larger than the provincial average. Windsor also has a larger number of citizens who are fluent in non-official languages when compared to the provincial average. Fewer people in Windsor have knowledge of English only. Windsor varies from the provincial average in ethnic composition, and has a larger number of citizens with French and Italian ethnic backgrounds.

### Review of the literature

Responding to the changing demographic trends will require leaders of tomorrow to utilize careful planning and decision making techniques. Demographic trends should be seen as a challenge, an opportunity to try new ideas and modify existing products and services to meet the needs of a new population. Those organizations and companies which can accommodate changing demographics will experience success. Changing segments of the population will need to be considered when companies are developing and marketing new products and services (Statistics Canada, 1992). Agencies and organization will need to understand the effects of diversity to analyze how it will affect their organizational operations.

#### An Operational Definition of Diversity.

The literature on work diversity acknowledges the variety of individual differences which exist among employees within an organization. The variety of differences included in various definitions makes the concept of diversity very complex. Most authors do not define diversity in specific terms in their research (Parker, 1994). Researchers have yet to come to a consensus on what they feel diversity includes. Definitions have in the past been shaped by the objectives of the research.

Copeland (1988) referred to diversity as a difference from the norm in age, appearance, physical ability and lifestyle. It is not uncommon for researchers to simply refer to diversity as differences between people. Parker (1994) noted that



some researchers have a limited view<sup>15</sup>, while others have a broad view<sup>16</sup> of diversity. Diversity has also been associated with positions in one's life cycle, such as parental status, education and job position.

To provide some clarity on what diversity encompasses, Loden and Rosener's research from business will be used, along with the Ontario Human Rights Code. Loden and Rosener (1991) "use the word dimension to describe the properties and characteristics that constitute the whole person" (p. 18). They assume that "diversity is an 'otherness', or those human qualities that are different from our own and outside the groups to which we belong, yet present in other individuals and groups" (Loden & Rosener, 1991: p. 18). Loden and Rosener have identified primary and secondary dimensions of diversity in order to provide definitional clarity.

Primary dimensions include immutable human differences. These differences are inborn and/or greatly impact an individual's early socialization. These are differences such as age, gender, ethnicity, race, physical abilities and qualities, and sexual or affectional orientation. The impact of primary dimensions of diversity are said to be constant and profound. Secondary dimensions of diversity can be changed, according to these authors. They are mutable and acquired differences. Included in this category are educational background, geographic location, income, marital status, military experience, parental status, religious beliefs, and work experience (Loden & Rosener, 1991: p. 19; Brinkman, 1992: p. 14).

The primary dimensions of diversity are thus composed of fundamental

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15 A 'limited view' towards the issue of diversity includes the visible differences between people, such as race, national origin and gender.

16 A 'broad view' toward the issue of diversity includes people with less visible differences, including gays and lesbians, and people with disabilities.

characteristics. These fundamental characteristics shape our individual identities in society. They shape our self-image and are affected by the environment in which we interact (Loden & Rosener, 1991). "What we see and experience throughout our lives cannot be separated from these primary dimensions because our thoughts, feelings, and behaviours are inextricably linked to them" (Loden & Rosener, 1991: p. 19).

This thesis is addressing diversity in the recreation environment. Therefore it will be necessary to identify which elements of the primary dimensions<sup>17</sup> of diversity are most relevant to the staff and recreational programming concerns of Windsor Parks and Recreation. Ontario has specific legislation which protects citizens from discrimination. In the Ontario Human Rights Code, primary dimension characteristics, along with some secondary dimension characteristics, are acknowledged. The Ontario Human Rights Code acknowledges that every person has a right to freedom from discrimination in the areas of: services, goods and facilities; the occupancy of accommodation; contracts; employment; and membership in vocational associations and trade unions. A person cannot be discriminated against on the grounds of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed (religion), sex (includes pregnancy), sexual orientation, handicap, age, marital status, family status, the receipt of public assistance and record of offenses in employment (Ontario Human Rights

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17 The primary dimensions have been defined by American authors. Thus, it will be necessary to develop a definitional framework that is applicable to Ontario's recreation environment.

Commission, 1991: p. 2-3). The specific primary dimensions of diversity which have been identified are age, sex/gender<sup>18</sup>, ethnicity, race, sexual orientation and handicap.

The Human Rights Code also acknowledges that there are legitimate reasons for discriminating against individuals in the workplace, or in the provision of services. An individual who discriminates against individuals or groups who are protected by the Code must be able to show that discrimination practices were warranted. The Code allows discrimination practices to occur if the needs of a certain individual or group cannot be accommodated without undue hardships; such as the excessive costs of accommodating an individual or group in the workplace or workforce.

The Community Recreation Policy Statement (1987) indicates that recreation should comply with the intent and spirit of Canadian and provincial legislation, specifically the Charter of Rights and Freedoms (federal) and human rights legislation (provincial). As outlined in the policy, recreation services should "provide opportunities for both genders, all age groups, all ethnic groups and special interest groups"<sup>19</sup> (Ontario Ministry of Tourism and Recreation, 1987: p.

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18 Sex will be used in the research because sex distinguishes biological differences between females and males. Gender on the other hand refers to socially assigned female and male characteristics.

19 Special interests groups in the Community Recreation Policy Statement included groups such as First Nations and Disabled groups. In this research, the element of "special interests groups" is included to classify any groups for which Windsor Parks and Recreation provides special services, which are not classified under any of the

12). The operational definition used in this research will combine the common elements of previously discussed definitions. Thus, fundamental characteristics used in this research will be age, sex, race, ethnicity, sexual orientation, handicap and special interest groups. These characteristics have been identified both in business, and in recreation literature.

### Diversity in the Workforce

Work diversity is a recent issue being examined within the business literature. People who accept the principle of diversity believe that all individuals within an organization have the right to be acknowledged and treated equally. The principle of diversity refers to valuing differences among employees in order to improve the quality of the work environment. The assumption underlying work force diversity acknowledges that promoting diversity does not automatically lead to mutual respect.

"Valuing differences is learning to prize the skill, knowledge, and contribution of someone who is different" (O'Neale, 1993: p. 1). Managing diversity deals with organizational issues. To manage diversity one must look at the business procedures and practices to determine if they are inclusive of all differences. Diversity attempts to break down the traditional system of hiring individuals who hold similar characteristics to the dominant group in the organization (O'Neale, 1993). Diversity "means truly seeing the advantages in differences and identifying ways to incorporate those differences into the

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other elements of the working definition.

organizational culture" (Camburg, 1992).

### Benefits of Diversity

#### Cost.

Companies will not be successful if they continue to manage 'diversity groups' the same as they would the dominant group in the organization (traditionally the white Anglo-saxon male). Research shows that the likelihood of turnover and absenteeism is greater among organizations which do not manage diversity effectively. Job satisfaction will also suffer in a poorly managed organization. Organizations which fail to manage diversity will experience the increased cost of replacing employees (Cox, 1991). Companies with reputations for progressive Human Resource practices that deal with diversity were found to be significantly higher in long-term profitability and financial growth (Copeland, 1988).

#### Marketing.

The market to which organizations supply their product, is becoming more and more diverse. "Moreover, research on consumer behaviour has consistently shown that sociocultural identities do affect buying behaviour" (Cox, 1993: p. 29). New sub-markets are developing as minorities enter the middle class group (Foster et al, 1988). To successfully compete in a diverse market, organizations will have to provide a good public relations image identifying that the company values and manages diversity. Companies may also gain a competitive advantage from the various insights of employees from various backgrounds who can provide

input on understanding the cultural effects of buying strategies (Cox, 1993; Foster et al, 1988).

Globalization is forcing companies to analyze diversity effects on the customers. Consumers not only prefer to work for a diverse organization but may also prefer to purchase from an organization which values diversity, especially if they are from the non-dominant group (Cox, 1993; Cox & Blake, 1991).

#### Creativity.

Advocates who value a diverse work force also suggest heterogenous workteams promote creativity and innovation (Cox, 1993; Cox & Blake, 1991; Mighty, 1991). Heterogeneity provides a wide range of ideas and perspectives for use in the analysis of a problem. The presence of minority viewpoints can stimulate consideration of non-obvious alternatives (Cox, 1993; Cox & Blake, 1991).

#### Problem-Solving.

The management of diversity within an organization also has the potential for competitive advantage in the areas of problem solving and decision making (Cox, 1993; Kirchmeyer & McLellan, 1991). This argument is formulated on the premise that diverse groups have broader and richer bases of experience from which to approach a problem. It is important, when problem-solving techniques are used by heterogeneous groups, that special measures are taken to control the possibility of communication barriers, conflict and tension (Cox, 1993; Cox & Blake, 1991). A core similarity must be present (i.e. norms and values) among a

heterogeneous group in order to promote coherent actions on organizational goals (Cox & Blake, 1991). An organization that invites change and manages diversity successfully is more likely to detect and solve complex business problems that do not fit into the orthodox business models of yesterday (Foster et al, 1988).

#### Organizational Flexibility.

"There is some evidence that members of minority groups tend to have especially flexible cognitive structures" (Cox, 1993: p. 35). The process of managing diversity itself will lead to flexibility within the system. Tolerance for alternative points of view will lead to an openness of new ideas in general (Mighty, 1991). Policy and procedures governing the operations of the organization become broader to encompass all individual differences within the organization, thus the structure becomes more flexible (Cox, 1993; Cox & Blake, 1991).

#### Potential Problems with Workforce Diversity

Managers have mixed perceptions about the actual benefits of a diverse work force, even though diversity has become a serious issue in organizations due to demographic fluctuations. Although demographics are changing in Canada, many professionals and employers either deny that diversity exists or presume diversity only has negative influences on work force effectiveness. It is necessary for members of an organization to be aware of both positive and negative impacts of diversity in order to allow them to develop their own perceptions. The major problems with diversity revolve around the issues of group cohesiveness and

communication.

#### Group Cohesiveness.

Some managers believe that group cohesiveness is reduced by diversity. Those managers support the idea that employees are attracted to, and feel more comfortable with employees who have similar backgrounds. Similarity between individuals is perceived to increase cohesiveness. This is important in organizations whose structures focus on congruence among members (Cox, 1993).

The effects of diversity and cohesiveness are dependent on whether or not the outcome affects the performance of the group. Research has found that more cohesive groups have more members who demonstrate higher morale, and better communication characteristics than less cohesive groups. Therefore, if employees feel more comfortable with people similar to themselves, then diversity in the workgroup can potentially lower the morale and make communication channels more complex. Research supports this concept, because the researchers found that heterogeneous groups experience higher member turnover than homogeneous groups (Cox, 1993).

#### Communication.

Diversity has been associated with less effective communication among employees. Studies have found that heterogeneous groups report a less comfortable atmosphere and experience greater communication problems than those groups which are homogeneous in nature. Communication problems have been associated with language barriers (Cox, 1993; Mighty, 1991) and variations in



communication styles (Cox, 1993). Thus, diversity can become a source of misunderstanding and may lower the effectiveness of workgroups.

"Misunderstandings may increase conflict, and anxiety may rise, and members may feel less comfortable with membership in the group" (Cox, 1993: p. 39).

The major negative influences of diversity pertain to the existence of cultural dominance in an organization. "Cultural dominance is expressed in organizational policies that favour the dominant culture and include favouritism, ethnocentrism and ignoring cultural differences" (Mighty, 1991: p. 64). Cultural dominance becomes present in company policies in the workplace in the form of systemic discrimination, which can include sexism, racism and/or ageism. When a company has an increase in minority employees, it is usually characterized by conflict and stress (Fernandez, 1991). Members of the minority group are less likely to be accepted by the majority. It is argued that diversity may result in lower productivity and morale, increased absenteeism and increased staff turnover (Mighty, 1991).

In summary, there are reasons for viewing diversity in an organization as being problematic. The presence of members of diverse groups can increase misunderstanding and conflict within an organization" (Cox, 1993). "In view of this, the challenge for organizations, is to manage [diversity] in such a way as to maximize the potential benefits of diversity while minimizing the potential disadvantages (Cox, 1993: p. 39).

## Diversity in Recreation

Recreation<sup>20</sup> professionals will face new challenges when providing programs to serve all members of society. Opportunities in recreation should be provided for all who wish to participate in recreation services or activities (Toalson & Mobley, 1993). The changing demographics of Canada, and subsequently Ontario, have made equality in recreation servicing an issue that requires immediate attention. Recreation organizations and professionals will need to gain an understanding of how leisure/recreation needs or motivations differ among groups according to demographic variables (Ragheb, 1988).

When supplying a community with a service an organization must account for all individuals and groups. Recreation servicing often forgets to direct supply services to,

single parent families whose parent is working out of the home, and those who work at home; two parent in-the-home families with two parents working out of the home, or with one working outside the home, or with neither working; recently immigrated families; ethno-cultural groups (as differentiated from the recently immigrated group); people with disabilities; the financially disadvantaged; older teenagers; and advocate groups, such as gays and lesbians, which exist (Tisshaw, 1993: p. 16).

Equal opportunity to participate in recreation programs must be available to all groups and individuals.

All social services, including recreation, "[w]ill need to develop programs

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20 Recreation is defined by the Ministry of Tourism and Recreation in the Community Recreation Policy Statement, 1987, as "all those things a person or group chooses to do in order to make leisure time more interesting, more enjoyable and more satisfying"(p. 5). This definition has also been adopted in the Interprovincial Recreation Statement of 1983.

and strategies that recognize different populations with various cultural, linguistic, and religious backgrounds" (Neider, 1990: p. 33). Neider speculated that recreation services, more than any other public agency, have the ability to reach all citizens. Recreation can be used as a prime vehicle for mediation and bringing different cultures together in non-threatening atmospheres.

Recreation can be used to build bridges between different groups, which may bring them closer together. This will be accomplished when traditional delivery services are abandoned and innovative new ones are established. To achieve this task, practitioners must learn about the needs and barriers that prevent individuals of diverse groups from participating in recreation. Once this has been accomplished, practitioners can work towards breaking down barriers and providing diverse recreational opportunities in order to increase the participation rate of diverse individuals and groups in public recreation programming.

Burton & Taylor (1983) provide a perspective on the future of the leisure service delivery system. These researchers recognize the effects of Canadian demographics on present and future recreation services. Researchers and practitioners have not yet come to grips with the problems that future recreation programming will encounter if an effort is not made to adjust to demographic changes. The available literature that deals with diversity in recreation is limited.

Frankly, much of what is available in the literature on these topics is depressing in its naivete or outright misguidedness. All too frequently, we encounter planners and futurologists who:

- pay attention to the wrong trends
- use wrong indicators to measure real and appropriate trends
- fail to realize that some of the real trends they observe are over, or nearly so, and they should stop planning for more of it (Burton & Taylor, 1983: p. 136).

Recreation researchers and practitioners of the future will have to become proactive. Demographic changes will cause the leisure system to undergo a revolution that will last well into the year 2000. Burton & Taylor (1983) predict that the outcome of the revolution will be:

- the quality level and diversity of what goes on will be much greater than it is today
- individuals and fluidly forming and re-forming small groups will be the main support base; mass participation will exist, but mainly as nostalgic events
- all parts of the leisure system will fit more loosely, in the sense that their interrelationships will be less structured and more adaptive; yet, overall, the leisure system will likely be more inter-independent with other sectors of society than it is now. The days of recreation in a separate box, and leisure in a separate compartment, are over (Burton & Taylor, 1983: p. 137).

To adapt to future recreation forecasts, researchers and practitioners will need to know what services are delivered and who delivers them. They will also need to identify the time and frequency of the service, the place of delivery, the relationship of the service to other activities and other sectors, and distinguish who the services are directed towards (Burton & Taylor, 1983). These questions will help identify who recreation providers are presently servicing. It will also distinguish those groups and individuals who have few recreational opportunities.

## Current Trends in Recreation

The majority of the recreation literature examines one specific element of the working definition of diversity. There is very little literature which investigates all the elements of diversity in recreation. It may be perceived, nevertheless, that people from all the diversity groups experience the same general needs in recreation, and specifically the need for increased opportunities.

A report conducted by the Ministry of Tourism and Recreation<sup>21</sup> (1991) on leisure activity participation<sup>22</sup> found that a large majority (84%) of Ontarians are satisfied with current leisure activities. The Ministry of Tourism and Recreation report found that there are differences in leisure participation rates based on age, gender, socio-economic status, ethnic origin and language, and marital and family status. Those individuals and groups who are more likely to participate in sport and fitness activities are: those Ontarians who are less than 35 years old, those who are male, those who have high income levels, those who speak English in the home, and those individuals who do not have dependent children. The most popular physical activity is going for walks<sup>23</sup>. The Ministry

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21 The Ministry of Tourism and Recreation has recently included culture as an area of responsibility and has been renamed the Ministry of Culture, Tourism and Recreation. Both titles are used interchangeably in this study.

22 Leisure is defined as the designation of free time (Ballantyne, 1987: p. 1-1). Recreation is a part of leisure. Recreation can be defined as, "[t]he activities in which we participate during our Leisure Time" (Ballantyne, 1987: p. 1-1). This research will use those aspects of the report which are concerned with recreation.

23 The Ministry of Tourism and Recreation (1991) report found that 36% of Ontarians go for walks regularly or occasionally.

of Tourism and Recreation (1991) also reported that:

[A]pproximately one out of every ten Ontarians participates in fitness activities (aerobics, dance, exercise, conditioning, yoga or calisthenics), plays baseball or softball, walks specifically for exercise or participates in race walking, goes fishing, plays hockey, sails, boats or canoes or goes camping (p. 6).

Ontarians generally are satisfied with their leisure activities, but express a desire for greater opportunities to exercise. The major obstacles to leisure activities included time limitations (72%) and the cost of the activity (53%).

Other obstacles that were encountered included:

- unavailability of companions (33%);
- overcrowded facilities or the unavailability of facilities (33%);
- venues or facilities that are difficult or inconvenient to reach (31%);
- lack of programmes or activities that match personal interests (23%);
- lack of programmes or activities that cater to particular age group needs (20%);
- health-related limitations (18%); and,
- unavailability of activities in their preferred language (7%) (Ministry of Tourism and Recreation, 1991: p. 12).

The Ministry of Tourism and Recreation also conducted another research report<sup>24</sup> in 1989, that examined the leisure behaviours and recreation needs of

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24 This report was conducted by the Institute for Social Research at York University. The study examined if there were differences in the leisure behaviour of Ontario's ethnocultural residents. An assessment of the current level of service to ethnocultural populations and their need for support to enhance or develop such service was conducted. Recreation service providers were surveyed, including municipal recreation departments.

Ontario's ethnocultural populations. The report has identified some generic problems that can be associated with the level of recreation services offered to other diversity groups. In the literature review the authors identified that "[a]n extensive literature on ethnocultural influences on leisure does not exist" (Hall & Rhyne, 1989: p. 3). The literature that does exist is usually irrelevant to the context of Ontario (Hall & Rhyne, 1989). This thesis will focus on the survey of the Ministry of Tourism and Recreation client groups. This information addresses the extent to which the recreation service providers<sup>25</sup> interviewed responded to the needs of members of different ethnocultural groups.

The 'large city' group in this study indicated that there was variety in the ethnocultural backgrounds of their clients. Large city groups were more likely to assist ethnic or cultural client groups in providing recreation activities.

A large majority of respondents in all groups but the large group are not aware of any programs in their organization which has been specifically designed to serve people of a particular ethnic or cultural background (e.g., a recreation program for Italian seniors) nor has their organization had requests for change to policies/procedures to accommodate the needs of a particular ethnic or cultural group (Hall & Rhyne, 1989: p. 15).

Most of the large city group respondents were also more likely to provide

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<sup>25</sup> The recreation service providers surveyed consisted of five types of organizations; large city municipal recreation departments, recreation departments from medium-sized cities, recreation departments from small cities, towns, rural areas or native bands, public service agencies, provincial sports/recreation associations and the Ministry of Tourism and Recreation staff (Hall & Rhyne, 1989). This report did not identify how a city was classified but the report done by the Ontario Ministry of Tourism and Recreation (1987) identified a large city as those cities with a population of 100,000 or more. Thus, Windsor with a population of 262,075 (Statistics Canada Part B, 1991) would be classified as a large city group. This thesis will concentrate on the information that is relevant to the large city group.

recreation services and information for ethnocultural populations in languages other than English and French. Only half the large city groups reported that their organization attempted to staff programs with individuals whose backgrounds are similar to the clients. However, large numbers of ethnocultural groups either prefer to participate, or would participate more if there were more recreational opportunities staffed by members of their own group (Hall & Rhyne, 1989).

The Ministry of Tourism and Recreation provides financial support, advice, and consultation assistance to the large cities in the study. The large city group respondents felt that the Ministry could provide more assistance to organizations to help them design programs which are sensitive to the needs of individuals from different backgrounds. Only half of the large city respondents felt that the Ministry could be of more assistance in providing staffing programs that are ethnoculturally sensitive. The large city group respondents would like to see more staffing grants and training assistance. This group would also would like to see more research provided to understand this issue (Hall & Rhyne, 1989).

The report identified that a number of groups experience leisure lack<sup>26</sup>. Leisure lack may be associated with a lack of acculturation by some ethnic groups. Thus, future research will need to make an attempt to understand the leisure experiences of different groups. This can be done with the use of leisure profiles. Recreation providers lack uniformity in practices and programs when

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26 Hall & Rhyne (1989) define leisure lack in their study as "[t]he chronic or temporary absence of the experience of leisure, brought about through personal or societal conditions, and/or their interaction (p. 19).



supplying services to ethnocultural groups. Future research is needed to understand the ethnocultural diversity of recreation (Hall & Rhyne, 1989).

Another study conducted by Lyons (1983) analyzed leisure services for special populations<sup>27</sup>. This study examined service delivery to special populations by municipal recreation departments in Canada. The recognition of special populations in recreation servicing has only occurred since the late 1960s, and was not given much attention until the 1980s.

Recreation departments, and other community agencies have been affected by the need to increase services and to provide opportunities for special populations such as the ill, disabled, handicapped, aging, and other special groups...Public recreation systems represent one of most dramatic means for effectively integrating special populations into the community (Lyons, 1983: p. 709).

Municipal recreation departments are in a position to be the primary advocates for change, providing the services necessary for special populations (Lyons, 1983).

Lyons' study found that more services were present when there was a large population and a larger budget for recreation. The communities that provided services to special populations did so for several reasons: it was identified as a community need (41.3%), there was a demand from volunteer agencies (31.9%), and staff concern was present (26.4%). The communities that did not provide special population services claimed that there was no demand for the services (69.5%). However, just under half (45.1%) the communities that did not supply services felt that the department should provide services. In 73.7% of the cases

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27 'Special populations in Lyons' study refers to people with mental, physical, and emotional handicaps, chemical abusers, and adult and youth offenders.

the presence of services could be predicted from community size, educational background, personal interest and recreation budget. "District size, recreation budget, the presence of full time staff, and advocacy by voluntary agencies can predict the extent of service delivery in 54.4% of the cases" (Lyons, 1983: p. 714).

Generally, services for special populations have increased, but variations exist between different municipalities. The size of the community is one of the largest contributing factors to the establishment of services for special populations. At the time of this study, there was limited policy development for long term planning of services in this area. One suggestion to overcome some of the problems in this area was to share techniques and strategies with other municipal agencies with respect to how leisure services should be made available to special populations (Lyons, 1983).

Limited research has been conducted which analyzes diversity in recreation. Most of the research that is carried out analyzed specific groups. The studies conducted by the Ministry of Tourism and Recreation (1991), Hall & Rhyne (1989), and Lyons (1983) have identified some generic trends which can be applied to all the client groups included in the working definition of diversity.

A summary of the generic trends in the literature are as follows:

- There are actual differences in recreation participation patterns based on the elements of diversity;
- There is a desire for greater recreation opportunities by Ontarians;
- A wide variety of individuals and groups face participation obstacles, such as the cost of programs and time constraints;

- There is a lack of programs that suit the needs of clients, especially for those individuals or groups who wish to participate with people with similar backgrounds or characteristics;
- Participation in recreation programs is limited by language barriers;
- The opportunity to participate in recreation services is limited due to an individual's accessibility to the service;
- There is limited research on the issue of diversity in recreation, along with a lack of policy development;
- The number of recreation opportunities available to different individuals and groups is dependent on population size and the budget for recreation; and,
- There is an identified need for greater assistance from the Ministry of Tourism and Recreation, in the form of research and financial assistance.

### Benefits of Diversity in Recreation

#### Cost.

Provincially supported recreation programs, such as Windsor Parks and Recreation, are impacted by the economic problems of the 1990s. Limited funding, downsizing and budget cuts are ways in which organizations are dealing with the increased economic pressures of the 1990s. Government subsidized programming efforts, using tax dollars, are becoming limited (McCarville, & Kennedy, 1993), and thus organizations will have to find other ways to support program needs. Harper & Balmer (1990) predict that the 1990s will be marked by increased restraint and competition for resources in the public sector at a time when major infrastructure re-development will be necessary.

Practitioners realize that a broader range of services are needed to provide diverse recreational opportunities to individual groups. This is where the

dilemma of the future will occur, as offering more programs means additional resources must be generated by the agency, or services must be cut somewhere else, unless the program is supported by user fees. Service cuts, by reducing the availability of services to existing clientele, will result in increased dissatisfaction with the overall programming (Wicks, 1992).

Recreational practitioners must decide on the fairest way to allocate costs and benefits among the public (Wicks, 1992). The gap between resources and demands will force the establishment of new processes to determine what is a priority in the delivery system. Practitioners must decide how additional recreational servicing will be paid for, considering options such as relying on local taxes, user fees, donations, or government sponsors (Wicks, 1992).

#### Marketing.

Marketing recreational servicing and the benefits of recreation will be crucial for the longevity of Recreation Departments in the 1990s. Private sector marketing styles are not always applicable to the public service industry; thus, marketing must be congruent with the vision and principles of the sponsor, in this case the Ministry of Tourism and Recreation. Tisshaw (1993) defines marketing in recreation as follows;

Marketing in public recreation is the collective effort of an organization to design, position, price and promote products and services to meet the recreation needs and demands of markets within its mandate (p. 16).

It will be very important for recreation organizations to market their services, because funding for services depends on the public's use of those services and

facilities (Jarvi, 1993). Therefore, it is important for the public to know what specific services are offered by the organization.

How the public perceives programs and services is fundamental to the organization's image (Tisshaw, 1993). A successful organization in the 1990s will have to focus on supplying services to all diverse groups and individuals. To accomplish this task practitioners will have to promote services that offer choice and convenience to participants, and options will have to be made available to diverse individuals and groups. To do this successfully, organizations must pay special attention to the time or price of the service, the type of program that is supplied, and in general all likely constraints that diverse groups and individuals may encounter (McCarville, & Smale, 1993).

#### Customer Service.

The term 'the customer is always right' should also be adopted in recreation servicing, as participants should be the number one concern. Agencies will need to examine and reassess how well recreation programming is serviced, through the relationship between internal customers (employees) and external customers (clientele). It is perceived that customer relations mirror employee relations. Thus, customers and employees need to be treated well or else they will not return to the organization (Barber, 1989).

Generally, recreation servicing in Canada has responded favourably to social change. In the past, leisure service agencies such as Departments of Parks and Recreation have been in the forefront of providing care for seniors, youth

development, and mainstreaming the disabled. Responding to the widespread social needs of society has led many agencies to offer diverse services and programs. Every new program initiated provides the opportunity to involve new groups (Wicks, 1992).

### Potential Problems with Diversity in Recreation Programming

Recreation service providers are limited by the economic conditions of the 1990s. This has caused most public recreation service providers to concentrate on the economic feasibility of recreation instead of the social, personal and environmental benefits recreation contributes to society. Not only are recreation programs addressing diversity competing with other recreation programs, but they are also prioritized in relation to other types of public services as well (Harper, & Balmer, 1990). Municipal recreation in particular has to compete with the 'hard services', such as essential fire, police, and sewage services, which have taken priority. Thus, the potential to provide diverse recreational opportunities is restricted by budget limitations. Unfortunately, this usually forces decision-makers to use economic feasibility as the main criteria when determining if new recreation programs should be implemented.

### Provincial Government's Role

Recreation in Ontario is regulated by the provincial government, specifically the Ontario Ministry of Tourism and Recreation. In the past the Ministry of Tourism and Recreation has acknowledged the benefits of leisure to the community, and to individual well-being generally (Ministry of Tourism and

Recreation, 1987). As the 1990s progress, however, government will increasingly have to deal specifically with the issue of diversity in recreation. Diversity has become an issue in Ontario because, according to 1986 census results, the composition of the population is changing. Thus, managers will be faced with the issue of managing a diverse workforce and providing consumers with services for diverse needs (Ministry of Citizenship, 1991). This will involve the analysis of demographic changes in society to identify what recreational services need to be provided. To identify concerns over diversity in recreational services, government policies from 1987 to the present will be analyzed. The analysis will examine how diversity was addressed throughout this time period in provincial recreation policies.

In two 1987 recreation policies, the National Recreation Statement and the provincial A Community Recreation Policy Statement, "diversity" as a term was not directly addressed. The Government's perception of the role of recreation in society in each document will be used, however, to demonstrate how diversity was indirectly discussed, or embedded in the government's vision of recreation in 1987.

The National Recreation Statement was a document produced as a result of the collaboration of federal and provincial/territorial governments. This document was developed by Recreation Ministers to outline the significance of recreation in society. Within this document municipal, provincial/territorial and federal roles in recreation were examined. The provincial/territorial roles will be

focused upon for this analysis.

The provincial/territorial governments take a secondary role in providing recreational servicing to local communities. The municipalities provide the direct link between recreational servicing and the participants. The main role which the government provides to municipalities is one of assistance, leadership and recognition, in order to develop and maintain the recreational system.

Provincial/territorial roles are outlined in the document. These roles identify the responsibilities of the government to recreational servicing in 1987. There are three provincial/territorial roles identified which concern themselves with diversity in recreation. Firstly, the provincial/territorial governments have committed themselves to analyzing and observing recreation trends and issues in order to keep recreation policies current. Secondly, this information will be brought to the attention of municipalities and if necessary new policies and legislation will be implemented. Thirdly, provincial/territorial governments are also obliged to provide resources to municipal governments in order for municipalities to be the primary agent for supplying equitable public recreation services.

The National Recreation Statement does not directly identify any elements of the diversity definition used in this thesis. Generally, this policy has recognized the need to continually observe and analyze the trends in society along with the need to supply equitable public recreation services. Diversity was not the central focus of recreation services in this government document.



A Community Recreation Policy Statement (1987) refers to diversity, but diversity is still indirectly addressed. In the 1987 document on community recreation, the provincial government has accepted a constitutional responsibility for providing recreational services to Ontarians, but the municipal government is identified as the primary supplier of recreational services. In order for the provincial government to adequately respond to the needs of Ontarians it must play a key role in assisting municipalities. In order to provide adequate recreational services to Ontarians, the provincial government commits itself to keeping abreast of the trends, benefits and issues in the field of recreation through information gathering and research.

The government believes that recreation can provide an opportunity for personal fulfilment and a sense of accomplishment, which can be a potential source for human growth and development. This perception of recreation provides the necessary justification for government involvement in recreation. Recreation has developed social significance in society. "Recreation will have a growing social impact both on the individuals in terms of enjoyment, satisfaction and self-fulfilment and on the quality of life in the community" (Ontario Ministry of Tourism and Recreation, 1987: p. 10). It is perceived that recreation can help overcome the problems individuals face as a result of limited opportunities in the workforce and as a result of increased leisure time (Ontario Ministry of Tourism, 1987). Thus, recreation will play a vital role in society.

The elements of the diversity definition used in this thesis, including age,

sex, race, sexual orientation, ethnicity and special interests groups, are only generally referred to in some instances. The policy does, however, recognize that "recreation cannot be immune to the changes taking place in society nor to the ever changing needs of individuals as they react and adapt to the changing environment in which they work and live" (Ontario Ministry of Tourism and Recreation, 1987: p. 10). The Community Recreation Policy Statement (1987) identifies the trends affecting the future of recreation, in terms of changing demographics. The changing demographics are,

- a growing, aging population who are more healthy and active
- fewer children per family
- single parent families
- two income families (Ontario Ministry of Tourism and Recreation, 1987)

The demographic trends only identify one primary dimension, age, while the other significant factor appears to be income level. This may be an important factor to consider when analyzing diversity in recreational needs, because recreation is a service. Recreational services must be affordable to the participants toward which the services are marketed.

The provincial government has outlined guiding principles for the future of recreation in the Community Recreation Policy Statement, some of which address aspects of diversity. One of the guiding principles identifies that recreation is a fundamental human need for people of all ages and is essential to a person's physical and social well-being and to the overall quality of life. The provincial

government also states that;

recreation services should comply with the intent and spirit of the Charter of Rights and Freedoms and human rights legislation and should provide opportunities for both genders, all age groups, all ethnic groups and special interest groups (Ontario Ministry of Tourism and Recreation, 1987: p. 12).

The purpose of recreation services is to serve individual and community interests.

To further enforce the principles of diversity the policy statement concludes with the following statement,

By adopting this statement, the Government of Ontario publicly recognizes the importance of recreation and indicates a commitment to assist in ensuring that adequate opportunities are available to all citizens, to fully participate in recreation activities appropriate to their individual needs, interests and abilities. Through this participation the lives of the people of Ontario will be enhanced and the quality of community life will be improved (Ontario Ministry of Tourism and Recreation, 1987: p. 16)

These aspects of the policy definitely indicate that the government was trying to address the need for diversity in recreational opportunities.

Diversity in recreation is directly addressed in the Ministry of Tourism and Recreation's 1991-1992 Annual Report, where it states "and as Ontario society grows more diverse, making sure all our citizens have access to affordable leisure activities is another key goal" (Ministry of Tourism and Recreation, 1992: p. 5).

This statement has been made in the introduction of the report. The provincial government also addresses "opening the doors to participation". Thus, one of the main objectives of the recreation system at this time is to meet the needs of a changing society.

There are two objectives which the Ministry of Tourism and Recreation follow to achieve its corporate objectives of economic renewal and social equity.

This thesis will concentrate on the Ministry's social equity objective. Social equity encompasses two broad categories: increased participation rates and increased inclusion of all Ontarians in recreation (Ministry of Tourism and Recreation, 1992).

The Ministry of Tourism and Recreation is responsible for providing funding to recreation providers in the province. The focus of funding in 1992 was on broadening the access to recreation in Ontario, through programs such as "Fresh Approach", which encourages clients of the provincial government, through funding, to find better ways to include key groups whose needs are usually overlooked. The Ministry identified eight groups that face barriers to participation in recreation activities. These groups include two-income families, women, children and youth, native people, Franco-Ontarians, people with disabilities, visible minorities, and older adults. Thus, all elements of the operational definition of diversity used in this research have been identified except sexual orientation.

In the 1990s the Ministry of Tourism and Recreation has made diversity a major issue to consider in recreational servicing. The above review has demonstrated the progress and the attempts by the Ministry to provide equal recreational opportunities to individuals and groups. Phase one of a diversified service has been established, the identification of the problem. Examination of the transformation into the second phase of diversity, providing opportunities to all individuals and groups in society regardless of their differences, is the focus of

this thesis.

### Link between the Provincial Government and Municipalities

The municipal level of government is the primary site responsible for offering recreational opportunities to individuals within Ontario. Municipalities are the creation of the provincial government through the Municipal Act. Recreation became a responsibility of municipalities in The Ministry of Tourism and Recreation Act. Municipalities are responsible for supplying recreation services, programs and facilities (Ministry of Tourism and Recreation, 1987). One of the primary reasons why municipalities have such a large role in recreation services is due to the fact that they are directly linked to individuals and groups. "Municipal governments are closest to the people; they are likely to respond more flexibly, more quickly and more effectively to the needs of the community in matters of recreation" (National Recreation Statement, 1987: p. 9).

"The basic role of the municipality is to ensure the availability of the broadest range of recreation opportunities for every individual and group consistent with available community resources" (National Recreation Statement, 1987: p. 10). Municipalities are also responsible for stimulating and assisting the development of community recreation (Ontario Ministry of Tourism and Recreation, 1987). The municipal government usually provides more recreational opportunities than the provincial and federal governments. The types of activities which municipal recreation services provide includes crafts, performing arts, sports, physical recreation activities, outdoor programs, and access to museums,

parks, libraries and heritage resources (Ontario Ministry of Tourism and Recreation, 1987).

The Municipal Recreation Committee's mandate has contributed to the growth of recreational services and facilities throughout Ontario (Ontario Ministry of Tourism and Recreation, 1987). Municipalities play a larger role in providing recreational services than does the provincial government. The provincial government does, however, continue to support recreation through funding programs (Ministry of Tourism and Recreation, 1992).

Recently, the provincial government recognized the role municipalities play in providing recreational services to Ontarians. Members of the Ministry of Tourism and Recreation decided to join hands with one of the major providers of recreational services in Ontario. "To foster wider recognition of the economic and social benefits of sport, fitness, and recreation, we joined with the Parks and Recreation Federation of Ontario to launch the Recreation as an Essential Service project" (Ministry of Tourism and Recreation, 1992: p. 5). The future of recreation lies in the partnership of provincial and municipal governments which strive to educate people about the benefits of recreation.

### Municipal Governments

Municipal governments have faced a period of economic restraint in the 1980s which has carried over into the 1990s. Economic restraint has resulted in a decrease in the number of recreation facilities and recreation opportunities provided at the municipal level. Recreation has been viewed as a 'soft' social

service, a frill for citizens unlike the 'harder services', such as fire and police, whose necessity is rarely questioned (Lynch & McCarney, 1981). Thus, recreation has not been a budgeting priority in municipal recreation.

Justification for recreation departments within municipalities is to a large extent based on budgets and operating costs of facilities. Few municipalities have recognized other benefits which recreation provides society. Municipalities need to recognize the need and role of recreation within the community. Each community should establish clear philosophies, definitions and policies on the role of recreation. Is the purpose of recreation in the city one of economic profit or for the purpose of meeting the social, personal and environmental needs of local citizens (Lynch & McCarney, 1981)?

Lynch and McCarney (1981) maintain that recreation is an essential service, thus the economic and social benefits of recreation should be recognized. They support the idea that

All three levels of government should adopt the view that recreation is an essential social service. All policies and decisions therefore should conform to this principle (Lynch & McCarney, 1981: p. 21).

Municipal recreation departments should set out recreation policy guidelines which are approved by Council. "This would establish an agreed upon definition and purpose of recreation within the municipality and would facilitate the development of programs" (Lynch & McCarney, 1981: p. 21). Recreation definitions and policies should reflect the community's attitudes and views towards recreation, implementation, and evaluation procedures for recreation programs.

This documentation should also include the services which are essential and those which are special. The programs which are basic services and funded without additional charges should be outlined, along with the criteria used for determining the need for additional charges (Lynch & McCarney, 1981).

A municipal recreation policy which includes the concepts listed above would provide clarification on the need for recreation departments in the community. A recreation policy would provide more direction to the decisions made dealing with recreation programming.

### Role of Municipal Parks and Recreation Organizations

Public agencies such as Departments of Parks and Recreation need to commit resources to addressing social concerns, such as changing demographic trends. Organizations will need to be proactive, anticipating the future changes in society (Dabydeen, 1991) which will affect their community. Parks and Recreation organizations are an integral part of the total community and must take part in addressing societal concerns such as economic development, job creation and social ills (Toalson & Mobley, 1993). The City of Windsor provides recreation services to its citizens through Windsor Parks and Recreation. Windsor Parks and Recreation is one of the main suppliers of recreational services in Windsor. Other suppliers include the Windsor Public Library, the Art Gallery of Windsor, the Cleary Auditorium, and the Windsor Public Board of Education. The providers of recreational services work independently, with few established links between the organizations. This thesis will analyze how the



Division of Recreation, within Windsor Parks and Recreation, addresses diversity in its recreation services.

Windsor Parks and Recreation is the largest player in the servicing of recreation in Windsor. The City of Windsor Culture and Recreation Master Plan, Final Report (1989) reported that the department performs reasonably well given the constraints under which they operate<sup>28</sup>. Generally, Windsor's Division of Recreation<sup>29</sup> has good facility operators providing recreational servicing to the public. The Division has been very active in hosting and organizing special events.

The Department's other program offerings are generally quite well received although only 28% of residents indicated (through the survey) that they or their families participated in a city program in the past year, while 67% said they used a City facility (Vandel et al, 1989: p. 3:9).

The Division of Recreation's strength is in serving the traditional needs of the community, such as providing opportunities for children, and activities such as hockey and baseball. The report revealed that the Division does not meet the needs of diverse groups.

Although the Department is heavily involved in special, high profile events for the disabled and seniors, their ability to respond to more grass roots

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28 Windsor Parks and Recreation is funded in part by the provincial government; thus its operations are affected by the budgeting procedures of this province. Presently, Windsor Parks and Recreation funding levels are affected negatively by the provincial Social Contract, and by the economic condition of Canada in general.

29 The Division of Recreation is responsible for providing recreation services to the citizens of the City of Windsor. Some of the respondents have used the Department of Recreation interchangeably with the Division of Recreation, therefore both terms are used throughout this thesis.

and day to day needs of these and other groups such as the Francophone community is limited by insufficient staffing, a lack of strong links and limited resources assigned to these areas" (Vandei et al, 1989: p. 3:9).

### Significance Of The Study

Demographic changes are a reality in Canada, as immigration policies are required in order to maintain present population rates. Canada will become increasingly diverse; therefore, ignoring the effects of diversity will not be a viable option for organizations. The demographics of Canada are changing nationally, provincially and regionally. Dominant cultures (English and French Canadians) in Canada will have to accept the fact that the needs and wants of various groups differ from one another and should be accommodated through all aspects of life including recreation.

Fluctuations in demographic trends will affect the needs and service patterns of consumers. Organizations will need to adapt and predict change in order to survive in the 1990s. Changing demographics will also affect the types of services offered. Canadians will have to provide a broader spectrum of social services to service an increasingly diverse population.

Canadian governments at all levels have responded to demographic changes through policy development. The concept of diversity has been accepted in federal and provincial legislation, such as the Charter of Rights and Freedom, the Ontario Human Rights Code, and Multicultural policies. This legislation demonstrates Canada's formal commitment to providing equal opportunity for all individuals regardless of their background.

Research discussing workforce diversity in a Canadian setting is limited, and research discussing diversity in Canadian recreation is almost nonexistent. Therefore, business and recreation literature will be amalgamated to explain how diversity affects recreation staffing and programming. It will be through this process that diversity in recreation will be better understood in a Canadian context. This thesis will provide Canadian information and data on the practice of valuing and servicing diversity among the staff of a Canadian recreation organization.

The research on diversity in recreation programming is limited, even though the Ontario Ministry of Tourism and Recreation recognizes the need to provide diverse recreational opportunities in the 1990s. Federal and provincial legislation and recreation policies have directly identified all levels of government as having a commitment to providing equal opportunity to all members of society. The Ministry of Tourism and Recreation has also recognized the need to supply services to diverse groups in its funding and assistance to municipal organizations (Community Recreation Policy, 1987; Annual Report, 1991-1992).

The majority of recreation literature concentrates on one element of diversity (eg. handicapped, seniors, ethnicity, etc.). No attempt has been made to analyze diversity in recreation as an issue which encompasses all the elements of diversity outlined in the working definition. As well, although the concept of diversity has been formally recognized by the Ministry, no research has been conducted by them which identifies how diversity affects recreation.

This thesis will thus be a needed, exploratory study identifying how diversity affects a public recreation organization's staff and recreational programming. The findings of this study will be significant to those individuals who are responsible for recreation programming in public organizations in Ontario. The study will help identify if recreational programming meets the needs of all individuals and groups, specifically in the City of Windsor's Division of Recreation.

While the issue of diversity is recognized in Ontario, there remains a gap in the literature on how the concept of diversity affects an organization's staff, and the services they provide. The concept of workforce diversity is limited to the business literature, discussing its effect on corporations. Very little research has been done identifying the effect of diversity on public organizations. Furthermore, no research has been completed which analyses how diversity affects organizations that provide recreation services.

This thesis will therefore analyze how diversity influences the operations and servicing procedures used by an organization committed to providing public recreational opportunities. One outcome of this study will be to provide information to the Division of Recreation's employees which can be used to improve upon and/or maintain opportunities for all individuals in Windsor. This information may also be used by other communities, who have similar organizations and demographic realities to Windsor's Division of Recreation. In addition to this practical benefit, the study will make a theoretical contribution by

increasing the literature which examines the issue of diversity in the workforce, and in recreation programming.

### **Purpose of the Study**

This study examines the ways in which Windsor Parks and Recreation addresses diversity through its Division of Recreation. The purpose of this study is to analyze perceptions about the strategies and methods used for creating diverse recreational opportunities for the citizens of Windsor. This will be accomplished by examining recreation staffing, and recreation programming within the Division of Recreation. This information will be gathered using a qualitative research methodology.

The information used in this study came from journals and government documents, Windsor Parks and Recreation documents, and interviews with Division of Recreation employees. The main purpose of the interviews was to identify the formal and informal strategies that exist in Windsor Parks and Recreation for servicing recreational programs for diverse groups and individuals. To further identify if the present procedures adopted by the Division of Recreation are adequate for servicing the recreational needs of diverse groups, interviewees were asked to identify any perceived barriers that the Division of Recreation's staff face when addressing diversity, as well as their personal thoughts concerning the advantages/disadvantages of diversity.

In order for organizations to fully understand the diverse needs of groups

they are servicing, they must first identify those diverse groups. Once this foundation has been established, the organization can work towards developing strategies to meet the needs of diverse groups. The study illuminates what has been done in the Division of Recreation to address the needs of diverse groups in recreation. After all the data was collected, recommendations were offered on how to better address diverse groups.

#### Research Questions.

1. What formal strategies and recreation policies exist for addressing diversity within the Division of Recreation?
2. What informal and formal strategies does each Division of Recreation employee<sup>30</sup> perceive exists when addressing diversity within the organization?
3. What is the Division of Recreation staff's perception on the advantages, or disadvantages of diversity in recreation servicing and programming?
4. What are the perceived barriers that the Division of Recreation's staff face when addressing diversity in the workplace, and in the provision of recreation services?

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**30** The subjects used in this study will be managerial level employees within the Department of Recreation.

## CHAPTER II

### Methodology

#### Choice of Methodology

The selected methodology for assessing diversity in recreational staffing and programming is the qualitative research method. Diversity in recreational staffing and programming is a new area of investigation. Patton (1992) supports the use of qualitative research in new areas of study.

In new fields of study where little work has been done, few definitive hypotheses exist, and little is known about the nature of the phenomenon, qualitative inquiry is a reasonable beginning point for research (p. 131).

Qualitative research allows the interviewer to study specific issues in depth and detail. This method of research provides detailed information and greater understanding about a small number of people. This will provide a better understanding of the people and situations being studied (Patton, 1990). This study is primarily concerned with exploring how management deals with diversity when deciding on staffing, and what types of recreational programming should be provided; thus, qualitative research will be helpful in further understanding diversity in recreation at this point in time.

The subjects for this study were the employees of Windsor Parks and Recreation's Division of Recreation. The positions examined were managerial level jobs, including the Commissioner, Director of Recreation, Recreation Co-ordinators, and Managers of Community Centres (see Appendix A). Employees in these positions influence the type of recreation programming the Division of

Recreation provides.

The respondent group is small (19); thus, to provide anonymity to the respondents they were divided into two categories: those who do not have direct contact with participants of recreation services, and those who do. Managers of community centres, assistant managers and the Naturalist have direct contact with the participants of recreation programs.

Some of the managerial positions, such as the Manager of MacKenzie Hall, Naturalist, Special Services Co-ordinators, Seasonal Facility Co-ordinators and Aquatics positions, perform job duties specific to their own area. Thus, information collected was generalized so that the subjects could not be identified as a result of the position they hold in the Division. It should also be noted that some of the questions may not apply to some of these positions.

Prior to any data collection, permission to conduct research was needed from Windsor Parks and Recreation. Since the Division of Recreation was the organization of interest, the Director of Recreation was contacted personally, followed by a written request. The written request included the scope of the study, a working definition of diversity, research questions, staff involvement, materials needed and the usefulness of the information (see Appendix B). Permission was granted by the Director of Recreation (included in Appendix C).

A list of managerial level employees of the Division of Recreation was obtained from the Windsor Parks and Recreation Fall/Winter Activity Guide (see Appendix A). This list included the names, phone numbers, and addresses of the



employees that would be interviewed. A consent form was constructed which would inform the respondents about the range and purpose of the study (see Appendix D). An acceptable consent form clearly states the purpose, the methods, and the relationship of the researcher with the participant (Seidman, 1991).

The consent form informed the respondents that the interviews would be tape recorded. All transcripts would remain in the possession of the researcher. The researcher made it clear to the respondents that they had the right to withdraw from the study at any time during the interview process. Managerial level employees of the Division of Recreation were then sent letters to inform them about the study, and to get permission to conduct interviews (see Appendix E). The letter described the range and purpose of the study and was delivered to respondents along with interview questions<sup>31</sup> (see Appendix F).

All individuals in the study were contacted personally to set up interview times for the study. There were only four prospective participants that were not contacted personally in the initial delivery of the information. Information for these participants was left in their personal mail boxes at the Windsor Parks and Recreation's main office, at 2450 MacDougall. The participants who were not contacted initially were, however, later contacted personally to determine an appropriate interview time. This provided them with an opportunity to ask any

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31 Appendix E is the interview guide used by the researcher. The questions sent to the respondents did not include opening remarks, closing remarks or the probes for each question.

questions that they may have about the interview process.

An interview method was used for data collection. "Interviewing is most valuable when we are interested in knowing people's beliefs, attitudes, values, knowledge, or any other subjective orientations or mental content" (Gorden, 1975: p. 39). This method is appropriate because the study is identifying current recreational programming and staffing approaches in Windsor Parks and Recreation. This study was interested in identifying what employees of the Division of Recreation think about diversity, and what they perceive are the formal strategies, informal strategies, and barriers to recreational servicing.

The interview as a method of data collection has some limitations. The interview method has a generalization problem; this method generally is used when examining small populations, thus data collected may only be applicable to the sample studied. The interview is also vulnerable to interviewer bias which may take the form of verbal or non-verbal behaviour. Most limitations of the interview are due to the skills of the interviewer. An interview's effectiveness can be predicted from the interviewer's ability to know what to ask, when to ask it, how to ask it, and how to continually analyze the data (Williamson, Karp, & Dalphin, 1977).

The interview schedule for this study was formulated from the research questions. Interview questions were developed based on the literature in the areas of diversity in business, and diversity in recreation. The questions derived from the literature were used to answer the research questions.

This study used moderately scheduled interviews. In a moderately scheduled interview, questions are asked, with possible probes identified to further clarify each question. This type of interviewing allows for an interviewer to probe into answers and to adapt to different interviewees. In this type of interview it is possible to keep on track, or return to structure when desired. This style of interviewing offers structure to the interview and forces the interviewer to be well prepared prior to the interview. The moderately scheduled interview is easier to conduct and replicate than an open ended interview (Stewart & Cash, 1988). Thus, this form of interviewing provides data which is comparable for all respondents, but allows for other data to emerge that takes advantage of the unique experiences of each respondent (Williamson, Karp, & Dalphin, 1977).

An interview guide was used during the interview (see Appendix F). The interview guide is an outline of the topics and sub-topics to be covered in the interview. Probes<sup>32</sup> or different possible wordings of questions were outlined in the researcher's interview guide. There are two functions of the interview guide: to remind the interviewer of the areas to be covered in the investigation, and to be a form for reworking answers under certain topical areas (Gorden, 1975; Patton, 1990). One of the advantages of an interview guide is that it makes sure the interviewer carefully decides how best to use the limited time available in the interview (Patton, 1990). Gorden (1975) states:

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32 "Probe notes are specific points jotted down to be elaborated upon or clarified later, rather than notes taken to record detailed relevant information" (Gorden, 1975: p. 270).

The more we wish to explore for unanticipated types of responses and the less sure we are of what categories of information are relevant to the problem, the more we should use a tape recorder, which omits nothing and allows the relevance of the responses to be decided later (p. 275)

The interviews were tape recorded. The main purpose of tape recording was to substantiate the interview points. Tape recording increases the accuracy of data collection and also allows the interviewer to be more attentive to the interviewee (Patton, 1990; Stewart, 1988). All of the precautionary steps listed by Stewart (1988) to tape recording were followed in the data collection process.

The three steps identified by Stewart (1988) were:

- Avoid mechanical difficulties by knowing and testing the tape recorder thoroughly before the interview and taking extra cassettes to the interview;
- Ask permission to the use recorder prior to the interview; and,
- Offer to turn off the tape recorder when desired, by revealing how the recorder will be used.

"The use of a tape recorder does not eliminate the need for taking notes" (Patton, 1990: p. 348). Notes were taken in each interview. These notes assisted the researcher in formulating new questions, and facilitated later analysis including the location of important quotations on the tape (Patton, 1990). The notes were also used as back up in case the tape recorder malfunctioned.

The interview ended with a demographic question<sup>33</sup>; this was obtained in written form. The purpose of this question was to identify the characteristics of each person being interviewed (Patton, 1990). Prior to the completion of this

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33 The demographic question focused on obtaining background information on each respondent, in relation to the operational definition of diversity used in this study.

form, respondents were informed that the question was voluntary.

Each interview was transcribed by the interviewer. The interviewer transcribed the information because the person who did the interviewing is less likely to make errors in transcription. The interviewer is more familiar with the contents of the interview, and therefore more likely to be able to clarify any audio problems in the tape from memory. "Often, there is a certain gestalt in the total interview which is lost in the transcription, thus possibly making the original interviewer's judgement more accurate" (Gorden, 1975: p. 277).

All the information in the interview was transcribed<sup>34</sup>. However, researchers must be aware that transcripts are only a partial representation of speech. Transcripts do not include all features of speech; for example, rapid changes in the pitch, stress, volume and rate of response. Despite its problems, systematic transcription procedures are necessary for valid analysis and interpretation of interview data (Mishler, 1986). An accurate analysis of the data is dependent upon the accuracy of the transcripts.

It seems clear, however, that the value of succeeding stages of a study - coding, analysis, and interpretation - depends on the adequacy of the description of the phenomenon of interest, and in interview research this means a carefully prepared transcript (Mishler, 1986: p. 50).

This research was concerned with understanding themes from the context of the interview; thus, it was necessary to transcribe the whole interview (Gorden,

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34 The validity of the research could be increased by having the respondents reread their transcripts to determine if the researcher was accurately representing their works and experiences.

1975). Any areas of uncertainty or ambiguity found in the transcripts were clarified by calling the respondent.

Once the interview guide was developed, pilot testing was carried out to identify problem areas. Three pilot tests were conducted, during which other Windsor-Essex County public recreation providers were interviewed. The pilot tests pointed out information that was not clear, or that did not elicit the information that the questions were intended to obtain. After the pilot tests, changes were made to the interview guide. The pilot test interviews were not transcribed.

Sometimes the processes of gathering and analyzing data overlap. A researcher should thus try to avoid imposing meaning for one respondent's interview onto the next. In keeping with this concern, all the interviews were completed before they were transcribed and studied. This was done to minimize imposing personal bias on the information gathered from other participants (Seidman, 1991).

Inductive analysis was used to analyze the data. In this approach, "the researcher must come to the transcripts with an open attitude, seeking what emerges as important and of interest from the text" (Seidman, 1991: p. 89). Inductive analysis is a method in which patterns, themes and categories of analysis emerge out of the data (Patton, 1990). This is a dynamic process where the researcher constantly moves "back and forth between the data and concepts, and between individual ideas and research explanations in order to fully describe and

explain what is being researched" (Kirby & McKenna, 1989: p. 124). One problem that occurs when finding patterns is the problem of convergence, or figuring out what things fit together (Patton, 1990). Thus, the researcher looked for recurring regularities in the data. Regularities represent patterns that can be sorted into categories<sup>35</sup>.

It was necessary to organize the data in a manageable way. Initially, each research participant in the study was given a numeric code which is only known to the researcher. All interviews were transcribed using this code instead of using the actual names of the respondents. The tapes were also filed and classified in accordance with the numeric coding scheme. Completed transcripts were divided into the two research groups: administrators and managers.

The transcripts were read, and information relevant to the interview questions was underlined. The underlined information has been referred to as a bibbit<sup>36</sup> by Kirby and McKenna (1989). A bibbit of information should make sense on its own, yet can be identified so it can later be located in the interview.

The interview questions were numbered and probes were indicated as sub-questions in the margin of each transcript. The researcher's judgement was used

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35 "Categories are groups of bibbits which have common properties and sum to "go together". These cannot be described until the category contains enough information" (Kirby & McKenna, 1989: p. 137).

36 A bibbit is "a passage from a transcript, a piece of information from field notes, a section of a document or snippet of conversation recorded on a scrap of paper that can stand on its own but, when necessary, can be relocated in its original context" (Kirby & McKenna, 1989: p. 135).

to determine which information was relevant to the questions.

That judgement depends of the researchers' experience, both in the past in general and in working with the internalizing of the interviewing material; it may be the most important ingredient the researcher brings to the study (Seidman, 1991: p. 90).

"The goal of the researcher in marking what is of interest in the interview transcripts is to reduce and then shape the material into a form in which it can be shared or displayed" (Seidman, 1991: p. 91). Thus, all the bibbits in the transcripts were condensed for both interview groups. The bibbits were categorized according to the interview questions, as well as, the section of the interview guide (general questions, recreation staffing, or recreation programming). Listed underneath each interview question were the bibbits from each respondent. Once this had been completed, the bibbits for each question were grouped into categories. Categories are used to bring bits of data into physical relationships (Kirby & McKenna, 1989). The categories used in the research were judged on the basis of internal homogeneity and external heterogeneity<sup>37</sup>.

The next step was to search for patterns and connections between the responses for each question, and for connections between the various categories that might be called themes (Seidman, 1991). Patterns were identified by the "[p]rocess of extension (building on items of information already known), bridging

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37 Patton (1990) explains 'internal homogeneity' as the extent to which the data that belong in a certain category hold together in a meaningful way. 'External heterogeneity' is described as the extent to which differences among categories are bold and clear enough to distinguish them from each other.



(making connections among different items), and surfacing (proposing new information that ought to fit and then verifying its existence)" (Patton, 1990: p. 404).

Finally, the documentation collected was analyzed in light of the research questions developed. These questions included - personal perceptions about the value of diversity in recreation, along with the formal strategies, informal strategies and the barriers perceived in recreation programming and staffing. The review of literature was then compared to the themes revealed by the respondents in the interviews.

In summary, this research employed moderately scheduled interviewing as a qualitative research method to gather data. Inductive analysis techniques were used to link the research questions developed to the data collected. This process allowed the researcher to understand how administrators and managers within the Division of Recreation perceived diversity in terms of recreation staffing and recreation programming.

### Parameters

#### Delimitations

1. Windsor Parks and Recreation was chosen as the sample population because of the researcher's accessibility to this information. The Division of Recreation is also one of the primary deliverers of public recreational servicing in Windsor.

2. Windsor Parks and Recreation's Division of Recreation is only one supplier of municipal recreation services in Windsor. This study did not take into account recreational services that other organizations in the Windsor area supply.

3. This study only involved the Division of Recreation managerial level employees. These individuals are responsible for developing and implementing recreational services for Windsor Parks and Recreation. Managerial level employees were chosen because of their role in providing recreation services to the community. Other recreational employees (eg. secretaries) and participants were not included in order to keep the size of the study manageable.

#### Limitations

1. The results of the study can only be generalized to the population which was analyzed. The sample was small; it consisted of 19 employees of the Division of Recreation. This is not a random sample of a clear definable population; thus, the inability to generalize results is acknowledged by the researcher (Williamson, Karp, & Dalphin, 1977).

The results of the research cannot be generalized to other Ontario municipal suppliers of recreational servicing because of structural variations in community recreational programming. Each community in Ontario is responsible for administering their own recreation needs. Most organizations responsible for municipal recreation servicing have developed their own specific strategies to implement recreational opportunities in the community. Also, not every community in Ontario has a Parks and Recreation organization responsible for

recreational programming; other municipal agencies may instead be responsible for providing recreational opportunities.

Even though the ability to generalize data is questioned and structural variations exist in community recreational programming, trends can still be identified concerning how diversity affects recreational staffing and programming. The demographics of Ontario, and thus communities in Ontario, are changing. Therefore, one can assume that the concept of diversity can be applied to all communities, but that variations will exist. This research thus identifies some common trends which can be applied to other communities in Ontario.

2. The concept of diversity has not been researched very extensively in recreation. Therefore, the adaptation of business principles to recreation is necessary in light of limited recreation literature on the issue. However, specific business principles may not be relevant in some situations.

3. The present literature concentrates on the effects of diversity on American organizations. Little research has been done on how diversity affects Canadian organizations. Therefore, it is unknown if similarities exist between the two countries, concerning the acceptance of, and the need for diversity in organizations.

#### Assumptions

1. Legislation, policies, programs and the infrastructure of organizations should support and promote the equality of all individuals regardless of differences.

2. The Canadian workforce and consumers are changing and managers must therefore adapt to a changing environment.
3. The workforce, as well as the participants served by an organization, should reflect the demographics of the population within which the organization exists.
4. Acceptance of the value of diversity practices increases organizational effectiveness, as well as the number of consumers who support an organization.
5. A qualitative approach is the appropriate method for an exploratory study to determine if diversity is valued in recreation.
6. The principles of diversity in the business discipline are applicable to recreation.
7. Understanding people's perceptions towards the issue of diversity is useful in understanding diversity, since people's perceptions about the differences that may exist between individuals, has been a source of concern within the study of diversity.

## CHAPTER III

### Data Summary and Discussion

#### Introduction

The interviews took place during the months of June, July and August, 1994. All 19 Division of Recreation's managerial level employees were interviewed. The interviews were conducted at various Division of Recreation facilities in Windsor. The following discussion is structured in accordance the three sections outlined in the interview guide. The first section, titled 'background questions', explored individual perceptions within the Division of Recreation towards the principle of diversity in general. The second section, titled 'recreation staffing', examined how diversity affects the Division of Recreation's workforce. The final section, titled 'recreation programming' examined how diversity affects the Division of Recreation's approach to programming. Each section presents an analysis of the themes that arose from the data. A summary, which generalizes the perceptions of the interviewees and links them back to the reviewed literature, completes this section.

#### Background Questions

The first question requested background information about the respondents<sup>38</sup> perceptions of what 'diversity' means. This question, although it

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38 The remarks of the individuals interviewed will be discussed according to the following three terms: managers, administrators, and respondents. The term 'managers' is used to identify those respondents employed in the Division of

did not answer any of the specific research questions, did help in understanding the respondents' personal assumptions concerning the meaning of diversity. The operational definition used in this research included the dimensions of age, sex, race, ethnicity, sexual orientation, handicap and special interest groups. Once this question was answered, the respondents were provided with the researcher's operational definition of diversity. Knowing each respondent's personal interpretations of diversity might help clarify any discrepancies in the data collected. The question asked was:

*Could you begin by telling me what diversity means to you?*<sup>39</sup>

The managers and the administrators had similar perceptions about the meaning of diversity. Generally, diversity was defined in two ways: a difference in conditions or a difference in physical characteristics. There were only a few respondents who classified diversity in both ways. The majority of respondents defined diversity as a difference in condition, such as offering different services to meet the needs of the people<sup>40</sup>. Other respondents explained diversity as a

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Recreation who have direct contact with the participants of recreation programs. The term 'administrators' is used to identify those respondents employed in the Division of Recreation who do not have direct contact with participants of recreation programs. When both groups are referred to at the same time, the term 'respondents' will be used.

39 Italics will be used to identify interview questions and/or probes.

40 Bolded text in quotations indicates direct quotes. Since anonymity was promised to the interviewees the direct quotes will not be referenced. Square brackets will be used to indicate situations where words which might identify the respondents have been omitted, or words added to assist in clarifying the comment. Bolded text without quotations indicates a generalization of many respondents' answers.

difference in physical characteristics which distinguish people from one another, such as race, gender, sex, culture, religion and ability. Only two respondents explained diversity in reference to job related skills. One of these people, for example, noted that "diversity in staffing to me means a wide variety of qualifications and experience, a variety of skills available to carry out the job".

Each respondent was then asked to provide examples of diversity. Most of the respondents' answers were similar to their definition. Some individuals listed additional physical characteristics as examples of diversity, to further clarify their view. Other respondents provided examples with reference to offering programs to meet the needs of different groups. "If you're fully diverse you would be able to offer things that were suitable, or [of] particular interest to almost any culture and age and ability level". Only one respondent made reference to staffing as a representation of different physical characteristics. Generally, most of the subjects indicated some of the dimensions of the operational definition<sup>41</sup> in their definition of diversity.

Question two of the background questions tried to identify how aware the respondents were of the Division of Recreation's Philosophy and Mission. This question detected the respondents' perception about the formal strategies which address diversity within the Division of Recreation. The question was stated as follows:

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<sup>41</sup> Dimensions used in this research include age, sex, race, ethnicity, sexual orientation, handicap and special interest groups.

*Could you please explain the philosophy of the Division of Recreation toward staffing and programming recreation?*

All respondents interviewed had similar responses. The majority of the respondents believed that the staffing Philosophy of the Division of Recreation was to hire the best qualified person for the job. Only two respondents made reference to diversity in their responses. One respondent speculated that "we don't make a specific effort to ensure diversity in our staffing". The other respondent perceived the Division of Recreation's staffing Philosophy to be "an extensive hiring program that would hopefully remove any outside bias allowing [the Department] to hire a person from any diverse population".

There were six respondents whose answers were specific to the recreational programming Philosophy. A large proportion of the respondents regarded the Division of Recreation's Philosophy for recreational programming as providing a wide variety of recreation programs to meet the needs of the citizens<sup>42</sup>.

"I would say for the programming aspect of it, it would be to provide a variety of recreation programs for all ages firstly; actually at one point it used to be first within [the] certain radius of the community centre but now it [has been] developed into being for the city of Windsor".

In addition to meeting the needs of the citizens, one respondent felt that recreation programming should also be provided at a low cost.

One respondent thought that the Philosophy changes depending on the

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42 The term 'the citizens' was used by the interviewees in two ways: the administrators were more inclined to refer to all the residents of Windsor, while the managers were more inclined to refer to the residents surrounding a specific Community Centre.



position the employee holds in the Division; that is, Commissioner, Director of Recreation, Co-ordinator of Recreation, and the Community Centre managers. Another respondent believed that the Division of Recreation had no Philosophy and developed their own personal Philosophy in regard to programming and staffing. This individual tried to "hire staff that would match equally [or] match [to] some degree the population that is using the centre" and for programming "to use the variety of diversity of cultures [in] programming in the Community Centre". There were two administrators who referred to the Mission Statement when asked this question.

The respondents were then asked what they felt the role of diversity is in the Philosophy of the Division. A large proportion of the respondents only referred to programming in their response. The few individuals who did refer to staffing perceived diversity to be part of the Philosophy in respect to having a staff diverse enough to fit the types of programs offered. The other respondents believed that staffing positions were open to anyone regardless of their physical characteristics. The majority of the respondents felt that diversity was implied in the Philosophy when the term provide recreation programs/opportunities to meet the needs of the citizens was used. One indicated that:

**"the City of Windsor is a diverse city and as a department of the city we have to meet the needs of the community and so because the community [is] diverse we also have to be diverse as well in our program offering".**

There was a variation in responses when the respondents were asked to summarize the Mission Statement of the Division of Recreation. Eight of the

responses given were similar to those given for the question on the Philosophy of the Division. Other respondents felt the Mission Statement was "to serve the public and improve their quality of life". This supports the findings in the Community Recreation Policy Statement (1987) which identified recreation as a fundamental human need essential for a person's overall quality of life. A few respondents believed that the services offered to improve the quality of life were limited by the budgetary restraints.

There were two other comments that could not be classified with the other responses. One individual believed that the Mission Statement was changing and that there was a shift from providing programs, to helping the clients provide their own programming. The second person indicated that there was no general Mission Statement. "It's different for each area because it is different staff and they're responsible for different things and they were hired to do different things and that[s] what makes the Department". Each person in the Division develops her/his own Goals and Objectives Statement which guide the yearly operations. Thus, there were more interpretations for the Mission Statement than there were for the Philosophy.

There was a general consensus towards the role of diversity in the Mission Statement. A typical reply was that the term diversity was not part of the Mission Statement, but it was implied.

**"I think [of] two key words, optimal number of programs, and needs of all the citizens of Windsor, and obviously there's a diverse population in Windsor and we're going to provide diverse programs to meet those needs".**

The Philosophy and Mission Statement were reported to be documented in several policies. The most common documents mentioned were: the Goals and Objectives Statement, Mission Statement, and Schedule C<sup>43</sup>. Others referred to policies dealing with the Purpose of the Department, reports to City Council, and the Activity Guide<sup>44</sup>. There was only one person who did not know where the information was documented.

The Philosophy and Mission Statement were thought to be located in the main Parks and Recreation office, in the managers' files, in the Commissioner's office, and in the administrators' files<sup>45</sup>. Only a few people mentioned that the document could be located at City Hall, the library in the Parks and Recreation's main office, or the orientation manual. Others proclaimed that it was a public document available to anyone. There were only a couple of people who did not know where the Philosophy and Mission Statement were located.

In summary, it was common for the respondents to state that the Division of Recreation hires the best qualified person for the job, and that diversity was not an issue when hiring staff. Most of the respondents generally agreed that the programming Philosophy of the Division was to meet the needs of the citizens;

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43 Schedule C is a budgetary document which describes individual mission statements, goals and objectives, and year end budgetary figures for each administrator and manager.

44 The Activity Guide is a published calender of events which outlines the recreational programming which the Division of Recreation offers.

45 A few of the respondents inferred that the Director of Recreation and the Recreation Co-ordinator of the Community Centres would have a copy.

that diversity was implied in this phrase. The respondents had a variety of interpretations of the Mission Statement, but generally they all agreed that diversity was implied in the statement. There was also an array of answers pertaining to policy documentation of diversity and the location of the Mission Statement and Philosophy.

The questions pertaining to the philosophy and mission were created to detect if the Division of Recreation had established its purpose, goals and recreation definition clarifying the importance of recreation in Windsor, and the presence of diversity within that role. According to Lynch and McCarney (1981) few department have developed such policies. Windsor's Division of Recreation has a Statement of Purpose and Goals specific to the Division (see Appendix G), and also operational goals specific to each administrator's and manager's job. The respondents tend to be more concerned with the daily operation of their own area. Their knowledge of the Division's documentation was limited. One administrator and a manager remarked that all respondents were given the information, but some tend not to read this information for reasons unknown to them.

Lynch & McCarney (1981) also noted that the purpose of a city should be either one of economic profit or one of meeting the needs of the local citizens. Overall, most of the respondents clearly identified that the purpose of the Division is to meet the needs of the citizens of Windsor. Even though this was stated to be the purpose of the Division, the researcher perceives that this

actually occurs within City Council's economic restrictions.

The next question was:

*Does recreation benefit from utilizing the principle of diversity?*

This question tried to identify the respondent's perceptions of the advantages or disadvantages of diversity in recreation.

All respondents interviewed agreed that recreation would benefit from using the principle of diversity. There were some similarities between the administrators' and the managers' answers. For instance, two administrators and two managers believed that diversity in recreation provides an awareness of other groups in a non-threatening environment.

**"You can usually use the vehicle of recreation to assist in teaching, helping others to accept diversity in everyday life. The more exposed to it, I think, in a recreation setting, the more accepting they are in life in general".**

Another administrator further added "exposure by the participants to the diversity represented [is] very healthy, especially amongst children". Some of the other respondents felt that diversity in recreation was positive because the recreation opportunities offered would reflect the community needs. Diversity in recreation was perceived to build stronger community support and respect.

Half of the managers listed advantages to using the principle of diversity in recreation. The advantages are as follows:

- **participation rates would increase;**
- **revenue would increase as the number of participants increased;**
- **employment would increase as the number of participants increased;**

- you would become more sensitive to different groups, such as adapting programming and facilities to different groups;
- you would learn to appreciate differences through exposure and begin to work as a team;
- there would be a variety of perspectives present from members of diverse groups that could be used to develop a broader range of opportunities for recreation programming.

A couple of managers agreed that recreation benefits from diversity, but also believed that diversity is already presently dealt with in recreation and thus, is a non-issue. Another manager, who also identified advantages of diversity in recreation, noted that there might be some people in society who are not comfortable with this issue.

Some of the comments on diversity reported above were consistent with the information found in the reviewed literature. The theme that recreation provides an awareness of other groups in a non-threatening environment supports the findings of Neider (1990), who identified recreation as a vehicle that could be used to bring different cultures together in a non-threatening situation.

Some aspects of the benefits of diversity in recreation found in the reviewed literature were identified by the managers: cost, marketing and customer service. A few of the managers believed that increased participation could help counter budget cuts as a result of increased revenues; thus, a solution to economic restraints was identified. The managers acknowledged that diversity would provide a variety of perspectives that could broaden the range of recreational opportunities available for diverse groups. This assumption is

supported by Wicks (1992), who claimed that diversity in recreation responds to social needs, and new programming provides an opportunity to get new groups involved. A wider range of perspectives from diverse group can also help organizations supply services to all groups and individuals (McCarville, & Smale, 1993).

This question was initially designed to identify if administrators and managers acknowledged diversity among the clientele, and/or if the need to address diversity was perceived to be non-existent. The data indicates that most respondents believe that increased participation rates would be a benefit arising from diversity. Thus, it is assumed by the researcher that services offered by the Division of Recreation have the potential for having a more diverse clientele base. The researcher also perceives that the managers recognize diversity, but may be limited in their ability to address it due to a lack of funding.

The two questions tried to identify the perceptions of the Division of Recreation's staff towards providing diverse recreational opportunities. These questions also may discover barriers that employees could face in the workplace, and barriers that could exist in the provision of diverse recreation services. The respondents were asked:

*Would you do anything different in recreational programming if you were in charge, in terms of diversity?*

Half of the managers would leave recreational programming the same if they were in charge, with one respondent noting "I think we have diversity going on now". There was only one manager that claimed that she/he would provide

more programming for special populations if more funding were available. Some managers did note, however, that they felt it was important make people aware or encourage diversity in recreational programming.

There were only two administrators who would not change a thing in recreation programming. One speculated that,

**"We wouldn't need to change anything unless there is a change in the community or a request on any of those things that make up the Department. The Department reflects the community needs and unless there is any unmet need there, then we should be reflecting what the community base is".**

The majority of the administrators declared that they would make changes to recreational programming if they were in charge.

There were a variety of different changes listed by the administrators. These changes included the following: **provide more diverse programming, develop partnerships with community agencies or groups, obtain more input from the community, use demographic statistics more to program, and provide tiered programming<sup>46</sup>. In addition, a rationale provided for not offering diverse recreational programming was stated as follows: "that some of the multicultural groups are happy providing their own programs for their own culture". The administrators were thus more likely to make changes in recreational programming than the managers, if they were in charge.**

In summary, the changes that the administrators were more likely to make

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**46 The term 'tiered programming' refers to offering services to special populations on a continuum from totally segregated programming to fully integrated programming.**



reflect some of the recommendations presented in the City of Windsor Culture and Recreation Master Plan, Final Report (1989). The managers, on the other hand, perceived that the present delivery system of recreation programming was sufficient. Generally, the managers believed that there were a variety of different programming possibilities available for the citizens of Windsor at present.

The fifth question asked:

*Would you do anything different in recreational staffing if you were in charge, in terms of diversity?*

A number of respondents (six) said they would keep the staffing policies presently implemented by the Division. There was one manager who provided an interesting alternative.

**"I would still hire the best person for the position but that required perhaps [the changing of] the job description or that type of documentation to include diversity issues so that they become addressed and are dealt with at the interview process level".**

A few other respondents claimed that they would hire staff to represent the community.

There were a variety of different responses indicated by the rest of the respondents. One of the administrators addressed budget constraints in her/his reply. Due to insufficient finances the Division is presently understaffed. If changes had to be made this administrator would hire more staff and "bend towards increasing diversity" among the staff.

A couple of the managers claimed that they would make people aware of diversity in recreational staffing if they were in charge. There was only one

manager that indicated that she/he would like to see structural changes in the Division; that is, separate the Community Centre manager's position in two: programmers and facility managers. It was believed that having programmers would increase diversity because their job would be to implement specific recreational programs.

In summary, there were only a few managers who stated that they would like to see the staff better represent the community. If this type of policy was employed, Hall & Rhyne's (1989) conclusion would have been addressed. In this study, the authors found that ethnocultural groups prefer to participate in recreational programs where the staff represent the clientele. Another underlying factor which was indirectly addressed was the issue of budget restraints. It was perceived by some respondents that the Division of Recreation is restricted in its hiring practices as a result of budget cuts. The difficult economic times of the 1990s have thus affected the Division of Recreation, which coincides with Harper and Balmer's (1990) prediction that the 1990s would be marked by increased restraint and competition for resources in the public sector.

Most of the responses in the previous two questions did not identify barriers that the Division of Recreation's staff face when addressing diversity in the workplace, or in the provision of recreation services. One barrier that was mentioned in recreation staffing and programming was budget constraints. The researcher thus perceives that more diverse recreational services would be offered if finances were available for such services.

The final background question allowed respondents to clarify any comments or further questions they had about the interview process. The question read as follows:

*Is there anything else you would like to add?*

Many of the respondents did not have anything else to add pertaining to the interview. There were only two respondents who provided some useful information that could help to understand the present functioning of the Division as it relates to diversity.

One administrator indicated that the Division of Recreation must be careful not to ruffle the feathers of the private sector since there are so many private recreation clubs in Windsor. Thus, the Division does not attempt to duplicate services that the private clubs offer. According to the administrator, what usually happens is that the Division of Recreation provides those services which tend to be more expensive, such as the maintenance of baseball diamonds and the purchase of land for soccer fields. This was one of the major concerns identified by Vendel, et al in the City of Windsor Culture and Recreation Master Plan, Final Report (1989). The report outlined an overview of the current situation, and identified where Windsor's recreation systems do not work together to meet the needs of the citizens of Windsor, resulting in a duplication of services.

In addition to weak or non-existent communications across the major service providers, communications between residents, activity groups and the Department of Parks and Recreation is, for the most part, inconsistent, insufficient and ineffective. This has led to fragmentation, isolation,

mistrust, and little co-ordination and collaboration (p. x).

This response has identified an increased awareness of, and an increased effort by this respondent to avoid duplication of services.

Another manager perceived that the Division of Recreation has a good lead on diversity. This person believed that the Division has not realized how much they have done in the area of diversity. This manager felt that most people just take diversity for granted. Thus, diversity is dealt with in the Division without any effort specifically being concentrated on the issue.

### Summary

The administrators and managers provided dissimilar responses to one of the background questions. The managers were more inclined to indicate that they would leave recreation programming the same. However, the administrators would change recreation programming if they were in charge. For example, they would provide more diverse recreational opportunities. It is possible that the managers perceive that they are already providing diverse recreation programs.

There were similar replies given by both administrators and managers to the remaining questions. The respondents had similar perceptions in regard to what diversity means. The majority of the respondents believed that diversity was either a difference in condition or a difference in physical characteristics.

The staffing Philosophy of the Division of Recreation was assumed to support the notion that the best person gets the job. Providing a wide variety of recreation programs to meet the needs of the City of Windsor was presumed to

be the Division of Recreation's recreation Philosophy. All the respondents generally agreed that diversity was included in the recreation philosophy when the phrase 'meet the needs' was used. In contrast to this, only a few of the respondents mentioned that diversity was present in the recreation staffing philosophy. However, it is worth noting that the Division of Recreation does not have a Philosophy statement on staffing specific to their Division.

There was little consensus among the respondents in regards to the Mission Statement. This finding was interesting, because the Division of Recreation does have a Mission Statement (Statement of Purpose) documented. However, most of the respondents believed diversity was implied in the Mission Statement. There was little consensus among the respondents as to where this information was documented or located. Thus, it seems reasonable to suggest that the Division of Recreation needs to make staff more aware of their policies guiding staffing and programming.

The majority of the respondents indicated that they believed that recreation benefited from utilizing the principle of staff diversity. However, while very few of the respondents indicated that the community is represented in their staff composition, many of the respondents would keep the staffing policies the same.

This study supported the notion that recreation provides an awareness of diversity to groups in a non-threatening environment. Some of the benefits of diversity in recreation found in the reviewed literature were identified by the

managers: cost, marketing and customer service.

The study conducted by Lynch and McCarney (1981) indicated that most municipalities do not clarify the importance of recreation in the community; and that few recreation departments had developed a Purpose, or Goals and Objectives statements. This study indicates that the City of Windsor does have a Statement of Purpose and Goals and Objectives Statement which guides recreation servicing. However, the researcher feels that the respondents need to become more aware of the content of these documents.

This study did not identify barriers faced among the staff when addressing diversity in the workplace, such as the communication barriers that can exist among diverse staff members. In addition, only one of the administrators indicated that they try to avoid the duplication of recreation services in Windsor. Duplication of services has, however, been mentioned in the City of Windsor Culture and Recreation Master Plan Final Report (1989) as an area of weakness in the City of Windsor.

### **Recreation Staffing**

The recreation staffing section examines perceptions about how diversity affects the Division of Recreation's workforce. To understand the effects of diversity on the workforce it was helpful to examine the composition of the staff in relation to the perceived composition of the staff. A demographic question was used to detail the characteristics of the people being interviewed. The initial

interview question was then used to determine the respondent's perceptions about the diversity of the Division of Recreation's staff.

A demographic question was given to all interviewees at the end of the interview. The completion of the demographic question was completely voluntary. The respondent group was comprised of 20 subjects and the response rate to the demographic question was 100%. The results of the demographic question were not divided into the two categories, administrators and managers, in order to ensure anonymity. A general demographic summary of the subjects in this study is provided below.

The respondent group was comprised of 12 females and eight males. The interviewees were asked about the composition of their ethnic background. The majority of the respondents come from a European background. Some of the respondents indicated single ethnic backgrounds while others listed more than one. The ethnic background of the respondents who indicated single ethnic backgrounds consisted of people with the following ethnicity: British (5), Canadian (4), Polish (1), Scottish (1), Ukrainian (1). The ethnic background identified for those individuals who listed more than one country was: British/Canadian (1), British/French (1), French/Irish (1), Irish/Canadian (1), Irish/Scottish (1), Scottish/Canadian (1), and German/American (1). Only one respondent indicated three ethnic groups: British/Irish/Scottish.

Only one individual could speak both official languages. The remainder (19) of the respondents could speak only English fluently. A limited number of

the individuals were fluent in a second language. Three respondents had knowledge of a second language: Ukrainian (1), Sign Language (1) and Italian (1).

Only a few subjects (6) indicated that they had a disability. Two disability categories were indicated: hearing (2) and vision (4).

All respondents had post-secondary school education. Five respondents indicated that the highest level of education they obtained was College. The remainder of the respondents (15) acquired a University education; of those individuals that attended University, 10 obtained their Undergraduate degree and five received their Masters degree.

The respondent group ranged in age from 26 to 55. The majority (11) of the Division of Recreation's employees interviewed fell in the 36-45 age range. The age range for the rest of the respondents were 26-35 (5) and 46-55 (4).

In summary, the respondent group could be characterized as being slightly more female than male, English speaking, European, able bodied, mostly University educated, and between the ages of 36 and 45.

The initial recreation staffing question attempted to determine perceptions about the diversity of the Division of Recreation's staff. The initial question was:

*Is the Division of Recreation's staff diverse?*

A number of the respondents presumed that the Division of Recreation's staff was diverse. Of those respondents which answered yes, three of them (all administrators) referred to diversity as the job skills a person possesses. The rest



of the replies were clumped into two categories: respondents who believed the staff was somewhat diverse<sup>47</sup> and others who believed there was no diversity among the staff.

The next probe:

*what is the composition of the staff in relation to the groups identified in the definition of diversity?*

attempted to more specifically detect the composition of the staff in relation to the dimensions used in the operational definition. Replies will be discussed by dimension. A general trend that evolved out of the data, however, indicated that the majority of the respondents described staff diversity in terms of their own area of work. For example, the managers would describe the staff within their own community centre and the administrators would usually describe the composition of themselves. Some administrators also described staff diversity in terms of the area in which they worked, i.e. Mackenzie Hall, Aquatics, special services, or the naturalist area.

The first dimension listed was age. There was little consensus among the respondents in regards to this dimension. The respondents perceived the age range of the staff to be anywhere from the ages of 16 to 65. Despite the lack of consistency among the responses, a few of the respondents indicated that the majority of the staff (most of the part-time employees) were between the ages of

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47 These respondents perceived the staff was somewhat diverse because there were some dimensions of the operational definition which had a wide range of representation among the staff, such as the diverse age and sex of the staff.

17 and 25. There was also some indication that the full-time staff was middle-aged (35-45).

Many of the respondents felt that the majority of the staff was composed of females. A greater number of females run the community centres, while the senior administrators tend to be composed of males. There were others who believed an equal representation of women and men exist in the Division.

Several respondents reported the composition of race as mostly Caucasian. Others claimed that an equal representation of different races does not exist unless the part-time employees were considered. The location of the facility within the city was a factor that determined if race diversity existed among the staff. One manager thought that the diversity among the staff would increase if more residents applied for positions.

There were mixed reports, as well, for the dimension of ethnicity. Some of the respondents did not distinguish a difference between ethnicity and race, and listed the same information. It was also suggested that ethnicity among the staff was dependent on the type of program offered and the geographic location of the position within the city. This was especially true for community centres. A few respondents indicated that the staff was second or third generation Canadian. Included in the ethnic backgrounds listed were White Anglo Saxon, American, East Indian, Mulatto, European, French, Chinese, Philippine, Ukrainian and Lebanese.

Many of the respondents were taken by surprise and hesitated before

responding to the composition of the staff in regard to its sexual orientation. The common responses were I don't know or care to know or its none of my business. For a few others, the sexual orientation of the staff was identified as being standard or heterosexual. There were some that were unsure as to what the sexual orientation of the staff was, but they knew that homosexuals were represented within the Division. One of the respondents believed that someone's sexuality was not allowed to be obvious. A couple of people stated they did not have a problem with someone's sexual orientation unless it became a problem. "I don't know about [it] and I don't care to know about it unless it became a problem in dealing with young children or something like that".

When asked about the composition of the staff in respect to the handicap dimension, most respondents viewed the personnel as able-bodied. A few respondents remarked that there were no visible handicaps, such as physical handicaps, present among the staff but there may be some individuals whose vision is impaired. Those who did indicate handicapped staff generally referred to the special services area, noting that in the past, some of the staff hired in the special services area have been handicapped.

The final dimension used in the study was special interest groups. Almost all respondents reported no special interest groups. However, the special interest groups that were mentioned are baby boomers and groups of staff who form a committee to organize special events.

Once the respondents had been asked the composition of the staff in

relation to the dimensions identified in the operational definition of diversity, they were asked:

*Is the composition of the staff similar to that of the clientele?*

The answers from the group interviewed could be classified into three categories: **similar, not similar or somewhat similar.**

Some of the managers provided answers specific to their facilities. In these cases, geographic location of the facility was a determinant in whether or not there was a similarity between the staff and the clientele. It seems that managers in diverse neighbourhoods seek to have their staff represent the clientele. Most of these managers indicated that the staff was **somewhat similar** because they were concerned with trying to increase the race and ethnic diversity of their staff. Another manager believed that the staff were **somewhat similar** because "we're not probably where we should be but then who's to say where we should be, we're meeting the needs and our doors are always open". Those that said **not similar** explained that the Division hires the best person for the job regardless of their background.

The final probe tried to identify if the Division of Recreation had a formal staffing policy in relation to diversity. The question was phrased as follows:

*How formal a strategy has been followed to increase diversity?*

The administrators were more likely to claim that there was a formal strategy followed to increase diversity among the staff. Overall, the respondents inferred either that a formal staffing policy for diversity existed, or **did not exist.**

The common response for respondents that believed that a staff diversity policy did not exist, was that the Division tries to meet the needs of the clients and hires on that basis. In other words, the best person gets the job. Some of the managers indicated that diversity has been discussed at previous staff meetings. One person commented that most people are aware of diversity and are very progressive on this matter. The administrators who said that there existed a formal staff diversity policy referred to the guidelines established by the Human Resource Department in response to provincial legislation. The following response demonstrates the role of the Human Resource Department in developing a formal policy toward diversity: "Human Resource distribute[s] questionnaires where they ask us what the background is of our staff. Follow Employment Equity so if you keep thinking of equity that's going to get your diversity as well".

Most of the people who stated that there was not a formal policy to increase staff diversity argued against the policy of quota hiring. Generally, the hiring has been based on "interviewing and choosing the best person who suits the position as opposed to saying we hire so many people [from] many backgrounds". Another interesting perspective was the following:

"I feel there is a lack of discrimination as opposed to making sure we have 10% of French people in the city of Windsor so then we have to have 10% of [the] people we hire in the same group. To me that's kind of, we are discriminat[ing] so then you go out and through the applicants you say well we need another French person so then they are going to hire this person because they're French. To me I see it you receive all the applications and it should be based on staffing the best person for the job...I personally see the issue as opposite, as a lack of discrimination as

**opposed to a formal policy to make sure everything is right. I think that actually instead as well as the hiring process maybe [we] should go back to opportunity in education and training and that's where it should start, making sure that there is a variety of diversity of opportunities at that level so that they're automatic in the hiring process".**

**In summary, most of the respondents perceived the staff initially to be diverse, but once they were asked specifically to identify the staff in relation to the dimensions of diversity their perceptions changed. It may be possible that the respondents focused on the age and sex diversity of the staff initially, and overlooked the composition of the staff in relation to race, ethnicity, sexual orientation, handicap and special interest groups. Most of the responses were distinct to the respondent's area of work. This may explain why respondents had varying answers concerning the similarity of the staff to the clientele; that is, the location of the community centre or the specific area that the administrators are responsible for may be a determining factor in their answer. It was the administrators who perceived that there was a formal policy guiding diversity in staffing, whereas the managers were more inclined to disagree with them.**

**Legislation in Ontario acknowledges that every person has a right to freedom from discrimination in employment. Organizations within Ontario are required to abide by provincial legislation in their daily operations. Thus, the next question was developed to examine how aware the Division of Recreation's staff is of legislation that governs their daily operations. The respondents were asked:**

***Does your organization adhere to any legislation that addresses staff diversity?***

There were some respondents who did not know what type of legislation the Division of Recreation adheres to that addresses diversity. Others were unsure of specific legislation, but knew the Division followed all provincial legislation. It was indicated that the Human Resource Department would have to be contacted to determine if any legislation existed.

Probes were used to identify specific types of legislation that the Division of Recreation may follow in order to address staff diversity. The initial probe asked:

*Are there municipal bylaws that address diversity?*

All of the managers were not aware of any municipal bylaws. They claimed that they did not deal with these policies and adherence to bylaws would be the job of the Personnel Department.

A few of the administrators discussed some of Windsor's municipal policies. For example, job preference is given to Windsor citizens unless a qualified person is not available within Windsor. Thus, some of the policies listed did not necessarily relate to the issue of diversity. Two of the administrators assumed that some of the municipal bylaws referred to the hiring policies of the organization. One administrator claimed that some municipal hiring policies take into account the dimensions identified in the operational definition. Another administrator explained that "if there [are] candidates that are relatively equal then we will certainly look at advancing the minority candidate providing they are relatively equal". Along with advancing minority candidates, this individual also

indicated that in the past provincial employment grant programs have been directed specifically towards certain races, and the Division was informally directed to hire individuals from only those races mentioned.

The succeeding probe asked respondents:

*Is there provincial legislation followed that addresses diversity?*

The majority of the managers indicated that they did not know of any or could not name specific provincial legislation which addresses diversity. The most common responses listed by the respondents were: **Human Rights Code, Employment Equity and the Division of Recreation's position as an Equal Opportunity Employer.** Some also noted that the related provincial information is not memorized and if any clarification is needed the Human Resource Department is contacted.

The respondents were then asked to identify organizational policies.

*Is there any organizational policies dealing with diversity?*

Most of the respondents did not know of any organizational policies dealing with diversity. There were others who indicated that all policies distributed from the Human Resource Department are followed, but mentioned no policies that specifically dealt with diversity. One of the administrators indicated that there were no organizational policies specific to the Division of Recreation; Windsor Parks and Recreation is a corporation and all policies affect the whole corporation equally.

The final probe relating to legislation dealing with diversity adhered to by



the organization was:

*Where is this information on staffing located within the organization?*

There were mixed reports concerning the location of this information. The Human Resource Department was identified as the prime location for legislation information. Most of the respondents just listed possible locations, such as the main office, Commissioner's secretary, senior administration, each employee, orientation package and the operations manual. An interesting response to this question was as follows,

**"we're supposed to have a copy of their operation manual, every Department in the city is supposed to have a copy of their Department's operational guidelines. New employees are supposed to be educated on that stuff but I know I wasn't".**

In summary, the Division of Recreation's employees rely on the Human Resource Department to inform them of legislative guidelines. Very few of the respondents have any knowledge of specific legislation that addresses staff diversity. The respondents were asked to provide examples of municipal bylaws, provincial legislation and organizational policies. The actual legislation that the Division of Recreation complies with which addresses diversity was then obtained from the City of Windsor's Human Resource Department, and compared to the respondent's answers.

The Division of Recreation adheres to the following policies which address staff diversity: Ontario Human Rights Code, Pay Equity, Employment Equity Policy Statement (see Appendix H), and a Workplace Harassment Statement (see Appendix I). Some of the respondents did identify that the Division of

Recreation adheres to the Human Rights Code, and Employment Equity. There were no municipal bylaws or organizational policies that address staff diversity. Generally, the respondents were not very knowledgeable about legislation that addresses staff diversity, and admitted they were dependent on the Human Resource Department to supply this information.

The next question was directed at determining if the Division of Recreation promotes diversity within their organizational functioning. The question was phrased as follows:

*Once diverse groups are represented in the workforce, what additional support is given to diverse staff members to increase their skills?*

The principle of diversity refers to valuing differences among employees in order to improve the quality of the work environment. "Valuing differences is learning to prize the skill, knowledge, and contribution of someone who is different" (O'Neale, 1993: p. 1).

Almost every initial response confirmed that the Division of Recreation does not provide additional support to increase diverse staff member's skills. It was perceived that all the staff members were treated the same. "I don't know of any [support] that deal[s] with diversity, people who need help in general with improvement of skills are given assistance". Generally, all perspective employees are hired on the basis that they already possess the skills necessary to perform the job. "They meet the job challenge on their own, they were hired for having the qualifications, they automatically meet the criteria".

The following probes identified what types of additional support was given

to staff members to increase their skills. The replies given by the respondents were similar. The initial probe asked the respondents what type of *education assistance* the Division of Recreation provides staff. Some of the respondents mentioned that the Division had an Education policy; "for formal education if the course is directly related to the person's current position they can get subsidy for them, up to 100% and if the budget permits, conferences and workshops throughout the year". According to one respondent, a certain percentage of the budget, city wide, has to go towards education. This has been part of the government guidelines established as part of the enforcement of the social contract.

All respondents were asked if the Division of Recreation provides *training opportunities* to staff members. The majority of the respondents felt that training was provided to all staff members. A couple of respondents mentioned that the training is geared specifically to the needs of the individual staff member. New staff members receive a training manual and the Human Resource Department does a lot of one and two day workshops, on various issues such as Multiculturalism and sensitivity training.

The respondents were then asked to comment on whether or not they felt the Divisions of Recreation provides *accessibility to buildings*. There were two predominant responses to this questions: the Division of Recreation was fully accessible, or accessibility was an ongoing process. More people felt that the Division of Recreation was fully accessible. This belief is further supported by

the following quote:

**"I think that is one place that the Department has been very proactive in. There [has] always been ongoing accessibility improvements. I would guess that most facilities are accessible to a good degree".**

The concluding probe tried to identify if the Division of Recreation provides *language training* to diverse staff members. All of the administrators were not aware if language training for staff was provided. A couple of respondents mentioned that the Human Resource Department does compile a list of employees who speak different languages. This list is distributed to all Division staff within the City of Windsor. Staff members can call employees on the list if they need help communicating with other staff or their clientele.

Most of managers indicated that no language training was provided by the Division of Recreation. There was a questioning of the need for such support among the staff, as exemplified in the following comment:

**"I can't say for sure that's available quite frankly. I don't know again if there's a need for that or that anybody has been ever hired that has [difficulty] speak[ing] that anybody would have to say go [to] language school. I've never ran into that kind of problem myself".**

There were a few managers who had varying perspectives about the provision of language training. One manager thought that language training would be provided as part of the individual training package if it was needed. There was only one person among those interviewed who perceived there was a need for language training.

**"It's interesting that you say that because we're running into this problem. I think you are going to see a lot more of that coming [when] we reflect the community. You are going to see an awful lot more of it which will be**

reflective [of] the type of programming. There is a need that will be brought in more and more because it only helps everybody involved".

However, it seems that this perspective is dependent upon the location of a community centre within the City of Windsor.

The respondents were given an opportunity to identify any *other support* that the Division of Recreation would provide to diverse staff members to increase their skills. Almost all of the respondents did not provide any further comments. The only response came from one administrator, who explained that the Division of Recreation has installed a Telecommunication device for the deaf (TDD).

In summary, the Division of Recreation does not seem to provide any additional support to diverse staff members; all staff members are treated the same. Education, training, and accessibility are provided to all employees. Most of the respondents were not aware of any language training provided to staff members, although one individual indicated that it may be needed in the future to meet the needs of a changing community. Generally, staff members are hired on the basis that they already have acquired the necessary skills to perform the job.

To manage diversity an organization must look at its business procedures and determine if they are inclusive for all differences (O'Neale, 1993). It was indicated that the Division of Recreation provides both individual and integrated skill-building techniques. This largely supports the perceptions of Mandell and Kohler-Gray (1990) who believe all regular skill development techniques should be provided in an integrated setting. However, there was not enough information

provided to determine if a conscious effort was made by the Division of Recreation to provide skill development in an integrated setting. Also, it was not possible to determine whether or not the Division of Recreation had analyzed the organization's existing training approach to determine if it is free from biases, such as cultural dominance.

Most organizations do not realize that the diversity of employees is associated with internal and external costs. To determine if economic conditions affect employee's perceptions about the degree to which diversity was attainable, the respondents were asked:

*Do economic conditions affect or will they affect diversity in staffing?*

This question was designed to identify if the Division of Recreation's staff face any financial barriers in addressing diversity in the workplace. The staff's perceptions about current economic conditions could also be revealed through this question. Most of the respondents did not specifically relate economic conditions to a diverse staff, but rather to staff in general.

The majority of managers were inclined to say that economic conditions do not affect diversity in staffing. The main justification for this belief was that qualifications are the primary objective used when hiring staff. If staff needed to be hired they would be hired regardless of the economic conditions.

Variations existed among the responses that believed economic conditions affect staff diversity. Economic conditions affect staff diversity because: organizations are downsizing and working with a smaller work force; there is a

hiring freeze so the status quo within the organization is kept; and/or registration numbers determine if a staff person is needed to instruct a course. Generally, it was felt that economic conditions affect the number of staff hired.

Most of the administrators indicated that economic conditions did not affect diversity in staffing. Some of them used the same justification as the managers did, qualifications. The following excerpt summarized the perceptions of these administrators:

**"It's the law, they would get a law suit if anything happened and under the equity guidelines and legislation it shouldn't reflect on anything be [it] economic conditions because if you have the availability and your mandate [is] to hire then it doesn't matter who it is. Access means you can apply...you're hiring for the best candidate and it doesn't matter who that candidate is, they get considered".**

Only one administrator believed that economic conditions affect or will affect diversity in staffing. This candidate responded to the question in general terms, noting that if economic conditions are good then there are plenty of jobs available for everyone and the opportunity for members from diverse groups to get hired is increased. When times are difficult, the competition for jobs is greater for everybody, although the organization is still looking for the best candidate.

A large portion of program staffing is based on the cost recovery of the program. That is, programs offered must be able to cover the cost of the instructor through registration fees; if not, the course is cancelled and nobody will be hired to teach the course.

The National Recreation Statement (1987) identified one of the roles of the government as being a provider of resources to municipal governments, in

order for the municipalities to be the primary agents for supplying public recreation services. To identify what assistance Windsor's Division of Recreation receives from the government the respondents were asked:

*Will it (economic conditions) affect the amount of government funding or financial assistance available?*

The majority of the respondents believed that economic conditions would in fact affect the amount of government funding or financial assistance available for diverse staffing.

Some of these respondents indicated that the amount of government assistance was dependent on the type of aid program the government offered. For example, in poor economic times the government is more likely to increase unemployment grants but grants for facility improvement are limited. The amount of staff hired, especially summer staff, would be greatly affected if employment grants were not available. Thus, this would also affect the number of services offered. It was noted that the provincial government is currently operating at a 5.5% cut from last years budget. Thus, the City of Windsor has adjusted to provincial government budget cuts by operating 1% below the inflation rate; this has been termed the fiscal fitness policy.

Only a few of the respondents indicated that they did not believe that the economic conditions would affect the amount of government funding available. Some of these respondents claimed they did not receive government assistance. One claimed that there is more pressure for programs to have full cost recovery; that is, the programs must support themselves. Core areas in the city of Windsor



were less likely, however, to be pressured into recovering the cost of their programming.

All of the respondents agreed that economic conditions affected the amount of staff hired. The question was phrased as follows:

*Will it (economic conditions) affect the number of employees hired?*

Presently, there is a hiring freeze in effect. A hiring freeze committee has been established to make sure funds exist for hiring new staff. Some positions have been eliminated due to downsizing trends. For example, the Arts and Cultural Officer's position remains vacant. Downsizing has also increased the duties of the staff while their wages have been frozen. In addition, the Division of Recreation depends on grants to fund their summer programs. If the funds are not there, no summer students are hired and the onus is placed on programming fees to cover the cost of the instructor.

The subsequent probe was:

*Will it (economic conditions) affect the types of service offered?*

There were only a few respondents who assumed that economic conditions would not affect the types of services offered by the Division of Recreation. One respondent explained that "our mandate from City Council is to offer the same level of service with your staff". Thus, the Division has tried to be creative and accommodate economic conditions by "becoming resourceful and looking towards grants, partnerships, private fundraising and different ways of doing things". People in the Division are stretched beyond what they have been doing, and thus,

to date, programming has not been affected by current economic conditions.

A large portion of the respondents believed that services would be affected by economic conditions. A wide range of justifications were given to support this belief. Programs offered by the Division of Recreation must be based on a Cost Recovery policy; that is, the program must support itself. The problem encountered with cost recovery based programs was that they tend to be geared towards larger groups and the interests of smaller groups are thus less likely to be served. "If funding is reduced then you're going to look where you're going to reduce services; thus, the programs you offer suit the needs of the majority". The ability to offer new and innovative programming is also limited because there are no funds to run the programs.

**"The types of programming [that] you can try are definitely limited because the funding is not there. Now, I suppose, on the other hand, that's when those types of people, that's when those types of programs are needed most".**

Most of the respondents did not address the effect of economic conditions on the diversity of the staff, but rather how these conditions would affect all staff more generally. Overall, the respondents perceived that economic conditions would affect government funding, the number of employees hired and the types of services offered by the Division of Recreation. Economic conditions have a large impact on the hiring of staff. Resultant hiring freezes and reliance on cost recovery programming have limited the number of staff hired and the types of services offered.

In summary, the respondents did not mention any of the internal costs

associated with diversity, such as increased turnover and absenteeism. Turnover and absenteeism have been associated with employee dissatisfaction because individual differences are not appreciated within an organization. However, the respondents did identify external economic constraints placed on the organization as a result of provincial budget cuts, which have limited the number of employees hired. In the review of literature internal costs were identified as one of the cost factors associated with the benefits of diversity in recreation. McCarville and Kennedy (1993) remarked that organizations are limiting funding, downsizing, and cutting budgets to deal with the economic pressures of the 1990s.

The reviewed literature also identified positive and negative effects of diversity on the work environment. To identify if diversity had any effect on the Division of Recreation's staff the respondents were asked:

*Does the work environment benefit from utilizing the principle of staff diversity?*

This question was geared towards detecting the perceptions of the Division of Recreation's staff towards the principle of diversity.

There was only one respondent who was not sure if diversity would make much of a difference on the work environment.

**"I think that people who are working in a certain program have/share the same interests and skills and whether they're male, female or of a different race or different ethnic background doesn't enter into it because they share one common interest or skill".**

Thus, the qualifications and abilities of an employee would be focused upon solely. There was a general consensus among the rest of the respondents that

diversity benefits the work environment.

There was a wide spectrum of benefits perceived to exist as a result of utilizing the principle of staff diversity. One respondent believed that diversity was beneficial to the work environment but it should not be forced upon someone.

**"I think it's good to have a representation of all different walks of life where possible but I don't think you go out on the street and drag them in either. I have a real difficulty with that. There again I haven't been in an environment that wasn't diverse like I think we're diverse, here within the framework".**

The other respondents provided reasons why they thought the work environment benefited from using the principle of diversity. Some of the respondents listed more than one reason; they are as follows:

- **A diverse staff would provide a wider range of problem solving approaches, staff members would have a richer base of experiences to draw from when making decisions. There would also be more ideas generated and the creativity level of problem solving would increase;**
- **A staff that accepts the principle of diversity will be more aware of different perspectives that could be used to increase program variety; staff relations would improve;**
- **It would mean that we reflect the community that we are in, and thus allow us to meet the needs of the citizens. This would result in improved public relations with clientele;**
- **Diverse staff members would help overcome language barriers because they would be able to communicate in different languages;**
- **A diverse staff would help educate people and make people aware of individual differences.**

The next probe tried to understand if the respondents thought diversity would affect the services provided to their clientele:

*What do you perceive the effect of staff diversity is on the services provided to your clientele?*

Most of the respondents believed a diverse staff would improve the quality of services offered to their clientele. Recreational services would improve because the insights of diverse staff members would help meet the programming needs of the community by helping to increase the diversity of programs. Others believed a diverse staff would improve the public relations of the organization because it is perceived to be easier to serve a variety of people when you have different kinds of people on staff. One respondent indicated that people would be more at ease with someone similar to themselves.

**"We're able to increase the services to the clientele. We're able to provide them [programs] in a more relaxed atmosphere. I believe from a cross-cultural point of view that it is much easier for a member of the public who say is Chinese to come in and if they are able to talk to somebody who's Chinese within the organization, it makes the transition flow a lot easier especially for recently arrived immigrants and Canadians".**

Despite the consensus that diversity in staffing would improve the services to their clientele, one respondent believed that there also could be associated negative effects. People don't know necessarily the biases of the population. Individuals have a comfort zone; some people are just not ready to deal with diverse groups. There was only one respondent who indicated that diversity would have no effect on the services provided to the clientele.

In response to the following probe:

*Are there cost implications associated with diversity?*

a large portion of the respondents perceived that there were some cost

implications. The following cost implications were identified as existing: **education, accommodation (ie. special equipment, accessibility), diversity training, providing materials in other languages, and hiring additional staff to assist program instructors.** More managers were inclined to indicate that there were no cost implications associated with diversity. One manager claimed that diversity was not a cost issue.

To identify if the internal work environment of the Division of Recreation benefits from utilizing the principle of staff diversity the succeeding probe was asked:

*Will diversity affect staff interactions or staff cohesiveness?*

For some, the effect of diversity on staff interactions or staff cohesiveness was dependent on the individual or community. If a new employee was hired from the community, it was speculated that no problems would exist. The rest of the answers differed according to the response group.

The administrators were divided on this issue. It was suggested that diversity can affect staff interactions because of how we were raised. "You know like different people have been taught to either appreciate or fear differences and that [is] a reality and you hear it in the jokes that are told and you hear it in the comments made and so on". Another administrator indicated that personality could cause problems among staff members. The same sex factor would also play a role in this situation; people of the same sex tend to associate with each other more. There were also a couple of indecisive replies given by the administrators.

One administrator believed that cliques and resentment could form among the staff, but on the positive side exposure to cross-cultural experiences could be beneficial. It was suggested by another administrator that the effect of diversity on the staff was dependent on the staff itself. This administrator explained that staff who are open to various ideas would be cohesive. A closed-minded staff would, however, avoid differences and possibly form cliques. The other half of the administrators did not perceive that diversity affected staff relations in the Division of Recreation; not here was the main reply given. This perspective can be summed up in the following passage:

**"In this Department whatever the form of diversity, the staff are generally happy and cohesive and work well together, this Department is very fortunate for the most part we don't have staff problems or staff conflicts or concerns, everybody works together".**

Managers were more inclined to contend that diversity would affect relations among the staff. There was only one manager who believed that diversity could have negative effects on staff relations. The explanation given was:

**"I think initially there would be if you're talking about hiring into a traditionally, not diverse employment setting. Then yes I would think that initially there would be".**

There were also some managers who agreed with the administrators; diversity would not affect staff relations. Others suggested that all people in the Division of Recreation were treated the same, but diversity might affect those individuals trying to get hired who are not a member of designated groups.

In summary, the benefits of staff diversity described by the respondents were similar to those identified in the reviewed literature. Some of the

respondents indicated that a diverse staff would provide a wide range of ideas and perspectives for use in the analysis of a problem, because minority viewpoints can stimulate non-obvious solutions to problems. This was termed 'creativity' by Cox (1993), Cox and Blake (1991) and Mighty (1991). Problem solving techniques would also improve as a result of a diverse staff. Diverse staff members would have a richer base of experiences from which to approach a problem (Cox, 1993; Cox & Blake, 1991). The respondents also indicated that the insights of diverse employees would provide an understanding of the recreational needs of the clientele they service. It was indicated by Cox (1993) and Cox and Blake (1991) that consumers prefer to work for a diverse organization and also may prefer to purchase from organizations which value diversity, especially if they are from a non-dominant group.

A couple of the respondents indicated that diversity would help overcome language barriers that may exist between the staff and clientele. Communication was listed as one of the potential problems of workforce diversity in the review of literature. This literature indicated that diversity has been associated with less effective communication among employees (Cox, 1993; Mighty, 1991). There was not enough information collected from the respondents to indicate whether or not communication among the staff was affected by diversity. However, sufficient information was given to indicate that some of the respondents believed that a diverse staff, who had knowledge of a second language, could help overcome language barriers that may exist between the staff and clientele.



Respondents believed that the public relations of the Division of Recreation would be improved if diversity existed among the staff. Cox (1993) and Foster et al (1988) speculated that an organization would have to provide a good public relations image to successfully compete in a diverse market. Respondents also indicated that a diverse staff would offer increased insights into the needs of the community and the types of services which interest the clientele. Finally, two of the respondents indicated that diversity could affect the services provided to their clientele. They indicated that people tend to be at ease with people who are similar to themselves.

The cost implications associated with diversity discussed in the reviewed literature addressed the replacement cost of employees, such as those associated with staff turnover and absenteeism. The respondents who believed that there were cost implications associated with diversity were, however, more inclined to indicate costs associated with accommodating, not losing diverse group members. In addition, there were a few respondents who did not think that there were cost implications associated with diversity.

The respondents interviewed also indicated that staff cohesiveness is affected, because people tend to be attracted to people similar to themselves. One respondent believed that staff interactions or cohesiveness was affected initially if new employees were hired into a 'traditional setting'. This could possibly mean one of two things: that all people are viewed the same and the majority culture of the organization is seen as the standard to which new

employees must adapt (Copeland, 1988), or that the organization has already learned to accommodate differences in style and perception. This latter claim could also be made for those people who did not believe that diversity affects staff interactions and staff cohesiveness. These respondents believed that people in the organizations were already treated the same.

Group cohesion was one of the potential problems with workforce diversity identified by Cox (1993). "People tend to cluster with people like themselves, those with whom they feel comfortable and who confirm old stereotypes" (Copeland, 1988: p. 56). It is more difficult, however, to manage a diverse group of people who have different wants and notions about how work should be done (Copeland, 1988).

To identify the degree to which subordinate or alternative perspectives were valued the respondents were asked:

*Could you explain the Division of Recreation's decision making procedures?*

This question tried to identify the informal strategies the Division of Recreation's employees perceived existed when addressing diversity within the organization.

The responses given were similar for both managers and administrators.

Many of the respondents believed that the Division of Recreation values a bottom up<sup>48</sup> approach to decision making. However, a couple of other

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48 'Bottom up' is used to refer to the following order for decision making: Community Centre Managers, Co-ordinator position, Director of Recreation, Commissioner, City Administrator and then City Council if necessary. The level at which a resolution is made is dependent upon the type of decision, i.e. policy making is done by upper level administrators because it affects more than one Division.

respondents believed a reverse approach was taken; that is, top down decision making. Their feelings are demonstrated best in the next interview passage:

**"Shit rolls down hill and you bump everything up. We're not allowed to make decisions; we recommend. We can't sign letters we author letters in the third person singular. We're not allowed to sign anything, everything is rolled up".**

One respondent believed that the Division of Recreation employed both a top down and a bottom up approach to decision making. As well, there were some respondents that believed a democratic system existed in the Division. Additional comments made by these respondents were: **decision making was economically based and the democratic system was sometimes disrupted by the top down approach. When the latter occurs, senior administrators often do not take into account the workload people are already carrying.**

The respondents were asked to comment on whether the Division of Recreation valued individual input.

*How is the rest of the staff involved in the decision making process?*

A couple of managers did not believe that individual input was valued within the Division of Recreation. One manager indicated that group conflict was resolved through a democratic vote as opposed to consensus type decisions, in other words, **the majority rules.** The other manager claimed that some of the staff have a tendency to meet before meetings to discuss the agenda. It was speculated that the outcome of meetings had already, therefore, been previously determined.

The common response to this question was that **individual input was valued.** Some believed that the Director of Recreation made an effort to involve

all staff members in decision making; "they are asked for solutions because they are the people that are directly involved and they know the situation and they have a good sense of what works". Staff members are always encouraged to make suggestions at staff meetings. Generally, the decision making process was perceived to be consultative and inclusive at the lower levels but input from the staff was not sought on policy development issues.

The respondents were then asked:

*Who is responsible for final approval?*

Almost every initial response indicated that final approval on a decision depends on the issue at hand and its implications on the Division of Recreation and the City of Windsor. In general, the final decision makers for major issues would be the Commissioner and City Council.

It was not clear whether or not the Division of Recreation had dealt with diversity in the decision making process. To discover if diversity issues had ever been discussed, the respondents were asked:

*Has this process been used to deal with diversity issues?*

A common remark made by some of the respondents indicated that diversity issues are dealt with all the time at staff meetings. Some of the respondents indicated that the following diversity issues have been discussed before: accessibility, programming, and Mission Statement. The rest of the respondent did not believe that the decision making process of the Division of Recreation had dealt with diversity issues. The Division had not make any conscious effort to

discuss diversity.

In summary, upper level management in the Division of Recreation is responsible for final approval of decisions. Individual input is valued at lower levels of decision making. The majority of the respondents were well aware of the decision making procedures within the Division of Recreation. Managers were more inclined to believe that the decision making process has been used to deal with diversity issues.

Not enough information was provided to indicate whether or not there was cultural dominance in the Division of Recreation; that is, if the organizational policies favour the dominant culture. One reason for this may be the fact that organizational policies are to a large extent developed externally. Thus, the Division of Recreation abides by organizational policies that are developed for the corporation of the City of Windsor.

### Summary

There were only a few questions where the responses between the administrators and managers were different. Administrators were more inclined to indicate that a formal policy had been implemented by the Division of Recreation to guide diversity in staffing. Reference was made, as well, to adherence with Employment Equity legislation. Some of the administrators seemed to believe that municipal policies had been developed which guide the hiring of employees. The reality, however, is that no municipal policies have been established that address staff diversity. Half of the administrators felt that staff

interactions and staff cohesiveness were affected by staff diversity. Some claimed that people tend to associate with those who are similar to themselves.

Managers were more inclined to indicate that they hired the best person for the job. They were not aware of any municipal bylaws that address diversity, and tended not to know of any provincial legislation either. There were more managers who tended to believe that economic conditions do not affect the diversification of staff, since they tended to hire the best person for the job. The managers were also more inclined to perceive that diversity had been dealt with at staff meetings in the past.

In general, the administrators and managers tended to agree on the effect that diversity has on the Division of Recreation's workforce. Initially, the respondents perceived the Division of Recreation's staff to be diverse. When the respondents were asked to describe the staff in relation to the various dimensions of diversity, however, the responses changed. Some of the respondents claimed the staff was somewhat diverse; that is, there was diversity within certain dimensions such as sex and age. It seems possible that the diversification of the staff is also dependent on the area, and the location of the staff in the city.

Most of the respondents were not aware of legislation which addresses staff diversity. There was a tendency for the respondents to rely on the Human Resource Department to provide legislative information when needed. The most common legislation mentioned was the Human Rights Code, Employment Equity, and the statement that the City of Windsor is an equal opportunity employer.

It was suggested that the Division of Recreation does not provide any additional support for diverse staff members. All staff members have access to education, and to training support in order to increase their skills. The Division of Recreation is also becoming more accessible to individuals with physical disabilities. The majority of the respondents did not believe that language training was provided by the organization, but there was some suggestion that it may be needed in the future. Overall, integrated rather than individual skill-building techniques are primarily provided to staff members by the Division of Recreation.

Discussions concerning the impact of economic conditions on staff diversity were applied to staff in general by the respondents, rather than in reference to a diverse staff specifically. Generally, the respondents perceived the economic conditions to affect the staff hired, government assistance and government funding, and the types of services offered. It seems that economic conditions have forced the Division of Recreation to adopt a Cost Recovery policy to determine the economic feasibility of staffing program instructors.

Most of the respondents believed that the work environment benefits from using the principle of staff diversity. Staff diversity improves the services offered to the clientele. There is an increase in the number of diverse programs offered, and the public relations image of the Division is improved. However, people should be aware that individuals have a comfort zone and tend to associate with people who are similar to themselves. This was also indicated as one of the

reasons why diversity may affect staff cohesiveness or staff interactions. Most of the respondents indicated cost implications associated with diversity. These respondents were inclined to highlight the costs associated with accommodating diverse groups in the workforce.

Many of the respondents believed that the Division of Recreation values a bottom up approach to decision making. The Division of Recreation seems to value the individual input of staff members for lower level decision making. The final decision makers for major issues are the Commissioner and City Council.

This study indicated that the Division of Recreation has experienced limited funding, downsizing and budget cuts in order to deal with current economic conditions. These findings were also predicted by McCarville and Kennedy (1993) in their research. The reviewed literature also identifies the benefits associated with utilizing the principle of diversity in the workforce. This research supports the perception that a diverse staff enhances the creativity of a staff and the problem solving ability of staff. It also should be noted, however, that a couple of the potential problems with workforce diversity were also identified in the research. One of the potential problems of diversity identified was the perception that people who are similar are attracted to each other (Cox, 1993).

The research did not indicate the internal costs associated with diversity, such as staff turnover and staff absenteeism, which were mentioned by Cox (1993) in the reviewed literature. The research also did not indicate whether diversity



increases an organization's flexibility; that is, if policies and procedures governing the operations of the Division of Recreation have become broader to encompass all individual differences within the organizational structure; to make it more flexible.

There was not sufficient data to determine if cultural dominance exists in the Division of Recreation. Further studies are needed to indicate the degree to which staff members are expected to conform to the traditional standards set in the work environment. Furthermore, studies should be done to determine the need for language training in an organization, as there was a suggestion by one respondent that this issue is becoming relevant in the core areas of Windsor.

### **Recreation Programming**

The literature reviewed for this thesis indicated that recreation professionals will have to adapt to the needs of a diverse population. The first recreation programming question accordingly tried to determine if the respondents were aware of the diversity of their clientele. The respondents were asked:

*How diverse is the clientele you service in recreation?*

The majority of the respondents perceived the clientele serviced to be diverse. However, some of the respondents believed that the clientele were only diverse in some areas, but they did not specify these areas. Another respondent claimed that the Division of Recreation was in the process of meeting the needs that exist

in the community.

The next probe:

*What is the composition of the clientele, in relation to the definition of diversity?*

aimed more specifically at identifying the composition of the clientele in relation to the dimensions included in the operational definition. Replies are discussed by dimension. Managers were more inclined to provide information which was specific to the population that they service. The administrators were more likely to make generalizations about the composition of the clientele.

The first dimension listed was age. The respondents perceived the age range of the clientele to be anywhere from newborns to senior citizens. Some respondents felt that there were fewer senior citizens and more children and youth using recreation programs.

Several of the respondents felt that there were more women involved in recreation programming than men. Some of these respondents believed the sex of the client was dependent on age; that is, both males and females are represented equally in youth programs but the portion of males decreases as the age of the group increases. Others believed that both sexes were represented equally in all programming. There were mixed reports as well; for example, one manager perceived the clientele to be mostly male while another administrator claimed that the Division of Recreation was not meeting the needs of men.

Few of the respondents noted specific racial groups which were being serviced. Most of the comments referred to the composition of a racial clientele

in general, with comments such as all groups are serviced, it depends of the location of the community centre and no programs are specific to one group. The managers were more inclined to describe the clientele serviced as being composed of mostly Caucasians.

There were mixed reports, as well, for the dimension of ethnicity. The comments concerning this dimension were also made in general terms. For example, the following comments were given: all sorts of backgrounds, no program is inaccessible to ethnic groups, depends on the community centre and ethnic groups are serviced. The managers were more inclined to list specific ethnic groups, such as Canadian, White Anglo Saxon, French, European, Italian, Chinese, Polish and Japanese. There was some indication that ethnic groups tend to rent facilities from the Division of Recreation to provide their own programming.

The respondents again seemed to be taken by surprise when asked to comment on the sexual orientation of the clientele. Most of the respondents indicated that they did not know the composition of their clientele in respect to their sexual orientation. There was one respondent who indicated that he/she would only be concerned with someone's sexual orientation if it became a problem.

**"I'm not quite sure how to answer that; I don't know whether we're standing on the side lines. I think in some regards we probably don't have a lot of situations that way. I guess our primary concern would be protection of the children in particular from deviant behaviour... We don't want their behaviour to be inappropriate around the kids. I mean that's their sexual orientation that they chose to live. As long as they keep it to**

**themselves that's fine but the point they step outside of that, and involve [themselves] in deviant behaviour then that is very much a concern to us".**

The remainder of the responses were wide ranging. One respondent indicated that their clientele was heterosexual, and another indicated that it was even with everyone else. There was only one respondent that indicated that there was a high number of gay males among the clientele. The Division of Recreation does not program specifically for the gay or straight community.

When asked about the composition of the clientele in respect to the handicap dimension, most respondents believed that there were few handicapped clientele. One respondent claimed that the Division of Recreation is primarily a facilitator of handicapped programming; thus, they are not directly meeting the needs of the clientele in this area. Those that did indicate servicing handicapped clientele generally referred to physical disabilities, although a few respondents mentioned that mentally disabled individuals were serviced as well. The final dimension in the operational definition was special interest groups. Most of the respondents did not mention any special interest groups. Those that did, referred to conferences and special events the Division of Recreation hosted. A few of the respondents identified rental groups as special interest groups. These groups rent the facilities and provide their own recreation services.

Once the respondents had provided their perceptions about the composition of the staff they were asked:

*Has this information been documented anywhere in the Division of Recreation? If yes, where is it located?*

Most of the respondents did not believe that the composition of their clientele had been documented anywhere in the Division of Recreation. One respondent indicated that attendance statistics are kept, but had not been formally correlated to deal with diversity. "We don't track statistics in that way. We're waiting for the computers [which] can do like age and sex no problem. Some of the other stuff you can't ask because it is protected by Human Rights". There were several other respondents who believed the age and sex of the respondents could be obtained from registration sheets. Therefore, they indicated that information had been documented on the composition of the clientele, and it was located in the Schedule C budgetary reports.

A few respondents believed that the composition of the staff had been documented by the marketing officer. One respondent was asked if all the dimensions were listed in the information distributed by the marketing person. His/her response was,

**"I am talking about all the different groups. You can look in your area and see what the major population groups are. All the different, you know ethnic backgrounds and ages. Plus, our marketing person has done a survey with those types of pertinent questions because that helps us in programming [to have] all those questions asked".**

Most of the respondents therefore perceived the clientele initially to be diverse, but once they were asked specifically to identify the clientele in relation to the dimensions of diversity their perceptions changed. It seems that the respondents only reflect on a couple of the dimensions when they determine the diversity of the clientele. For example, the majority of the respondents were able

to provide detailed descriptions of the age and sex dimensions, but the other dimensions were vaguely described.

• In summary, the respondents generally were not aware of any documentation that identifies the composition of the clientele in respect to the operational definition. Thus, it appears doubtful that the respondents have systematically addressed how leisure and recreation needs or motivations differ among groups according to demographic variables. Ragheb (1988) argues that the changing demographics in Ontario have made equality a servicing issue that requires immediate attention. Understanding the diversity of the clientele will be necessary in order to develop programs that recognize different populations from various backgrounds (Neider, 1990).

The next question attempted to determine if the Division of Recreation has developed any policies to support and justify the need for diverse recreation opportunities. The question was phrased as follows:

*Are there any policies that have been developed to guide recreation programming?*

Half of the respondents agreed that there were policies to guide recreation programming while half of them did not.

One of the respondents indicated that there were no written policies to guide recreation programming. Most of the other respondents referred to the Mission Statement as a policy that guides recreation programming; that is, to meet the needs of the community. A couple of the respondents followed policies established by national governing bodies that were specific to their field.

One respondent claimed that,

**"Our Department always operates on policies, so policies are constantly being developed and upgraded in each individual area. Again, I'm going to go back to budget; when we do our budget, background documentation policies are listed in there as well".**

Those respondents who reported that policies have been developed to guide recreation programming listed the following policies: **Schedule C's, legislation, the Recreation Master Plan, Mission Statement and Organizational Goals.** It was noted by some that the Division of Recreation always follows policies.

To identify how formal these policies were, the respondents were asked:

*Is there a standard document?*

Overall, most of the respondents did not believe that a standardized recreation document existed. The Division of Recreation just abides by policies and procedures. The procedures for recreation programming are very informal, as suggested by the following comment: **"no you're pretty much familiar with your community and offer programs for the community. I don't know of any formal, anything formal would help you with that".** Those individuals who believed there was a standardized document guiding recreation programming once again referred to the **Goals and Objectives, Schedule C's and the Mission Statement.**

The final probe for this question was:

*Does diversity play a role in informal recreational programming?*

There were only a few of the managers who did not believe that diversity plays a role in informal recreational programming. However, all of the administrators and the rest of the managers felt that diversity does play a role in informal

recreational programming.

These latter people believed diversity played a role in informal recreational programming because recreation programming is driven by the needs of the community. Recreation programming tries to meet the needs of the community by providing different levels of access; for example, providing informal and low cost programming. The Division of Recreation has a special services area which assists seniors and disabled clients in recreational programming. One of the respondents indicated that in the past the Division of Recreation has worked closely with the Multicultural Council to provide cultural diversity in recreation programming. One respondent noted that diversity in recreation was a great idea, but to be diverse in all dimension is idealistic.

**"The more diverse you are the better off you are [in] the programming and if you're lucky enough to have an opportunity to get qualified in all of this way then hey that would be wonderful, idealistic but it would be wonderful".**

In summary, the Division of Recreation needs to condense all policies guiding recreation programming into one document. As well, since there are some discrepancies concerning whether or not policies and a standard document exist, it is important that all employees receive effective training on the application of these policies (see Hestwood, 1988). Thus, the researcher tends to agree with Lynch & McCarney (1981) who found that most recreation departments are not prepared to deal with the changing recreation system. A standardized document would ensure that there is continuity in recreation programming even if managers/personnel change (Hestwood, 1988).



The policies guiding recreation programming do not specifically deal with the issue of diversity. Thus, policies and procedures that deal with all the dimensions of diversity do not exist in the Division of Recreation. Hall & Rhyne's (1989) research found that the majority of large cities (i.e. Windsor) did not have any policies or procedures guiding recreation decisions for ethnocultural groups. This research supports this finding, and identifies that policies and procedures do not exist for the other dimensions of diversity as well. The researcher does believe, however, that the Division of Recreation tries to incorporate diversity within recreation programming informally.

The next question attempted to identify if any standardized method is used by the Division of Recreation to develop diverse recreation servicing. This question was divided into four sections. The first section asked:

*What criteria is used when determining which types of recreational programming should be offered?*

A wide spectrum of responses were given for this question. Few responses were similar; more than one respondent identified cost recovery, trends, surveys, evaluation forms, research, focus groups, and what was popular in other cities as criteria used to identify the types of recreation programming that should be offered. Other criteria listed related to facility limitations and personal intuition. One respondent tried to get people who are not interested in the Community Centres interested by using the Centre in a way that suits their interests. This was accomplished by becoming actively involved in the community and getting to know people.

The respondents were asked whether or not they use *profiles of various diverse groups in Windsor*. Leisure profiles can be used to better understand the leisure experiences of different groups. Most of the managers did not use leisure profiles of different groups to determine what recreation programs should be offered. Some of the managers confused leisure profiles with demographic statistics. Only a couple of managers used profiles of various diverse groups in Windsor to determine suitable recreation programming. They consider the population in the community and plan for it.

Half of the administrators did not know if profiles of various diverse groups in Windsor were used to determine what type of recreation programming to offer. A couple of these administrators speculated that the community centre managers might use leisure profiles but they were not sure. The administrators that believed that leisure profiles were used to determine recreation, used the same reasoning as expressed by the managers.

All of the respondents used *requests from certain diverse groups* to determine which types of recreational programming should be offered. A couple of the administrators indicated that the likelihood of offering a program to diverse groups upon their request is dependent on budget guidelines. "If any groups come forward with suggestions or recommendations and things like that we do act on them. Well, we look at them for being feasible in any case". Another administrator indicated that a program would run if it covered a minimum of 60% to 75% of the cost of running the program. One respondent

indicated that requests from diverse groups tend to be minimal because the groups are usually small and do not have a lot of money to spend on recreation.

The majority of the respondents *interact with diverse groups* to determine what types of recreation programming they would like to see offered. A few of the respondents indicated that focus groups based in the community are used to inform the Division of Recreation about the kind of programs they should supply. The Division of Recreation has also interacted with the Multicultural Council for assistance in programming. The degree to which respondents have gone out into the community and interacted with diverse groups has been limited by downsizing.

**"I would say we did more proactive stuff in [the] past, going out to different groups then we have now and I think that's a result of downsizing and things like that. Where you simply don't have the staff or the time to make those advances out. I think we probably reply more on those groups coming to us and saying we need this or that. The other thing I would probably say is that many of these group[s] have their own support groups and often they will come to our facilities and rent something and provide their own recreational opportunities".**

This comment was supported by a couple of other respondents who explained that when groups came to them they assisted them and helped develop programs if needed. There were only two respondents who did not believe that interacting with diverse groups was used to determine which types of recreational programming should be offered.

The respondents were then asked to comment on whether they use *participation records* to determine which types of recreational programming should be offered. The majority of the respondents mentioned that participation records were used for this purpose. Statistics pertaining to programs are always kept and

logged in the budget reports. Participation records are usually used to determine which programs should run. More people in a program increases the chance that the programs will recover its cost.

There were only two respondents who did not believe participation records were used to determine which types of recreational programming should be offered. One of these respondents remarked that the geographic location of the Community Centre in the city of Windsor determines the degree to which participation records are used in recreation programming. The Community Centres in core areas do not base their recreation programming on the cost recovery system.

Almost every initial response confirmed that *staff meetings* were used to determine which types of recreational programming should be offered. Staff meetings are used to modify and review programs, discuss programming, share ideas, and determine trends. Staff informally interact with the public and are able to identify their needs more readily. There was only one respondent who preferred to interact with staff on a one to one basis rather than in group meetings.

Generally, most of the respondents used *demographic statistics* to determine which types of recreational programming should be offered. A couple of the respondents felt that it was important to identify groups in the community. Two respondents believed that demographic statistics were an important criterion considered in recreation programming. Other respondents said surveys had been

conducted to provide demographic statistics. One of these respondents indicated that a survey was done four or five years ago which provided demographic information for age and sex, but it was primarily for adolescents and adults, not youths. There were only a few respondents who believed the use of demographic statistics to determine the type of recreational programming to be offered was limited.

Respondents confirmed that *previous successful programs* were considered when determining which types of recreational programming should be offered. Programs were considered to be successful if there was a large number of participants and if the program complied with the Cost Recovery policy of the Division. One respondent claimed that "the success of the centre is built on a nucleus of some programs that are very successful and they become your mainstream programs and then what you do is compliment them [with new programming]".

The next probe tried to identify if one criterion was used more than the others to determine which types of recreation programs should be offered. Thus, the respondents were asked:

*Which criterion is most important?*

There was more of a consensus among the managers as to what criterion is most important. The administrators provided a wider spectrum of responses. It may be possible that since the administrators are not directly involved with providing programming to the clientele, they are unaware of the criteria which is most often

used. Some of the respondents believed that there was more than one important criterion used for recreation programming.

The most important criteria used when considering which recreation programs to offer were: cost recovery of the program, previous successful programs, participation numbers and interactions with diverse groups. For example, one manager said that the Division of Recreation concentrates on the economic aspect of programming.

**"A lot of it is based on economics...not the customer economics, more the facility economics. [That is] where they [are] increasingly more pressured that way, that if something cannot pay for itself we can't run it. We have to cover our costs which includes staffing, facilities. You know maintenance, like of a certain portion of the maintenance of this building should be directly taken out of a program and if it's not cost recovery then it's not offered".**

A couple of the administrators did provide similar answers. These administrators believed that previous successful programs and the cost efficiency of a program were most important. One administrator, however, did not agree that the Cost Recovery policy benefits clientele. "I have a difficult time relating quality of life to dollars and cents". The other responses included: unique ideas, input from the community, the Recreation Hearing<sup>49</sup> and if a program can be used at other Community Centres.

In response to the following question:

*How is this criteria developed?*

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49 An annual Recreation Hearing is an opportunity where citizens can voice their concerns and make suggestions with regard to Windsor's recreation services and park land.

a large portion of the respondents indicated that the criteria had been developed **informally**. Criteria used to determine recreation programming has evolved over time through past policies and practices. If a criterion has been successful in determining what recreation programming should be offered it is kept; if it's not successful something else is tried.

**"I think it's for this area; if people participate then it's a go, then it's a viable program. If people don't participate they obviously don't want it so I think, it is just a logical part of programming".**

Some respondents indicated that their personal experiences and recommendations from other recreation professionals helped them develop the criteria they follow. There was only one respondent who perceived that a more formal procedure existed in the Division of Recreation for determining which criteria should be used for recreational programming. This individual indicated that meetings with staff are used to develop recreation criteria, but the program is still obligated to meet the revenue projections of the Division of Recreation. The only buildings excluded from the Cost Recovery policy are those which are located in economically disadvantaged areas.

To identify if criteria was consistently used to determine which recreational programs should be offered by the Division of Recreation the respondents were asked:

*Is this criteria consistent or does it change each time a program is eliminated?*

There were three general responses to this question: **consistent, fairly consistent and not consistent**. A few of the respondents assumed that the criteria was

consistent. These respondents believed that programs are evaluated all the time to understand why the program has not been successful. Another respondent claimed that determining if a program is eliminated is always based on if a instructor can be found and if there is sufficient enrolment in a class (i.e. cost recovery).

A couple of the respondents believed the criteria was fairly consistent because cost efficiency is increasingly being used to determine if a program should be eliminated.

**"Our goal is to [minimally] break even on a program. There are exceptions; one of our other goals is to meet the need of the community and there are some programs that are operating that do not generate sufficient revenue but we keep the programs going to meet the needs of the people and there are other programs that are generating revenue that can help offset the cost of the program that isn't producing sufficient revenue".**

Some of the respondents believed the criteria was largely consistent, although they indicated that some alterations are made to get new programs started. An interesting response to this question was "now there is some alterations in that as I say new programs will run with low participation numbers, you know, for a little while until I think it's either going to or not going to fly". Alterations to the criteria are made to allow new programs to become established. A few of the respondents presumed the criteria was not consistent because it changes as needed.

One of the administrators believed the word 'eliminated' should not be used unless a building closes; the term 'fall off', or 'fall out' of popularity is more appropriately associated with the way things happen. This individual indicated



that the criteria use to determine what type of recreational programming should be offered would not be consistent because of the political nature of the Division of Recreation. This individual indicated that recreation programming is affected by Council's decisions. "Council can also access this Department and say hey I'm doing this in your area so you get to do this for me".

The final probe for this question was:

*Is this criteria also used to determine which recreation programs should be replaced? If not, what criteria is used to determine which programs should be replaced?*

It was reported by most of the respondents that the criteria used to eliminate a program is also used to determine which recreation programs should be replaced. These respondents just replicated the answers given to the previous probe.

There were only a couple of respondents who did not believe that the same criteria was used to determine which recreation programs should be eliminated versus replaced. These respondents believed that the main determinant use to replace a program was the cost recovery principle; that is, recreation programs should be able to break even or turn a profit.

In summary, when servicing a community, a policy should account for all individuals and groups. Researchers have already acknowledged the need to develop programs that recognize different populations (Neider, 1990). Hall and Rhyne (1989) found that the majority of the respondents in their study are not aware of programs designed to serve people of different backgrounds; neither had the organizations requested changes in policies/procedures to accommodate the

needs of a particular ethnic or cultural group. Even though Hall and Rhyne's study concentrates on ethnic and cultural backgrounds, it is felt that the basic principles are the same for various diverse groups. Thus, there is a need to examine how an organization identifies the need for changes in existing programs, or provides for new services. This procedure should be standardized to ensure equal treatment of individuals and groups. Burton & Taylor (1983) conclude that researchers and practitioners have not yet been able to adjust to the effects of changing demographics.

The Division of Recreation does not use a standardized system to determine which types of recreational programming should be offered. The criteria used is very informal and to a large extent a trial and error procedure. Very few respondents indicated that they try to get people interested in the Community Centre who are not presently using the Centre. The Division of Recreation is more likely to provide services to different groups if they approach the Division and make a request. There is very little done to understand the leisure needs of diverse groups.

Reference was given to the 'cost recovery' principle of recreation programming for most of the probes. The researcher believes that recreation programming is to a large extent based on a program breaking even. Thus, there is a large reliance on offering programs that have been previously successful.

The Division of Recreation needs to develop a more standardized approach to identifying the need for changes in existing programs. This

conclusion evolves from the fact that there was a variety of different criteria noted which determine what recreation programs should be offered. Even though there was a wide range of criteria listed, the respondents still believed the criteria used to determine when recreation programs should be replaced or eliminated was consistent. Perhaps the replacement or elimination of a program is based more on the revenue generated, while alterations in the criteria occur when a new program is introduced.

To identify how the Division of Recreation informs the public about its services and facilities the respondents were asked:

*How does the Division of Recreation inform the public about the types of programs offered?*

The Division of Recreation uses a broad range of advertising techniques to inform the public about the types of programs offered. Each respondent described more than one advertising technique. It was very difficult to find patterns in the interview data; thus, only those advertisement techniques which were indicated by four or more respondents will be discussed (see Appendix J for other responses).

Despite the wide range of information provided, some similarities were found among responses of the administrators and managers. These respondents identified the activity guide, flyers, newspapers, word of mouth, public service announcements, radio, and television as common advertising techniques used by the Division of Recreation. The managers were more inclined to list additional advertising techniques that pertained to personal interactions with the clientele,

such as staff announcements, displays, phone clients, mail outs and personal contacts.

The respondents were then asked:

*Are there any specific target groups?*

Some of the respondents gave more than one answer to this question. There was more of a consensus among the answers given by the administrators, while the managers provided a wider range of answers.

There was one administrator who did not believe that advertising was directed to any specific target group. The other administrators believed, however, that it depends on the program whether or not specific target groups would be used. For example, some programming is based on the age of the participant.

There were three common responses provided by the managers: all homes in Windsor are targeted, depends on the activity and programming is targeted to all ages. One manager believed that targeting the whole city excludes some groups.

**"I think they just try to blanket the city but I think we're excluding [some] area[s] in that way because you have vast populations that don't [get] the Windsor Star and can't read English so we're exclusionary in that way".**

The final probe for this question tried to identify if different advertising techniques were used for people who are already participating in recreation programming offered by the Division of Recreation. The question was phrased as follows:

*What communication channels are used for those who already use the present services?*

The respondents also listed a wide variety of answers for this question (see Appendix K). Some of the most popular responses were similar to those answers given in the first question, such as flyers and the activity guide. Some other common responses listed were class announcements and bulletin boards. The rest of the replies were to a large extent single responses.

In summary, according to Tisshaw (1993), an organization's image is dependent on how the public perceives the programs and services it offers. It was indicated by McCarville & Smale (1993) that successful organizations in the 1990s will supply services to diverse groups and individuals. Thus, to accomplish this task practitioners will have to promote services that offer choice and convenience to participants, and options will have to be made available to diverse individuals and groups.

The Division of Recreation does employ a broad spectrum of advertising techniques to inform the general public about the types of recreation programs offered. There does not, however, seem to be a lot of advertising techniques geared to diverse individuals or groups. Advertising to the general public can create barriers for some groups, such as those who cannot speak or read English.

To identify how the Division of Recreation overcomes barriers which may prevent some individuals and groups from participation in recreational programming the respondents were asked:

*What assistance does the Division of Recreation provide to clientele to encourage representation from diverse groups in recreation programming?*

A variety of responses were given to this question by both groups. However,

similar responses were more likely to occur among the managers.

There were, generally, two responses provided by the managers. Some of the managers indicated that the Division of Recreation has a special service area which assists seniors and disabled people. One manager indicated that the assistance provided by the special services area is limited, although the seniors area tends to be more proactive, actively interacting with the Community Centres to help in the provision of programming for seniors. Other managers believed that diverse groups were provided assistance through the Annual Recreation Hearing, because special interest groups are able to voice their concerns. The remaining respondents believed that the Division of Recreation makes itself available to everyone. One manager even mentioned that there was an effort to bring in diverse groups, and that speakers are sent out into the community to contact diverse groups.

The administrators tended to provide a variety of different answers. One administrator also mentioned that the Division of Recreation has a special services area to assist seniors and disabled participants. Other responses included the following: services are offered to everyone, meetings are held with special interest groups, diverse groups are given preferred rental rates, the Division works with the Multicultural Council (to improve ethnicity in programming) and Community Centres are involved in the community.

The next probe asked respondents:

*Do you provide any economic assistance?*

There were similar responses given by both groups, although the managers were more inclined to mention the special rental rates offered to diverse groups. One respondent indicated that economic assistance was provided by the Social Services Department, not the Division of Recreation.

Economic assistance was perceived to be available to the following groups: mothers (mother's allowance), the poor (general welfare), seniors, the disabled and families. Most of these groups get a 10% reduction in the cost of the program. For families, each family member will get one free program per session. It was suggested by one respondent that economically disadvantaged groups could possibly be categorized as a special interest group.

Some of the managers believed that diverse groups receive rental rate reductions. It was indicated that groups which have rented more than a predetermined number of hours for a month receive a 10% discount. There was one manager who indicated that arts and cultural groups receive a 50% reduced rental rate. Another manager explained that the Division of Recreation uses a sliding scale<sup>50</sup> approach for rental groups.

All respondents were asked if the Division of Recreation provides *transportation* services to any diverse groups. Most of the respondents believed that the Division of Recreation does not provide transportation to any diverse groups. Transportation cannot be provided without some cost to the participants.

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50 A sliding scale rental approach is used when a group cannot afford to pay for a program. The rate is reduced so that the program can still be offered.

One respondent indicated that if transportation is needed for a special event, fundraising techniques will be used to cover the cost.

Only a few of the administrators indicated that some transportation services were provided by the Division of Recreation. Some of these administrators believed that the disabled groups were provided with transportation services. Another administrator indicated that grants have been received for certain special events, but they have never covered the entire cost of transportation. It was also indicated by another administrator that transportation services were provided for special events hosted by the Division of Recreation.

To understand if a communication barrier existed between the clientele and the Division of Recreation staff, the respondents were asked:

*Are publications and services in other languages provided?*

Most of the respondents did not believe that the Division of Recreation provided publications and services in other languages. However, more managers were inclined to say that this service was provided by the Division of Recreation.

One respondent indicated that the City of Windsor is not required by law to provide bilingual information. Some of the respondents who did not believe this service was provided, indicated that some things may be translated upon request. As well, a couple of other respondents noted that French has been used before for talk shows and conventions.

Those who claimed that the Division of Recreation provided this service, mentioned French and Italian as the most common translations. In one of the



Community Centres, information has been translated into other languages when diverse groups have assisted in translating that information. It was also indicated by another respondent that the main office has a phone for the hearing impaired, and the main office has employees who can speak other languages. There was one respondent who indicated that,

**"the only other kind of service for a special group would be large print for seniors and for [the] blind. [Our] program brochure should be on an audio cassette at the libraries but it's not".**

The respondents were asked whether or not there are *specific types of activities targeted toward specific groups*. There were two predominant answers given by the respondents. In the first group, respondents perceived that some activities are directed towards specific groups. Activities based on age (seniors), sex, and physical abilities have been geared towards a specific group. A few of the managers indicated that activities have also been geared towards the French community, inner city youth and ethnic groups. Soccer was provided by the Division of Recreation; accordingly, it was perceived by one respondent that a lot of ethnic groups were targeted through this activity.

The Division of Recreation abides by an **Integration policy**, whereby activities are not targeted towards specific groups. A larger portion of the managers indicated that the Division of Recreation used an **Integration policy**. The **Integration policy**, for example, seems to guide handicapped programming. A few of the respondents, however, did not believe that providing strictly integrated programming was beneficial.

**"We don't program for specific handicaps; what we do is we have more of an integration policy. Now I am not sure if that's the type of demand; actually I would be open to programming for a specific handicap, like wheelchair hockey rather than always integrating. Our department has a policy of integration and we do work towards that. I think there might be sometimes where a specific program maybe could be offered".**

One respondent indicated that diversity was reflected in the type of programming offered. This respondent did not think that the issue of diversity needed to be stressed in recreation programming. "I don't think it perhaps would be a headline anywhere because it doesn't need to be a headline as long as all the needs are met".

All of the respondents thought the Division of Recreation stressed *accessibility*. There were different levels of accessibility identified by the respondents. Most of the managers believed the facilities were fully accessible. Some of the other managers remarked that the Division of Recreation has been working towards becoming more accessible. This concept was also supported by a few of the administrators, who indicated that the Division of Recreation was retrofitting facilities mostly for physically disadvantaged clientele. Other administrators indicated that the Division of Recreation budgets for accessibility improvements every year.

The respondents were asked to comment on what types of recreation programming was provided to diverse groups. The question was phrased as follows:

*Are you concerned with providing diverse recreation opportunities geared towards specific groups?*

There were only a few respondents who indicated that diverse recreation programming was not a major concern to them. One of these respondents believed that the Division of Recreation focused on certain areas when providing recreation opportunities. The following quote exemplifies this comment:

**"We certainly don't offer an array across the board. I think we focus on certain areas. Now whether the argument can be used that we need to broaden it or whether or not we are capable of doing so at this time is another question. I think we tend to focus on certain areas like seniors and like special populations. I think we look at those who are on financial assistance that are in core neighbourhoods and that need different types of programming experiences. I think we focus on those probably more than race issues or anything like that. The other thing we focus on because they are more visible are special interest groups but more if they approach us".**

The other respondents were not concerned with providing diverse recreational opportunities because there has not been a strong demand for it. Diverse groups are involved in the same programs as anybody else. It was noted that the Division of Recreation was doing a good job at providing diverse recreational opportunities. However, some respondents believed diverse groups tend to provide their own programming.

The remainder of the responses indicated that respondents were concerned about providing diverse recreation opportunities geared towards specific groups. In general, there were two patterns identified; the respondents wanted to meet the needs of the people or the Division of Recreation automatically dealt with diversity. In other words, the needs of the community are already met because the Division of Recreation provides recreation services for all the citizens in Windsor. Offering diverse recreation programming is thus always kept in mind,

because the population serviced is diverse. There were a few respondents who believed that diversity had become a way of life, and was dealt with all the time.

An occasional respondent felt that diverse recreation activities should be offered more to youth and different cultures. One respondent indicated that her/his concern with providing diverse recreation opportunities has led to an attempt to get those groups not involved in recreation, involved. His/her concern is expressed in the following quote:

**"Certainly, you know we like to have groups that haven't been involved in anything like this to get involved and we keep trying different things to see if something will work to get them involved".**

However, there was one respondent who indicated that the provision of diverse recreational opportunities was limited due to the Division of Recreation's current economic situation and the types of facilities available. For example, a central concern in Windsor is the need for more arena space to serve women.

In summary, practitioners must learn about the needs and barriers that prevent individuals in diverse groups from participating in recreation. Tisshaw (1993) found that recreation services often forget to serve certain groups. The Division of Recreation assists economically disadvantaged groups in order for them to become actively involved in recreation programming. This service, if continued, will help disadvantaged groups overcome the economic barriers presented by the implementation of user fees.

However, the Division of Recreation seems to indirectly service the other groups identified by Tisshaw (i.e. recent immigrant families, ethno-cultural groups,

older teenagers, and advocate groups such as gays and lesbians) because the Division complies with an Integration policy. Thus, recreation services are available, although not supplied directly to these groups. The other groups mentioned by Tisshaw were people with disabilities, and one and two parent homes, but these groups seem to be directly serviced by the Division of Recreation.

The Ministry of Tourism and Recreation (1991) circulated a report which identified the leisure activity patterns of Ontarians. Ontarians interviewed in this report indicated that an obstacle to participation was the availability of facilities. There was only one respondent in this study who described the availability of facilities as a limitation to recreation programming in Windsor. Responses supported some of the other obstacles that Ontarians listed in this study, such as the difficulty of reaching a facility, lack of programmes or activities that cater to particular interests, and the unavailability of activities in participant's preferred language.

These conclusions can be drawn because the majority of the respondents claimed that no transportation was provided for participants. If there was transportation provided, it was limited and geared towards the special services area. Even though the respondents indicated that they were concerned with providing diverse recreation opportunities geared towards specific groups, most of them identified specific groups serviced (seniors and disabled) or indicated that the Division of Recreation abides by an Integration policy. It seems the only time

that publications and services were provided in other languages was for special events, or when a diverse group worked directly with the Community Centre managers to provide this service. Hall and Rhyne (1989) indicated that large cities, such as Windsor, were more likely to provide services in other languages. Windsor does not seem to be one of the large cities to provide this service.

However, the Division of Recreation has been very conscientious in making recreation facilities accessible to their handicapped clientele. They are also efficient in providing activities that cater to the needs of particular age groups. Some of the respondents indicated that diverse groups were more inclined to rent facilities to service their own population. As well, the Division of Recreation seems to provide rental fee reductions to some of these groups.

The researcher did not try to identify the participation barriers specifically associated with personal issues such as the unavailability of companions, and health-related factors. Practitioners of the future will need to address these barriers as well as provide diverse recreational opportunities in order to increase the participation rate of diverse individuals and groups in public recreation programming.

The next question tried to identify the ways by which the Division of Recreation had recognized the recreational needs of diverse groups through programming. The respondents were asked:

*Is diversity presently dealt with in recreation programming?*

The respondents either believed diversity was somewhat dealt with or not dealt

with in recreation programming. Those respondents in the latter category believed that diversity was not dealt with formally by the Division. One respondent claimed:

**"On a formal basis I would say no but on an individual basis I'm sure every manager considers that when they're planning and programming their facility but I also think that if you aren't diverse in recreation programming you're not going to be successful because you're not reflecting your community you have to reflect the needs and wants of the community that you're serving and so if you don't you're not going to be successful".**

Some of the respondents felt that the Division of Recreation's programming is only diversified in some areas. The most predominant groups identified were: physically disabled, age (especially seniors) and sex. There was only one respondent who mentioned culture as a specific group serviced presently. Another respondent explained that dealing with diversity is "an ongoing process; more and more recognition of needs of specific groups is coming to life". If there is a need to deal with diversity, the Multicultural Council is contacted for their assistance.

Other respondents believed that different types of activities are provided to meet the different needs that may exist in the community. One respondent indicated that "we have planned for it and planning for it on a long-term basis doesn't mean to say that it has to be like I said a big headline". Thus, there was some suggestion in this case that diversity was automatically dealt with in recreation programming.

The next probe asked the respondents:

*Is there any financial assistance provided to any diverse groups?*

This question tried to discover if any financial assistance was provided to diverse groups for recreational programming. However, most of the respondents gave replies similar to those given in the previous question. That is, most of the respondents merely identified the types of economic assistance provided to economically disadvantaged clientele. To avoid repetition of answers, only the responses which differed from those in the previous question will be discussed.

A few of the respondents revealed that no economic assistance was given to diverse groups because they could receive grant money from the government on their own. In addition, one respondent claimed that diverse groups can get grant money from the Multicultural Council, although the number of grants allocated have decreased. Another respondent believed that most ethnic groups receive financial backing from their own community and did not need assistance from the Division of Recreation. It was suggested by a few of the managers that just because some people are categorized into certain groups does not mean they need financial assistance; "just because you are of a different race or different handicap it's not necessarily that you are disadvantaged."

To further understand how diversity was presently dealt with in recreation programming, respondents were asked:

*Are there any festivals, or special programs offered?*

A few of the managers indicated that their facility provided special events for the community they serviced. The festivals that seemed popular among the rest of



the responses were: **Carousel of Nations, Freedom Festival, Art in the Park, and the Sandwich Festival.** The Division of Recreation acts as a liaison to help groups plan and organize festivals and special events.

The respondents were then asked to comment on the following probe question:

*Is diversity an issue when selecting programmers?*

Most of the respondents did not think that diversity was an issue when selecting programmers. All of these respondents indicated that they hire the best person for the job. However, one respondent claimed that "we try to get people who are appropriate for the programs; that's all unless it's people on maybe a grant [then] we'll try for diversity". There was only one respondent who indicated that he/she tried to have sufficient qualified men and women on staff.

There were three common responses provided by those individuals who perceived that diversity was an issue when selecting programmers. The responses could be classified in the following categories: **depends on the program, staff must represent the community and specialized staff is needed to offer diverse programming.** One of the respondents believed that a staff that reflects the clientele would obtain information regarding recreation preferences more readily.

**"I think it would be part of the selection process in that you are looking for someone who would be able to obtain input from the community and then use that input to develop the programs. So you have to be skilled [at] obtaining that input from a diverse community".**

The final probe tried to determine if diversity is presently dealt with in recreation programming:

*Are special populations considered?*

Most of the respondents thought that the Division of Recreation made sure programs were not prohibitive. One means used to ensure that programs were not prohibitive to special populations was the establishment of the special needs area within the Division of Recreation. There are two employees within the special needs area who help facilitate the recreational needs of seniors and the disabled. The Division of Recreation has also been actively involved in making facilities accessible to physically disabled participants.

The other group of respondents inferred that special populations were only considered to a minimal degree in recreational programming. The Division of Recreation abides by an Integration policy; thus, staff members provide assistance to special populations if needed. One respondent was concerned with the use of an Integration policy:

**"I think they're very segregated. I don't think [we have] really developed a formal policy with regards to special populations. So consequently, I think access [to] Community Centres, as far as I know, is very limited... We're basically told [to provide] full integration, but [I] don't think [the consequences] of that are understood, or [the] barriers [inherent in it] are understood".**

In summary, Hall and Rhyne (1989) reported that large cities usually provide opportunities to meet the recreational needs of diverse groups. However, there are varying perspectives on the degree to which diversity is dealt with by the Division of Recreation. It seems that the Division of Recreation is only diverse in some areas, that is, age, handicap and sex. The respondents consistently referred to these areas when asked if diversity was already presently dealt with in

recreation programming.

The reviewed literature reveals that most large cities have developed policies or procedures in order to accommodate the needs of particular ethnic or cultural groups. The only policy that the respondents mentioned was the Integration policy, but this was usually in reference to handicapped participants. Thus, it seems that all diverse groups are expected to adapt to the needs of the majority in recreation programming. It was indicated that no programs prohibit diverse groups from participating, but no evidence was given either to support the view that diverse groups were encouraged to participate in recreation programming offered by the Division of Recreation. Nevertheless, the Division of Recreation does employ staff members who help facilitate people with special needs into recreation programs.

The festival question was inserted into the interview guide as a probe because the City of Windsor hosts festivals that provide recognition to ethnic groups in the community. It was hypothesized that this may be the City's contribution to servicing ethnic groups. The research results are not conclusive enough to support this hypothesis. The Division of Recreation does, however, assist groups in the planning and organizing stages of special events and festivals.

There is no financial assistance available to diverse groups, other than those who are economically disadvantaged. Diverse groups are expected to pursue support for recreation programming by applying for government grants.

The report done by Hall & Rhyne (1989) also indicated that diverse

groups claimed that they would participate more in recreation programming if the programs were staffed by people of their own group. There were only a few respondents concerned with mirroring diversity in the community within their staff personnel. The rest of the respondents believed that the programmers should be hired based on their abilities and skills. It seems that perceptions about hiring staff who reflect the community, are dependent on the location of the Community Centre in the city, or the area that a staff member is responsible for servicing.

The next question tried to identify how the economic constraints of the 1990s affect the perceptions of staff about attaining diversity in recreation programming. The question was phrased as follows:

*Do economic conditions affect or will they affect diverse recreational programming?*

There were only a few respondents who did not believe economic conditions affect diverse recreational programming. A variety of reasons were provided. One respondent believed that diverse programming was still provided in hard economic times, while a second respondent professed that hard economic times affect everyone, not just one group. It was indicated by a third respondent that economic times would not affect diverse recreational programming because the City's mandate is to offer programs to all groups.

The remainder of the respondents believed that economic conditions affect or will affect diverse recreational programming. Most of these respondents mentioned the Cost Recovery policy of programming. It is exemplified in the following respondent's quote:

**"I don't know if it's a city or Department, I think it is a City policy where we cannot develop new programs unless its costs are fully recoverable... So if it is not available then you are not going to offer a new program".**

It was indicated by one respondent that the worst thing that could happen is that the Cost Recovery policy could become more enforced in core area community centres. In that case, if programs did not cover their cost they would not be offered. When there is less money available, programs geared to the majority are inevitably offered.

Two of the managers believed that economic conditions would not affect the types of programs offered when asked:

*How do they (economic conditions) affect the types of programs offered?*

It was perceived by one respondent that programs are offered that run, with the hope that they are on target when trying to meet the needs of the citizens.

Another respondent believed that economic conditions affect the types of programs offered to diverse groups.

Similar responses were given by both groups, but the administrators were more likely to indicate that the program numbers and program range would be limited. For example, one administrator claimed:

**"If we had the funding then we would provide the programs for all special populations... It's just financially, I can't do it and that's why the Department has taken the position that we will not provide that kind of programming... we would expect recreation programming for special populations to be done by various [other] agencies in the community... once [people with special needs are] ready to be integrated then we would cut the person but if they don't have the skills required to participate in the program, [then] we can't provide [those services]".**

The other responses are linked to the Cost Recovery policy. Poor

economic conditions force people to make choices in the types of recreation programs offered. The following interview passage reflects their views pertaining to cost recovery:

**"The budget is decreased. What happens is the net budget that I am talking about tend[s] to emphasize those programs that will bring you the greatest return on your dollar. So you would emphasize high revenue programs to the detriment of low revenue programs and a result [would be] that some of those could be very diverse affecting diverse groups because they are low revenue. You don't offer them any more".**

The respondents were then asked to comment on:

*How do they (economic conditions) affect the amount of government funding and financial assistance?*

The majority of the respondents acknowledged that diverse recreational programming was affected by the amount of government funding and financial assistance available. These respondents believed that there has been a reduction in government funding and financial assistance. Most of them indicated that government cutbacks have forced municipalities to cut their budgets. For example, the provincial social contract has left some positions vacant due to a lack of funding. This has affected the number of services, and the diversity of programs available. One of the respondents remarked that City Council has tried to be fair and cut back all Departments equally. A few of the respondents in this category claimed that grant programs have been cut at the provincial level. No longer are there grant programs available for new programming.

A number of the managers mentioned that economic conditions do not have an effect on the amount of government funding and financial assistance

available for diverse recreational programming. Contradicting the latter comment noted above, some of these respondents claimed that there was a correlation between poor economic conditions and the availability of financial assistance in the form of grant programs. Job creation programs have allowed for the initiation of new programming thrusts. One respondent explained that in poor economic times grant programs seem to be geared more towards diverse programming. Another respondent in this category believed that the economic conditions have not had an effect on government assistance yet; financial assistance has remained the same.

All the respondents seemed to agree that economic conditions affect the types of recreation programs offered. The question was phrased as follows:

*How do they (economic conditions) affect the number of recreation programs offered?*

The Cost Recovery policy was a underlying theme that linked the responses together. It can be seen in the following comment:

**"They decrease the number of recreation programs because, again I'm not going to take a chance on programs. If I offer a program and it only [has] three or four people interested in it then I will not run it".**

Participation numbers must cover the cost of the program before it will run.

During hard economic time some facilities are forced to close during low use hours, which affects the amount of programming offered.

The next two questions tried to detect alternative cost effective ways to program for diverse groups. The respondents were asked:

*Is there any recreation practices that you would recommend which do not*

*require additional budget allocation?*

A chart was formulated to display the variety of solutions collected (see Appendix L). Consensus among the responses was minimal. Half of the managers could not think of any practices that did not require an additional budget allocation. One manager claimed that everything has a cost associated with it. "Everything costs something in the end, you know, whether it is staff cost or... a start up fee". The responses that are similar, or that present an interesting viewpoint, are discussed in more detail below.

Both interview groups agreed that developing partnerships with other community organizations, and increasing the number of volunteers, are recreational practices which do not require an additional budget allocation. Other common responses among the administrators included offering informal recreation programming<sup>51</sup> and increasing the amount of community involvement and support. One of the administrators felt that targeting advertisements towards diverse groups would not be that costly. Another administrator recommended providing self help advice to groups so they can help themselves provide their own programming.

The final probe for this question tried to identify ways in which recreation programming costs could be reduced for diverse groups. The probe was phrased as follows:

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51 Informal recreation programming encompasses those types of programs that are low cost, such as offering facility space for pick up basketball.



*Do you have any suggestions that would reduce programming costs to diverse groups?*

Answers for this question were also condensed into chart form (see Appendix M). Only the most popular responses, and points of interest, are discussed below.

A few of the respondents in both interview groups suggested cost sharing with other organizations and fundraising as ways to reduce programming costs to diverse groups. The most common response among the administrators was the provision of partnerships to reduce programming costs. One administrator explained that she/he was not sure if you could reduce programming costs to diverse groups without reducing programming costs to all groups. This is when she/he referred back to partnerships as a way to reduce costs, through assistance and support from other groups. Another administrator believed that partnerships would avoid some of the duplication of services that currently exist in the City of Windsor. The only other common recreation programming cost reducing technique mentioned was contractual agreements<sup>52</sup>.

It was indicated by one of the administrators that the amount of, and method used to obtain information from the community should be increased and/or altered. Some community groups do not feel comfortable discussing their recreation concerns at the Annual Recreation Hearing. Thus, a small scale meeting centred around each community centre might better encourage diverse groups to express their recreation programming concerns. It was also suggested

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<sup>52</sup> Contractual Agreements primarily deal with rental groups. Rental groups sign an agreement that they will set up, and clean up the facility after an event.

by another manager that "the diverse groups either be invited, or get on some councils or groups like that, then through the voice of many their needs can be met".

An interesting point of view was expressed by an administrator. This administrator believed a scholarship fund should be established, "where people could donate to a fund and if someone couldn't afford to pay for a program then we could withdraw out of this fund and the person could then participate". There were a couple of respondents who referred to the Cost Recovery policy. No suggestions for reducing the cost of recreation programming for diverse groups were mentioned in those cases, because of the assumption that a program must break even to be continued and or offered.

In summary, generally the respondents agreed that economic conditions affect diverse recreational programming. This research finding supports Harper and Balmer's (1990) prediction that the 1990s will be marked by increased restraint and competition for resources in the public sector. The Division of Recreation has been forced to concentrate on the economic feasibility of recreation programs, instead of concentrating on the social, personal, and environmental benefits recreation contributes to society. The Cost Recovery policy was implemented to ensure the economic feasibility of a program. The establishment of a Cost Recovery policy supports Wicks' (1992) finding that the gap between resources and demands will force the establishment of new processes to determine what is a priority. The priority, it seems, has become economic

feasibility.

Many of the respondents believed that the types of programs available were limited by economic conditions. The potential for providing diverse recreational opportunities have thus been restricted by budget limitations. Lack of funding has also affected the number of diverse recreation programs offered. In most situations, a predetermined number of participants must register in a program or else it will not be offered. Practitioners have thus been forced to limit which types of programs should be offered.

The research findings support McCarville and Kennedy's (1993) suggestion that government subsidized programming has been limited, and therefore recreational practitioners will have to find other ways to subsidize programming. The practitioners must decide how additional recreational servicing will be paid for in the future. The respondents provided a variety of responses to this question. They were well aware of alternative solution that could be used to subsidize programming. However, not enough information was provided to indicate if any of these practices have been implemented.

Some of the responses recommend working together with groups or other organizations in the community to reduce the costs of diverse recreational programming. The City of Windsor Culture and Recreation Master Plan Final Report (1989) also concluded that providers of leisure in Windsor need to increase their collaboration, unity and co-operation with other recreation providers in the city. This research supports the view that collaboration, unity

and co-operation are necessary, stressing this need particularly with diverse groups in Windsor, in order to better understand and address their leisure needs.

Furthermore, it should be noted that half of the managers did not make any recommendation for diverse recreational programming which did not require an additional budget allocation. It may be possible that the managers already practice some of these recommendations, and therefore did not have any additional suggestions to make.

To identify how the provincial Ministry of Culture, Tourism and Recreation assists the Division of Recreation in providing recreational servicing, the respondents were asked:

*How do you feel the Ministry of Culture, Tourism and Recreation provides assistance or can assist you in providing diverse recreational programming?*

A few of the respondents felt that the local Ministry of Culture, Tourism and Recreation representative was a good contact person and a good source for resources. Most of the other respondents believed that the Ministry of Culture, Tourism and Recreation could provide more funding. These respondents wanted more funding through grant money, as well as, more information about the types of program funding that are available. These respondents also wanted assistance in the following areas: training staff, identifying demographic statistics, identifying trends, conducting seminars, sponsoring events and helping educate people about the benefits of recreation.

One respondent indicated that the Ministry of Culture, Tourism and Recreation has been the initial source of cut backs. However, a couple of

respondents said that the local consultant has been very supportive in obtaining grants for diverse groups in Windsor. Although respondents wanted more funding provided, it was also indicated that grant applications which were more likely to be accepted were those which addressed the needs of diverse populations.

A couple of respondents who referenced the Ministry as the source responsible for cutting back the funds for recreation programming, made reference specifically to the Wintario program established in the 1970s. The Wintario program provided sport and recreation with economic assistance. This perception is further expressed in the following interview passage:

**"The Wintario program which was there to provide assistance in terms of facilities, in terms of leadership training and in terms of direct grant assistance to groups for such things as equipment... That ha[s] all been for the most part discontinued because when the Wintario program was first introduce[d] the revenue from that was to go into recreation, cultural needs and then the [provincial] government introduced a bill to switch the unallocated portion of that over to the Trillium fund to deal with hospitals. Well, and then from there the money has been switched into Jobs Ontario with every other Ministry so that recreation has now been lost in the shuffle and the amount of grants, the amount of money for leadership training and the amount of money for facilities and equipment had declined dramatically. So that in effect what's happened is that they become a self fulfilling prophecy and there doesn't seem to be a need for recreation".**

Another respondent noted that the present provincial funding system was very political in nature. There were only two respondents who claimed that the Ministry of Culture, Tourism and Recreation does not help them provide diverse recreational programming.

The next probe asked was:

*Could you benefit from more advice and consultation*

from the Ministry of Culture, Tourism and Recreation in providing diverse recreational programming? The majority of the respondents indicated that they could benefit from more advice and consultation. A few of these respondents remarked that the local consultant does a good job and is always available when needed. The remaining respondents just listed the areas in which they would like more advice and consultation. These areas were: community development ideas, the direction of the Ministry, training (i.e. sensitivity), recreation trends in other cities, grant application techniques, cultural awareness, and diverse programming. There were only a couple of respondents who did not feel that they could benefit from more advice and consultation from the Ministry.

The respondents were then asked:

*Could you benefit from assistance in designing programs?*

There were only a couple of respondents who did not believe that they could benefit from this type of assistance. One of these respondents indicated that people should be aware of the services other organizations offer. This perception is expressed in the following quote:

**"Right now things are defined and I think it's important not to make things muddy and not encroach on certain people's territories and to be very sensitive to that... my mandate is [the] general public".**

The rest of the respondents indicated that they could benefit from assistance in designing programs geared to specific groups. One respondent remarked that she/he would like more assistance because the Division is trying to

make some staff members adopt more of a facilitator role. Thus, this respondent would benefit from information that teaches her/him to be more consultative in recreation programming. The remainder of the respondents would benefit from assistance in the following areas: inner city youth, ethnic temperament, seniors, sexual orientation, handicapped, grants, and obtaining input from the community.

The final probe asked was:

*Would you like to be provided with more research? In what area?*

Only four of the respondents did not want to be provided with more research. One respondent just wanted to receive more funding from the Ministry. The remainder of the respondents tended to list the specific areas from which they would like to see research.

One common area where the respondents would like to see research done is trends; more specifically, research that identifies current trends in other communities, provincially and nationally. For example, what are other communities doing for race and ethnic diversity? A few other respondents expressed the need for practical research in recreation. This perception is conveyed in the following quote:

**"The problem with universities, the biggest problem is that the professors and the masters and Ph.D. students do a thesis, publish a paper in some obscure journal and the people in the field that could benefit from it never hear about it... If they have done some really good work that could benefit people in the field they should send the papers around; maybe not to the individuals but at least to the organizations... A lot of time [the] we never hear about it".**

The other areas mentioned included: youth, cultures, ethnic changes in the population, seniors, sexual orientation, feasibility studies, training programs, staff training, focus groups and grant programs to hire staff. One respondent proclaimed that all practitioners should work together because they all are striving for the same goal, to provide recreation services to the community.

In summary, according to the National Recreation Statement (1987) the provincial Ministry of Culture, Tourism and Recreation provides leadership assistance and recognition to municipalities to develop and maintain the recreational system. The Ministry of Culture, Tourism and Recreation has committed itself to identifying trends to keep recreation policies current, to increase diversity in recreation, and to provide resources to municipalities.

The respondents in this study did not, however, make reference to the need for more leadership assistance<sup>53</sup>. Generally, there was a perceived need for more grant assistance from the Ministry. Research findings also did not support the claim that the Ministry of Culture, Tourism and Recreation was committed to identifying recreation trends, as trends was one of the main areas that respondents identified as an area where they needed resources.

The National Recreation Statement also noted that increasing diversity in recreation was one of the Ministry's main concerns. These research findings

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53 It should be noted that the respondents generally believed that the local consultants in the Ministry of Tourism and Recreation were very supportive and helpful. There were only a few respondents who alleged that the Ministry does not provide any assistance for diverse recreational programming.



indicate that the majority of the respondents would like more assistance designing programs for specific groups, as well as advice and consultation dealing with specific groups, and research regarding recreational needs of certain groups.

Finally, the National Recreation Statement also maintained that the Ministry was committed to providing resources to municipalities. A couple of respondents indicated that the Ministry was the source of all the cut backs, because they have also been affected by budget cuts. The written resources supplied to recreation practitioners have also declined. Most of the respondents indicated that they would like to be provided with more research, but this research should be practical in nature.

Hall and Rhyne (1989) found that large sized cities (such as Windsor) felt that the Ministry could provide more assistance to organizations to help them design programs which are sensitive to the needs of different backgrounds. Large sized cities would also like to see more staff grants and training assistance. This research indicates that these findings can be applied to the issue of diversity, more generally, in Windsor.

### Summary

In general, similar replies were obtained from managers and administrators in the recreation programming section. However, there were a few differences between the managers and administrators. The managers tended to provide answers that reflect the community that they were servicing. This became evident when the managers were asked to identify how the Division of Recreation informs

the public about the types of recreation programs offered. The managers were also more inclined to list advertising techniques that pertained to personal interaction with clientele.

The managers' opinions differed from those of the administrators as to what assistance the Division of Recreation provided to their clientele, to encourage representation from diverse groups in recreation programming. As well, about half of the managers could not think of any recreation practices that did not require an additional budget allocation. They inferred, instead, that they would have already thought of and implemented any recreation practices that did not require an additional budget allocation.

Generally, the responses provided by the managers and administrators were similar. The respondents felt that the majority of the clientele serviced in recreation was diverse. Once the respondents were asked to comment on the composition of these same clients, in relation to the operational definition of diversity, their perceptions changed. The respondents were not aware of any documentation that identified the composition of the clientele in respect to the operational definition. This supports the research of Lynch and McCarney (1981), which claimed that most recreation departments are not prepared to deal with a changing recreation system.

The majority of the respondents were taken by surprise when asked to comment on the sexual orientation of the clientele. It seemed that this question made the respondents very uncomfortable. The common response given by the

respondents was that they did not know, or care to know about someone's sexual orientation. However, it is interesting to note that one respondent indicated that she/he did not have a problem with someone's sexual orientation unless it led to deviant behaviour. The same concern was not, however, expressed for heterosexual individuals, even though abuse is commonly known to happen among heterosexuals as well.

Half of the respondents were indecisive as to whether or not there have been policies developed to guide recreation programming, while the other respondents claimed that there were policies in existence. The Division of Recreation has not developed a standard document to incorporate all the policies mentioned by some of the respondents. It was assumed by the respondents that diversity plays a role in informal recreation programming, because recreation in Windsor is driven by the needs of the community. Recreation policies dealing specifically with the issue of diversity are practically non-existent in the Division of Recreation.

The Division of Recreation has not implemented a standardized system to determine the types of recreation programming that should be offered. The criteria presently used to guide recreation programming was perceived to be very informal, and based on trial and error. There was little agreement among the respondents as to whether or not the criteria used to determine what recreation programming is, was consistent, or changes each time a program is eliminated. Recreation programming is to a large extent based on the cost efficiency of a

program. However, there was some indication that new recreation programming initiatives do not have to abide by the cost recovery policy when they are initially introduced.

The respondents provided examples of a broad range of advertising techniques used by the Division of Recreation. However, most of the advertising techniques were not geared toward diverse individuals or groups.

The majority of the respondents believed that the Division of Recreation provides assistance to encourage representation from diverse groups in recreation programming. It was suggested that the Division of Recreation was concerned with providing diverse recreational opportunities geared towards specific groups in order to meet the needs of the City of Windsor. For example, the Division of Recreation provides economic assistance, and ensures accessibility is provided into facilities. However, the Division of Recreation does not provide publications and services in other languages, or transportation assistance to diverse groups. Most of the respondents also indicated that the Division of Recreation seems to target specific types of activities in accordance with the following dimensions: age, sex and handicap (specifically, physically disabled).

Some respondents believed that diversity in recreation programming has only been supplied for select groups, while others indicated that the Division of Recreation always tries to meet the needs of the City of Windsor. Thus, these latter respondents felt that diversity is automatically dealt with in recreation programming. As well, the Division of Recreation acts as a liaison with groups to

help plan and organize special events and festivals. It thus did not seem that the Division of Recreation specifically dealt with diversity in recreation programming, but rather the majority of the respondents made sure programs were not prohibitive to special populations, through the acceptance of an Integration policy.

There was a general consensus among the respondents that economic conditions affect or will affect diverse recreational programming. Generally, the respondents agreed that economic conditions affect the types of programs offered, the amount of government funding and financial assistance available, and the number of programs offered in terms of diverse recreational programming. Economic conditions have also forced the Division of Recreation to adopt a Cost Recovery policy, to ensure that program costs are covered.

Generally, all of the respondents wanted the Ministry of Culture, Tourism and Recreation to provide more assistance to help provide diverse recreational programming. However, the Ministry itself has experienced budget restraints, which in turn has affected the amount of funding that can be made available to recreation service providers. All of the respondents indicated that they could benefit from more advice and consultation, from assistance in designing programs geared to specific groups, and from more research through the Ministry of Culture, Tourism and Recreation.

The majority of the respondents in this research study are only aware of recreation programs designed to serve the needs of certain groups identified in

the operational definition of diversity, such as age, sex and handicap. Tisshaw (1993) reported that recreation services often forget to service certain groups. The study conducted by Hall and Rhyne (1989) maintained that the majority of the respondents in their study were not aware of programs designed to serve people of different backgrounds, nor had organizations requested changes in policies or procedures to accommodate the needs of a particular ethnic or cultural group. Respondents in this study, as well, did not indicate any policies which have been developed to meet the needs of a particular ethnic or cultural group.

In a report published by the Ministry of Culture, Tourism and Recreation (1991), obstacles which inhibit Ontarians from participating in recreation programming were identified. The following obstacles were found in the Ministry's report and in this research as well: people had difficulty reaching a facility, there was a lack of programs or activities that cater to particular interests, and activities were unavailable in participants' preferred language. However, the Division of Recreation has been working towards eliminating one of the obstacles mentioned in the report, by making facilities more accessible. Hall and Rhyne (1989) pointed out large cities, such as Windsor, are more likely to provide services in other languages. This research did not support Hall and Rhyne's (1989) findings.

Harper and Balmer (1990) presumed that the economic conditions of the 1990s would affect recreation programming. The respondents in this study agreed

with this assumption. The Division of Recreation has been forced to concentrate on the economic feasibility of recreation programs, instead of concentrating on the social, personal, and environmental benefits which recreation contributes to society.

The Division of Recreation has established a Cost Recovery policy to determine which recreation programming should be a priority in Windsor. This finding fits with Wicks' (1992) assertion that recreation organizations have to establish procedures that in order to determine priorities in recreation programming.

The Division of Recreation does not appear to maintain any records on the composition of the clientele they service. The researcher is unsure if the Division of Recreation is aware of the diversity of their clientele. Neider (1990) insisted that understanding the diversity of the clientele is necessary for the development of programs that recognize different populations from various backgrounds. Thus, there is a need to develop records in the Division of Recreation which document the diversity of their clientele.

Hall and Rhyne (1989) alleged that large groups, such as Windsor, usually provide opportunities to meet the needs of diverse groups. The Division of Recreation seems to meet the needs of certain diverse groups, which differ by age, sex and/or handicap. The reviewed literature also revealed that diverse groups would participate in recreation programs if they were staffed with people similar to themselves. In contrast to this, most of the respondents interviewed

believed that the most qualified person for the job should be hired to instruct recreation programs. In other words, reflecting the make up of the community in staffing was not a major concern for the majority of the respondents.

The National Recreation Statement (1987) proclaimed that the provincial Ministry has committed itself to identifying trends, keeping recreation policies current, increasing diversity in recreation, and providing resources to municipalities. The respondents indicated that they would like the Ministry to provide more information on recreation trends, more information on designing programs geared to specific groups, and more research on the recreation needs of diverse populations. It should be added, however, that the recreation statement may have changed since this report was published, due to a change in government structures.

Hall and Rhyne (1989) determined that most large cities did not have policies or procedures guiding recreation decisions for ethnocultural groups. This research indicates that these findings are also applicable to the issue of diversity more generally. Further research should be conducted to confirm the relationship between the results found in Hall and Rhyne's study, and the various dimensions of diversity examined in this study.



## CHAPTER IV

### Summary, Conclusions, and Recommendations

#### Summary

The purpose of this study was to analyze perceptions about strategies and methods used by the Division of Recreation in the City of Windsor, for creating diverse recreational opportunities which meet the demands and needs of the citizens of Windsor. Since there has been a link established in the literature between having a diverse staff, and the likelihood of servicing a diverse clientele, this study examined both recreation staffing and recreation programming in the Division of Recreation. The respondents in this study can be generally characterized as slightly more female than male, English speaking, European, able-bodied, University educated, and between the ages of 36 and 45.

The information needed for this study was gathered through the use of an interview guide (see Appendix F). The interview guide was formulated using issues identified through the reviewed literature. The interviewees were divided into two categories: those who do not have direct contact with participants of recreation services (the administrators), and those who do (the managers). Three areas of focus for questioning were used in this study: background questions, recreation staffing questions, and recreation programming questions. The data collected from the interviews is summarized below in light of the research questions.

The initial research question was:

*What formal strategies and recreation policies exist for addressing diversity within the Division of Recreation?*

Only policies that were actually obtained from the Division of Recreation, or the Human Resource Department are addressed in this question.

Formal strategies that the Division of Recreation's employees adhere to, in respect to recreation staffing, were first obtained from the Human Resource Department. The Division of Recreation is covered under the: Ontario Human Rights Code, Pay Equity Act, and uses an Employment Equity Policy Statement (see Appendix H) and a Workplace Harassment Statement (see Appendix I).

Copies of the organizational policies which guide recreation programming were obtained from a senior administrator; these were the Purpose and Goals Statement, Schedule C's, and the 1992 Accomplishments-1993 Objectives document. The Division of Recreation does not have any formal strategies for specifically addressing the issue of diversity in recreation programming.

The second research question was:

*What informal and formal strategies does each Division of Recreation employee perceive exists when addressing diversity within the organization?*

Informal strategies which the researcher had not received written documentation of, were addressed in this research question along with formal policies noted above. The respondents were indecisive as to whether or not a formal strategy was used to increase diversity among the staff. Some of the administrators seemed to think there was a formal strategy to increase diversity among the staff, while the rest of the respondents did not think such a strategy existed.

The majority of the respondents were not aware of, and had little knowledge about, legislation that addresses staff diversity. The respondents tended to rely on the Human Resource Department to inform them about the legislation followed by the organization. However, when asked to identify provincial legislation, the respondents mentioned the Human Rights Code, Employment Equity, and the fact that the City of Windsor is an Equal Opportunity Employer. There were mixed reports as to where this information was located within the Division of Recreation.

The respondents indicated that the Division of Recreation has an Education policy, and a Training policy. Additional support to increase staff members' skills was also provided to all staff as needed. In addition, the Division of Recreation has been committed to making facilities accessible for staff as well as their clientele. Every year a portion of the Division's budget goes towards making facilities accessible.

Decision making procedures of the Division of Recreation were seen to be dependent on the type of decision, as well as the implication of the decision for the Division and the City of Windsor. Depending on the type of decision, a bottom up approach, or top down approach to decision making was used. The top down approach seemed to be employed when policies were distributed from senior administrators. Staff only seemed to be involved in the decision making procedure at lower levels. The managers were the only ones to claim that the Division of Recreation has used this decision making process (top down approach

and bottom up approach) to deal with diversity issues.

The majority of the respondents did not know of any standardized document used to guide recreation programming. They felt, however, that the Division of Recreation informally tries to meet the needs of the community. A few of the respondents referred to the Mission Statement, Schedule C's, the Goals and Objectives Statement and the Master Plan as policies that guide recreation programming.

The criteria used to develop which types of recreational programming should be offered, is very informal. Generally, the criteria used is based on how the managers and administrators perceive that they can meet the needs of the community. Only one respondent used the Community Development Model, which tries to get groups interested in using the Community Centre in a way that suits their interests. The rest of the respondents relied on a Programming Model, where they provide programming and people come to the program. However, the respondents did indicate that the Division of Recreation uses a Cost Recovery policy to guide recreation programming. A Cost Recovery policy focuses on the ability of a program to cover its operating expenses.

The Division of Recreation does have an Economic Assistance policy. The Economic Assistance policy provides assistance to economically disadvantaged individuals so that they can participate in recreation programming. The Division of Recreation also abides by an Integration policy; thus, no separate programming is provided to diverse groups.

In relation to the second research question, the following informal strategies were identified for addressing diversity within the Division of Recreation: 1) the amount of staff involvement in decision making, which is dependent on the type of decision and the implication of the decision for the Division of Recreation and the City of Windsor, and 2) the Division of Recreation's mandate to meet the needs of the community in recreation staffing and recreation programming. Additional policies followed by the Division of Recreation in recreation staffing and recreation programming, which could impact on the issue of diversity, were also identified: an Education policy, a Training policy, an Accessibility policy, a Cost Recovery policy and an Integration policy. The researcher is not aware of how formal the Cost Recovery and Integration policies are, however.

The third research question dealt with the perceptions of the staff:

*What is the Division of Recreation staff's perception on the advantages, or disadvantages of diversity in recreation staffing and programming?*

The majority of the respondents assumed that recreation staffing and recreation programming benefited from using the principle of diversity. Each interview question that addressed the staff's perceptions towards recreation staffing and programming are discussed below.

The respondents were asked if the work environment benefited from utilizing the principle of staff diversity. Negative and positive effects of diversity on the work environment were identified by the respondents. However, the majority of the respondents believed the work environment benefited from

utilizing the principle of staff diversity.

It was indicated by the respondents that staff diversity provides a wider range of problem solving approaches, because staff members have a richer base of experience from which to draw when making decisions. More ideas are thus generated by a diverse staff, and the creativity level of problem solving seems to increase. Those who accept the principle of diversity also tend to be more aware of different perspectives, which can help provide a broader range of recreation programming. A diverse staff would mean that the Division of Recreation's staff reflects the composition of the community, and thus would be better able to meet the needs of the citizens. Diverse staff members could also help overcome the problem of language barriers among the staff and their clientele, if they had knowledge of a second language. Finally, a diverse staff could help educate people, by making people aware of individual differences.

Respondents perceived that the quality of services offered their clientele would be improved through the insights of a diverse staff, who would help to better meet the programming needs of the community. The public relations image of the Division of Recreation would also improve, because it would be easier to serve a wide variety of people when you have different kinds of people on staff. Services provided to the clientele would also occur in a more relaxed atmosphere, because the clientele would be more comfortable with a staff that reflects itself.

The major problems identified with staff diversity centred around group

cohesiveness. People have been socialized to either appreciate or fear differences. People are attracted to, and feel more comfortable with people who have similar backgrounds. In other words, people have a comfort zone and some people are just not ready to deal with diverse groups. There were only a couple of respondents who did not believe that diversity would have an effect on the work environment.

The respondents were then asked if they thought recreation benefited from utilizing the principle of diversity. A few of the respondents believed that diversity was presently dealt with in recreation, and therefore was a non-issue. The remainder of the respondents believed that recreation benefited from utilizing the principle of diversity.

It was indicated that recreation provides a non-threatening environment that can be used to provide an awareness of other groups. Using the principle of diversity in recreation would also ensure that recreation reflected the needs of the community. As the needs of the community are reflected, participation rates would increase, which would lead to increased revenue and employment opportunities. People would learn to appreciate differences through their exposure to diversity in recreation, and begin to work together as a team. There would also be a variety of perspectives present from members of diverse groups, which could be used to develop a broader range of opportunities for recreation programming.

The final research question tried to identify barriers that existed when

addressing diversity in recreation staffing and recreation programming.

*What are the perceived barriers that the Division of Recreation's staff face when addressing diversity in the workplace, and in the provision of recreation services?*

Interview responses in terms of the recreation staffing section will be reviewed first, followed by responses dealing with recreation programming.

The Division of Recreation does not provide any additional support geared specifically toward aiding diverse staff members in increasing their skills; all staff members in the Division of Recreation are treated the same. Language training is not provided to employees, but the Division of Recreation does have a list of employees who speak different languages, which is distributed to all employees. Staff members can call employees on this list if they need help communicating with other staff and their clientele. Skill building techniques are provided in an integrated setting. Although training is the same for all staff, it is unclear whether the Division of Recreation has examined its employment policies and procedures to ensure they are free from biases.

The respondents were asked how they felt the economic conditions affect, or will affect diversity in staffing. The replies were not specific to a diverse staff, but rather to staff in general. Initially, the respondents did not perceive that diversity in staffing was affected by economic conditions, because applicants are hired based on their qualifications. However, the respondents later noted that economic conditions affect government funding and financial assistance available for diverse staffing, and thus the number of people hired and the types of services



offered by the Division of Recreation.

There were several cost implications mentioned in relation to diversity. Cost implications noted by the respondents centred around the accommodation of diverse employees in terms of the existing work environment, such as additional training, material in other languages, and modification of work stations.

The attitude of some of the respondents towards the sexual orientation dimension of diversity poses a potential barrier to people who are not heterosexual. Most of the respondents were uncomfortable, and hesitated when asked to comment on the composition of the staff and clientele in respect to the dimension of sexual orientation. In addition, one respondent stated that one's sexual orientation (inferring homosexual orientation) did not matter unless it was expressed in the form of deviant behaviour. This same concern did not seem to be evident for heterosexuals, however, even though, for example, abusive behaviour has been known to occur among heterosexuals. Therefore, possible stereotypes may exist in the Division of Recreation in respect to one's sexual orientation.

The Division of Recreation uses a broad range of advertising techniques to inform the public about the types of programs offered. However, there does not seem to be a lot of advertising techniques geared to diverse individuals or groups. This could create barriers for some groups, such as those who cannot speak English.

The Division of Recreation seems to concentrate on providing special

services to seniors, and to the physically disabled. The majority of the recreation programming provided adheres to an Integration policy. Thus, diverse groups are expected to adapt to the needs of the majority of clients in recreation programming. No transportation services are provided for participants. It appears that publications and services were only provided in other languages for special events, or when a diverse group worked directly with the Community Centre managers to provide this service.

Individuals interviewed were asked if diversity was presently dealt with in recreation programming. Some of the respondents indicated that no group is prohibited from enrolling in recreation programs offered by the Division of Recreation. However, an Integration policy means that special populations are dealt with to a minimal degree. The Division of Recreation tends to concentrate on supplying services in light of the dimensions of age, sex and physical handicap.

The respondents believed that economic conditions affect the types of services offered by the Division of Recreation. Economic restraints have forced the Division of Recreation to adopt a Cost Recovery policy. The use of a Cost Recovery policy usually forces choices among the types of programs offered. The programs serving a larger number of participants seem to be offered, at the expense of smaller programs which are usually directed towards diverse groups. The Division of Recreation has thus been forced to concentrate on the economic feasibility of recreation programs, instead of concentrating on the social, personal, and economic benefits of recreation.

The respondents were asked to explain how they felt the Ministry of Culture, Tourism and Recreation provides assistance or can assist them in providing diverse recreation programming. The Ministry of Culture, Tourism and Recreation was seen by some respondents as the source of all the cut backs in funding for recreation programming. All respondents would like to be provided with more advice and consultation, assistance in designing programs geared towards specific groups, and more research in regards to diverse recreation programming from the Ministry. However, it seems that the Ministry's budget has been cut also; therefore, it seems that they cannot necessarily supply these services.

There were several barriers identified in the Division of Recreation's staffing and programming practices. The following list condenses all the barriers discussed:

- The policies and procedures guiding the Division of Recreation's staff may systematically discriminate against some groups.
- The economic conditions of the 1990s have affected the amount of staff hired, staffing grants and the types of services offered by the Division of Recreation.
- Staff diversity may be affected by the cost implications associated with accommodating a diverse staff.
- People who's sexual orientation is not heterosexual may be perceived negatively because of stereotyping.
- The advertising techniques used by the Division of Recreation are not geared towards diverse individuals and groups.
- Participants may face obstacles to involvement in recreation programming, such as the availability of transportation, and the unavailability of

information in other languages.

- The acceptance of an Integration policy means the Division of Recreation generally expects diverse groups to adapt to the needs of the majority.
- The economic conditions of the 1990s have also affected recreation programming. Programs must abide by a Cost Recovery policy.
- Budget constraints experienced by the Ministry of Culture, Tourism and Recreation may have limited some of the assistance they can provide in terms of diverse recreational programming.

Initially, it was hypothesized that there might be differences between the two interview groups, administrators and managers, because of the different job functions that they perform. The managers were perceived to have direct contact with participants, while the administrators were perceived to be those who do not have direct contact with participants. The majority of the responses provided by the managers and administrators were similar, however, and formed the basis for the generalizations made in reference to the research questions. However, there were a few differences between the managers and administrators.

Generally, the managers were more inclined to leave recreation programming the same. Administrators, on the other hand, were more likely to claim that they would provide more diverse recreation programming if they were in charge. Most of the managers could not identify any recreation practices that did not require an additional budget allocation. Most likely, the managers already think that they are providing diverse recreation opportunities, and thus diversity is not an issue. The managers also tend to be only aware of the community that they directly service.

In the recreation staffing section, administrators were more likely to indicate that a formal policy existed to guide recreation staffing. Some of them also believed that municipal bylaws existed to guide the hiring of employees. In addition, administrators tended to believe that staff interactions and staff cohesiveness were affected by staff diversity.

The managers were more inclined to indicate that the best person gets hired for a job. They were less aware of the legislation that guides diverse staffing. Managers tended to believe that economic conditions do not affect diversity among the staff. It was indicated by the managers that diversity issues have been dealt with at past staffing meetings.

Outlined next are comparisons between the reviewed literature and the findings of this study. This study, for example, indicated that the Division of Recreation has experienced limited funding, downsizing, and budget cuts in order to deal with current economic conditions. These findings were predicted by McCarville and Kennedy (1993) in their research. The reviewed literature also identifies the benefits associated with utilizing the principle of diversity in the workforce (see Cox, 1991; Copeland, 1988; Cox, 1993; Foster et al, 1988; Cox & Blake, 1991; Mighty, 1991). This research supports the perception that a diverse staff enhances the creativity of a staff and the problem solving ability of a staff. It also should be noted, however, that a couple of potential problems with workforce diversity were identified in the research. One of the potential problems of diversity identified, was the perception that people who are similar are attracted

to each other (see Cox, 1993).

The majority of the respondents in this research study are only aware of recreation programs designed to serve the needs of certain groups identified in the operational definition of diversity, such as age, sex and handicap. Tisshaw (1993) reported that recreation services often forget to service certain groups. The study conducted by Hall and Rhyne (1989) maintained that the majority of the respondents in their study were neither aware of programs designed to serve people of different backgrounds, nor had requested changes in policies or procedures to accommodate the needs of a particular ethnic or cultural group. Respondents in this study, equally, did not indicate any policies which have been developed to meet the needs of a particular ethnic or cultural group.

In a report published by the Ministry of Tourism and Recreation (1991), obstacles which inhibit Ontarians from participating in recreation programming were identified. The following obstacles were found in the Ministry's report and were inferred in this research as well: people might have difficulty reaching a facility, there is a lack of programs or activities that cater to particular interests, and activities are unavailable in participants' preferred language. However, the Division of Recreation has been working towards eliminating one of the obstacles mentioned in the report; that is, making facilities accessible. It should be noted that Hall and Rhyne (1989) established that large cities, such as Windsor, are more likely to provide services in other languages. This research did not support Hall and Rhyne's finding.

Harper and Balmer (1990) presumed that the economic conditions of the 1990s would affect recreation programming. The respondents in this study agreed with this assumption. The Division of Recreation has been forced to concentrate on the economic feasibility of recreation programs, instead of concentrating on the social, personal, and environmental benefits which recreation contributes to society.

The Division of Recreation has established a Cost Recovery policy to determine which recreation programming should be a priority in Windsor. This finding fits with Wicks' (1992) assertion that recreation organizations will have to establish procedures to determine priorities in recreation programming.

The Division of Recreation does not seem to maintain any records on the composition of the clientele they service. The researcher is thus unsure if the Division of Recreation is aware of the diversity of their clientele. Neider (1990) insisted that understanding the diversity of the clientele would be necessary for the development of programs that recognize different populations from various backgrounds. Thus, there is a need to develop records in the Division of Recreation which identify different populations.

Hall and Rhyne (1989) alleged that large cities, such as Windsor, usually provide opportunities to meet the needs of diverse groups. The Division of Recreation does seem to meet the needs of certain diverse groups, based on age, sex and handicap differences. The reviewed literature also revealed that diverse groups would participate in recreation programs if they were staffed with people

similar to themselves. In contrast to this, most of the respondents interviewed believed that the most qualified person for the job should be hired to instruct recreation programs. In other words, reflecting the make up of the community in staffing was not a major concern for the majority of the respondents.

Hall and Rhyne (1989) determined that most large cities did not have policies or procedures guiding recreation decisions for ethnocultural groups. This research indicates that these findings are also applicable to the issue of diversity more generally. Further research should be conducted to extend the results found in Hall and Rhyne's study, to the various dimensions of diversity examined in this study.

This research did not indicate the internal costs associated with diversity, such as staff turnover and staff absenteeism, which were mentioned by Cox (1993) in the reviewed literature. This research also did not examine whether or not diversity increases an organization's flexibility; that is, if policies and procedures governing the operations of the Division of Recreation have become broader to encompass all individual differences within the organizational structure, to make it more flexible.

This study did not identify barriers faced by the staff when addressing diversity in the workplace, such as the communication barriers that can exist among diverse staff members. In addition, only one of the administrators indicated that he/she tries to avoid the duplication of recreation services in Windsor. Duplication of services has, however, been mentioned in the City of



Windsor Culture and Recreation Master Plan Final Report (1989) as an area of weakness in the City of Windsor.

The National Recreation Statement (1987) proclaimed that the provincial Ministry has committed itself to identifying trends, keeping recreation policies current, increasing diversity in recreation, and providing resources to municipalities. The respondents of this study indicated that they would like the Ministry to provide more information on recreation trends, more information on designing programs geared to specific groups, and more research on the recreation needs of diverse populations. It should be noted that the recreation statement may have changed since this report was published, due to a change in government structures.

There was not sufficient data to determine if cultural dominance exists in the Division of Recreation. Further studies are needed to indicate the degree to which staff members are expected to conform to the traditional standards set in the work environment. Furthermore, studies should be done to determine the need for language training in an organization, as there was a suggestion by one respondent that this issue is becoming relevant in the core areas of Windsor.

## Conclusions

This study was exploratory in nature. The study examined the perceptions of the City of Windsor's Division of Recreation managerial staff towards the issue of diversity, and the effect of diversity on recreation staffing and recreation programming. While this study cannot be generalized to all municipal recreation providers, it does provide insights into the perception about diversity that exist currently among the respondents in this study.

The interviewees lacked an understanding of Division of Recreation's policies and strategies guiding recreation programming. There also seemed to be a lack of awareness of informal strategies, such as criteria concerning what recreational services should be supplied to the citizens of Windsor. Respondents were also, generally, not aware of legislation that the Division of Recreation adheres to in terms of recreation staffing.

Some of the questions in the interview guide were directed towards identifying the Division of Recreation staff's perception on the advantages, or disadvantages of diversity in recreation servicing and recreation programming. The majority of the respondents believed that the work environment benefited from utilizing the principle of staff diversity. However, when the respondents were asked if they would do anything different in recreational staffing if they were in charge, in terms of diversity, they claimed that they would keep the policies that were presently in use, since the goal of the Division of Recreation is to meet the needs of the community. In addition, only a few of the respondents were

concerned about representing the composition of the community in staffing. Not surprisingly, respondents believed that everyone is treated the same; in other words, the best person for the job is hired.

The research provides evidence that the Division of Recreation lacks an awareness of the impact of the changing demographics on the recreation services provided to the clientele. Initially, all respondents perceived recreation staffing and recreation programming to be diverse. Once the respondents were asked to comment on the composition of the staff and clientele serviced, however, in terms of each dimension of diversity, these perceptions changed. There was a tendency for the respondents to assume that sex and age diversity among the staff meant that the staff was diverse.

The main perceived barrier that the Division of Recreation faces in the provision of diverse recreation staffing and recreation programming is economic constraints. Economic feasibility seems to be an underlying theme present in the data; respondents made reference to economic restraints in questions that were not even directed towards identifying barriers. The economic conditions seem to have forced the Division of Recreation to rely on a Cost Recovery policy for determining if staffing and programming changes are economically feasible.

Economic conditions may thus be the foundation for most of the barriers indicated in this study. The greatest number of barriers existed in the recreation programming section. Most of the barriers were associated with the Cost Recovery policy; that is, the ability of program fees to cover the expenses of a

program. For instance, the following barriers can be linked to the economic feasibility of recreation staffing and recreation programming: lack of services, transportation, integration, publications and services in other languages, concentration on certain dimension of diversity in programming, general advertising techniques, and the number of staff hired. Economic conditions have also been perceived to affect the assistance which the Ministry of Culture, Tourism and Recreation can provide for diverse recreational programming.

Demographic changes are a reality in Canada. The demographics of Canada are changing nationally, provincially and regionally. The concept of diversity has been accepted in federal and provincial legislation, such as the Charter of Rights and Freedom, the Ontario Human Rights Code, and Multicultural policies. The establishment of this legislation indicates that the Canadian government is committed to providing equal opportunities for all individuals regardless of their background.

Recently, the provincial government of Ontario implemented an Employment Equity Act, which became effective in September 1994. The Employment Equity Act addresses the provincial government's concern about systematic discrimination<sup>54</sup> in the workforce. The Act provides specific requirements to ensure equity will be obtained in Ontario's workforce.

In the past, most of the provincial legislation did not require private sector

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54 The document A Guide To The Ontario Human Rights Code, 1981, defines systematic discrimination as, "practices that are not openly discriminatory but are discriminatory in their effect" (p. 6).

organizations to abide by the same guidelines as public sector organizations. The Employment Equity Act affects all private sector employers with 50 or more employees. The ultimate goals of the Employment Equity Act are:

- A representative workforce throughout the organization which reflects the diversity found within the community from which your organization recruits; and
- Employment systems, policies and practices which work well for all employees (Weiner & McDowell, 1994: p. 4).

The main reason why this legislation has been established is because most North American organizations were designed when the workforce was more homogenous; in other words, the traditional white male able-bodied workforce. "Employment equity is meant to ensure that while the workplace continues to operate for this group, they also meet the needs of members of racial minorities, Aboriginal peoples, women and persons with disabilities" (Weiner & McDowell, 1994: p. 5).

The Employment Equity Act requires organizations to develop policies that relate to the diversity of the staff. An organization is thus required to continually implement, monitor, and develop a plan that will achieve equity among the staff. The implementation process is to be constantly evaluated until Employment Equity is achieved. If no minority groups apply for positions, the Employment Equity Act recognizes the need for organizations to institute outreach recruiting measures to encourage minority groups to apply (Weiner & McDowell, 1994).

The interviews for this study were conducted prior to the implementation of the Employment Equity Act. However, the implementation of an Employment

Equity Act has been proposed since 1993. Organizations have thus been made well aware of this legislation, and were requested to provide input for the final draft which was implemented on September 1, 1994. The respondents should, accordingly, have been aware that this legislation was in process.

The implementation of the Employment Equity Act demonstrates an awareness, by government, of the importance of achieving diversity in the workforce. Thus, the issue of diversity is a concern for the future. Organizations will be required by law to address the issue of diversity in their organization; this includes the Division of Recreation.

### **Recommendations**

Due to changing demographics, dominant cultures (English and French Canadians) in Canada will have to accept the fact that the needs and wants of various groups differ from one another, and should be accommodated through all aspects of life including recreation. This study has analyzed the effects of diversity on recreation staffing and recreation programming. The results of this study have provided both theoretical and practical insights that can be used to formulate recommendations for future studies.

#### **Theoretical Recommendations**

1. There was an abundance of information collected in this study, which indicates that there is much more information that can be collected on diversity in recreation than presently exists. The information collected covers much more

than the scope of this study. Therefore, research in this area must continue to document the effect of diversity on recreation staffing and programming.

2. A study should be conducted which examines if the clientele which uses recreation services of the Division of Recreation, perceives recreational opportunities offered to be diverse.

3. Some of the reviewed literature which examined recreation decisions for ethnocultural groups, such as Hail & Rhyne (1989), seems to apply to issues of diversity more generally. Thus, research should be completed to verify if results of these ethnocultural studies can be generalized to the issue of diversity more generally.

4. This study supports the assumption that the principle of diversity in the business literature can be applied to recreation. However, future studies should be done to continue examining the suitability of the application of the business literature to recreation.

5. This study should be duplicated using other municipal recreation service providers, to determine if research findings are similar or different in other places and/or organizations.

6. Future research studies examining diversity in recreation staffing should investigate the internal costs associated with diversity, such as staff turnover and staff absenteeism, along with the external costs associated with accommodating diverse groups in the workforce.

### Practical Recommendations

1. The Division of Recreation needs to condense all policies guiding recreation servicing into one document. An effective training program should then be followed to ensure that employees understand the relevance of the policies for recreation programming.
2. The Division of Recreation needs to examine employment policies and practices in order to look for barriers that members of diverse groups may face. The removal of barriers in the organization is now required by law through the Employment Equity legislation.
3. Demographic data which outlines the composition of the City of Windsor should be provided to all employees of the Division of Recreation. This will help managerial level employees understand the composition of the City of Windsor, and thus the diversity of their potential clientele.
4. Each manager and administrator in the Division of Recreation should accept responsibility for becoming aware of legislation that addresses staff diversity. Diversity is no longer an issue that can be voluntarily addressed by an organization; organizations are now required by law to work toward diversity in staffing.
5. Administrators and managers should implement some of the suggestions that were given to reduce programming costs to diverse groups.
6. The Division of Recreation should develop focus groups with diverse groups to identify their recreation needs. This will help clarify whether diverse



groups supply their own recreation services because of participation barriers that they feel exist within the Division of Recreation, or if diverse groups actually prefer to offer their own recreation programming.

7. An analysis of the policies and structures guiding recreation programming needs to be completed, to determine if barriers exist that prevent certain diverse groups from participating in recreation programming.

8. Since there was a suggestion that communication problems are becoming more evident in the core area facilities, the Division of Recreation should consider the need for language training, and providing publications and service in other languages, in the future.

## **APPENDIX A**

### **List of Employees Interviewed**

The Department of Recreation employees interviewed will be,

Commissioner: Lloyd Burrige

Director of Recreation: Adele Kon

Recreation Co-ordinator Community Centres: Keith Simison

Recreation Co-ordinator Aquatics: Beth Clark

Recreation Co-Ordinator Seasonal Facilities: Jan Wilson

Naturalist: Paul Pratt

Manager Mackenzie Hall: Merry Ellen Scully Mosna

Community Centre Managers: Rob Wrigley  
Heather Ouimet  
Robin Dragich  
Carolanne Smith  
Pauline McDonald  
Sharon Jee

Recreation Assistants: Greg Rusk  
Jennifer Valdez  
Perry McLean

Recreation Supervisor Aquatics: Kenn Little

Recreation Supervisor Seasonal Facilities: Walt Metulynsky

Recreation Supervisor, Special Services: Paulette Kupnicki  
Celia Southward

## APPENDIX B

### Request To Conduct Interviews

Susan Garrett  
Graduate Student, University of Windsor  
467 Josephine ST  
Windsor, ON, N9B 2k9

Adele Kon  
Director of Recreation  
Windsor Parks and Recreation  
2450 McDougall Street  
Windsor, ON, N8X 3N6

RE: Request for permission to conduct research

Dear Ms. Kon,

I am in the process of completing my master's work in the Faculty of Human Kinetics at the University of Windsor. My thesis focuses, broadly, on the subject of diversity in the work place. Specifically, I am attempting to examine how Windsor Parks and Recreation deals with the issue of diversity in recreation. This research is warranted in light of the provincial government's policy commitment to ensure and provide recreational opportunities for all individuals and groups in society.

Work force diversity is a recent area of investigation in business. Diversity in a general sense refers to the appreciation of differences among people and providing equal and fair opportunities for all individuals regardless of those differences. To my knowledge no research has been conducted that applies the information accumulated in business to recreation. Also, little practical application of the research has been done in business and none has been done in recreation. In my thesis research, I will be applying diversity concepts from business to recreation.

This research will be conducted in order to complete my master requirements. Windsor Parks and Recreation can benefit from this study. It will provide your organization with an opportunity to identify areas where diversity is being currently addressed and/or can be enhanced. This information may be useful for improving and increasing participation rates in your recreation programs.

A summary of my research proposal is enclosed for your approval. If you have any questions you can contact me at 252-3559. Thank you for your consideration. I look forward to hearing from you.

Sincerely,  
Susan M. Garrett

## Research Proposal Summary

### Scope of the Study

This study will examine the ways in which Windsor Parks and Recreation addresses diversity in the Department of Recreation. The purpose of this study will be to analyze the strategies and methods used for creating diverse recreational opportunities which meet the demands and needs of the citizens of Windsor. This will be accomplished by examining the structure, staff and the types of activities offered by the Department of Recreation.

### Definition of Diversity

Diversity addresses differences among individuals or groups. To understand how Windsor Parks and Recreation addresses diversity in its Recreation Department a definition from the Ontario Ministry of Tourism and Recreation will be adopted. According to this policy, recreation services should "provide opportunities for both genders, all age groups, all ethnic groups and special interest groups"(Ontario Ministry of Tourism and Recreation, 1987, p.12).

### Questions to be Addressed

1. What formal strategies within the Department of Recreation and recreational programs exist for addressing diversity?
2. What informal strategies does each Department of Recreation employees perceive to exist when addressing diversity within the organization?
3. What are the perceived barriers that the Department of Recreation staff face when addressing diversity in the workplace, and in the provision of recreation services?

### Department of Recreation Staff Involvement

Information will be collected from Department of Recreation employees (Appendix A) by using semi-focused interviews. The interviewee will be provided with the interview guide prior to the interview. Each interview will be approximately 45 minutes in length. Interviews are anticipated to be conducted in the months of April and May.

The total number of employees involved in the interview process will be 20.

### Materials Needed

To conduct this study a clear understanding of the Department of Recreation is needed. This will require the following information from the Department of Recreation,

- philosophy and mission statement of the Department
- the purpose, objectives and the goal of the Department

- existing strategies/policies that the Department of Recreation follows when providing recreational opportunities
- criteria used to select the staff of the Department of Recreation
- names of all the employees in the Department of Recreation
- job description of each employee; what role does each employee play in recreational servicing
- statistical information that is used when determining what types of programs should be offered
- studies which have been completed to identify the needs for recreation in Windsor

#### Cost to the Organization

The organization will not experience any direct cost associated with this research. The organization may be affected indirectly, however, because employees will be contacted for an interview, which will possibly occur during working hours.

#### Usefulness of the Information

This information collected in the research will be thus potentially useful for short and long term recreational planning in light of the provincial governments commitment to address diversity. It will also, outline the ways in which the Department of Recreation presently addresses diversity. The researcher will also provide, recommendations that identify ways in which the department can address diversity more effectively in the structure of programs, staff and the type of activity they supply.

#### Copy of the Material

The researcher will provide a copy of the thesis to the Department of Recreation.

## APPENDIX D

### Permission to Interview Form

The interviewer, \_\_\_\_\_, and the interviewee, \_\_\_\_\_  
\_\_\_\_\_, hereby agree and give their consent to the interview(s)  
conducted on \_\_\_\_\_ at \_\_\_\_\_ on \_\_\_\_\_ (date)  
(location)

the subject of Management Perceptions on Staff and Program Diversity in Recreation: A Qualitative Analysis of the City of Windsor's Department of Recreation. The interviewee also gives her/his consent to the tape recording of the interview, from which written transcripts will be prepared.

The information generated through this process is accessible to the interviewee at all times. The interviewee is encouraged to interact freely with the interviewer in order to clarify any issues of concern she/he may have with the interview process. If at any time you have any questions please, feel free to approach me. I also will be following this approach in order to clarify any issues that I have problems understanding.

All of the information he/she provides is strictly confidential. I will be the only person who will know the responses of each individual, and I will be the only person who will have complete copies of the interview transcripts. The information will be used to make generalizations about the Department of Recreation's staffing and programming efforts concerning diversity. The interviewee should also be aware that some aspects of the study will be discussed

with my advisor, Dr. V. Paraschak, and my committee members, Dr. D. Moriarty, and Dr. P. Andiappan.

Your participation in this study is completely voluntary. If you wish to discontinue your involvement at any point in time during the study, you may.

INTERVIEWER: \_\_\_\_\_

INTERVIEWEE: \_\_\_\_\_

DATE: \_\_\_\_\_

## APPENDIX E

### Letter to Perspective Participants

Susan Garrett  
Graduate Student, Faculty of Human Kinetics  
University of Windsor  
Windsor, ON N9B 3P4

RE: Participation in Research Study

Dear

I am in the process of completing my master's work in the Faculty of Human Kinetics at the University of Windsor. My thesis will examine the diversity of the Windsor Parks and Recreation's Department of Recreation staffing and recreation programming. I felt that your organization would be appropriate to study because it is one of the primary providers of recreation in Windsor.

This research focuses, broadly, on the subject of diversity in recreation staffing and programming. Diversity in a general sense refers to the appreciation of differences among people and providing equal and fair opportunities for all individuals regardless of those differences. The definition of diversity in this research will include the dimensions of age, sex, race, ethnicity, sexual orientation, handicap and special interest groups.

I am attempting to examine how Windsor Parks and Recreation deals with the issue of diversity in recreation. This study will involve the examination of formal policies within the Department of Recreation that relate to daily organizational functioning. It will also involve interviews with all managerial level employees within the Department of Recreation. This research is warranted in light of the provincial government's policy commitment to ensure and provide recreational opportunities for all individuals and groups in society.

This research will be conducted in order to complete my masters degree requirements. Windsor Parks and Recreation can benefit from this study. It will provide your organization with an opportunity to identify areas where diversity is being currently addressed and/or can be enhanced. This information may be useful for improving and increasing participation rates in your recreation programs.

If you are unable to meet with me or partake in this study please contact me prior to May 20 1994 at 519-253-1748 or FAX number 519-973-7058 care of



Susan Garrett, graduate student. If I do not hear from you I will be contacting you May 23 1994 to set up a meeting time.

Your participation in this study is completely voluntary. I hope that you decide to participate in this study. If you have any questions about your participation, you may also contact the Office of Research Studies at (519) 973-7032, or my advisor, Dr. Vicky Paraschak at 253-4232 ext.2445. Looking forward to meeting with you in the near future.

Sincerely,

Susan Garrett

## APPENDIX F

### Interview Guide

#### Introductory Statement

Hi, I'm Susan Garrett from the University of Windsor. I am completing my Master's degree in Sport and Lifestyle Management at the Faculty of Human Kinetics. Presently, I am conducting thesis research in partial fulfilment of my masters degree. My study analyzes the factors contributing to diverse recreational programming within Windsor Parks and Recreation. Specifically, I am interviewing all Division of Recreation staff at this location (2450 MacDougall) and community centre managers and assistant managers to identify your role in providing diverse recreational programming and staffing.

In this study the responses of each interviewee will be generalized; a respondent's individual comments will not be identified. Each interviewee will receive a case number, which only I will know.

#### Interview Questions

Interview questions have been formulated to answer the research questions<sup>55</sup>. The interview guide is composed of two parts; staffing and recreation. The reviewed literature has been used to generate interview questions. After each question the purpose and relevancy of the question has been stated.

- 
- 55
1. What formal strategies and recreation programs exist for addressing diversity within the Department of Recreation?
  2. What informal strategies does each Department of Recreation employee perceive exists when addressing diversity within the organization?
  3. What is the Department of Recreation staff's perception on the advantages/disadvantages of diversity in recreation staffing and programming.
  4. What are the perceived barriers that the Department of Recreation staff face when addressing diversity in the workplace, and in the provision of recreation services?

**Background Questions (Staffing RS and Programming RP)**

1. Could you begin by telling me what diversity means to you?  
-can you provide any examples of diversity?
2. Could you please explain the philosophy of the Division of Recreation toward staffing and programming recreation?  
-what is the role of diversity in the philosophy?  
(is diversity incorporated into the definition)

What do you feel is the Division of Recreation's mission?

- is diversity included as part of that mission statement?
- is this information documented anywhere in the Division?
- where is this information located in the Division of Recreation?

**Staffing (RS)**

1. Is the Division of Recreation's staff?  
-what is the composition of the staff in relation to the groups identified in the definition of diversity?  
-is the composition of the staff similar to that of the clientele? (in relation to the answer above)  
-how formal a strategy has been followed to increase diversity?

2. Does your organization adhere to any legislation that addresses diversity?

for example,

- are there municipal bylaws that address diversity?
- is there provincial legislation followed that addresses diversity?
- is there any organizational policies dealing with diversity?
- where is this information on staffing located within the organization?

3. Once diverse groups are represented in the work force, what additional support is given to diverse staff members to increase their skills?

Does the organization provide;

- education
- training
- accessibility to building
- language training

4. Do economic conditions affect or will they affect diversity in staffing?  
(explain)  
-will it affect the amount of government funding and financial assistance available?  
-will it affect the number of employees hired?

-will it affect the types of services offered?

5. Does the work environment benefit from utilizing the principle of diversity? (elaborate)
  - what do you perceive the effect of staff diversity is on the services provided to your clientele?
  - are there cost implications associated with diversity?
  - will diversity affect staff interactions or staff cohesiveness?
6. Could you explain the Division of Recreation's decision-making procedures?
  - how is the rest of the staff involved in the decision making process? (is individual input valued)
  - who is responsible for final approval?
  - has this process been used to deal with diversity issues?

#### Recreation Programming (RP)

1. How diverse is the clientele you service in recreation?
  - what is the composition of the clientele, in relation to the definition of diversity?
  - has this information been documented anywhere in the Division of Recreation? If, yes where is it located?
2. Are there any policies that have been developed which guide recreation programming?
  - a standardized document?
  - does diversity play a role in informal recreational programming?
3. a) What criteria is used when determining which types of recreational programming should be offered?  
(What criteria is used when considering which programs should be considered)
  - profiles of various diverse groups in Windsor?
  - requests from certain diverse groups?
  - interaction with diverse groups?
  - participation records?
  - staff meetings?
  - demographic statistics?
  - previous successful programs?

Which criteria is more important?

b) How is this criteria developed?

- c) Is this criteria consistent or does it change each time a program is eliminated?
- d) Is this criteria also used to determine which recreational programs should be replaced? If not, what criteria is used to determine which programs should be replaced?
4. How does the Division of Recreation inform the public about the types of recreation programs offered?
    - are there any specific target groups?
    - what communication channels are used? (and for those who already use present services)
  5. What assistance does the Division of Recreation provide to clientele to encourage representation from diverse groups in recreation programming?
    - do you provide any economic assistance (fee reduction)
    - transportation?
    - publications and services in other languages?
    - specific types of activities targeted toward a specific group?
    - accessibility?
    - are you concerned with providing diverse recreation opportunities geared towards specific groups?
  6. How is diversity presently dealt with in recreation programming?
    - is there any financial assistance provided to any diverse groups (ethnic groups)?
    - are there any festivals, special programs offered?
    - is diversity an issue when selecting programmers?
    - are special populations considered?
  7. Do economic conditions affect or will they affect diverse recreational programming?
    - how do they affect the types of programs offered?
    - how do they affect the amount of government funding and financial assistance?
    - how do they affect the number of recreation programs offered?
    - is there any recreation practices that you would recommend which do not require additional budget allocation?
    - do you have any suggestions that would reduce programming costs to diverse groups?
  8. How do you feel the Ministry of Tourism and Recreation provides assistance or can assist you in providing diverse recreational programming?
    - could you benefit from more advice and consultation?

- could you benefit from assistance in designing programs geared to specific groups?
- would you like to be provided with more research? In what area?

### Background Questions

3. Does recreation benefit from utilizing the principle of diversity? (in respect to the concept of diversity)
4. Would you do anything different in recreational programming if you were in charge, in terms of diversity?
5. Would you do anything different in recreational staffing if you were in charge, in terms of diversity?
6. Is there anything else you would like to add?

Each respondent will be asked to complete the background/demographic questions below before the interview is completed. These questions will be used to identify the characteristics of the person being interviewed. These questions will be completed at the end of the interview because they deal with a sensitive issue. Issuing this question at the beginning of the interview may inhibit the respondent's answers.

The respondent will be informed of the importance of the background/demographic question prior to its completion, and of the confidentiality with which this information will be treated.

This study is based on the Ontario Human Rights Code. The Ontario Human Rights Code has identified protected from discrimination. This information is voluntary and confidential. It will be used to provide generalized background statistical information about the population interviewed.

Now, I would like you to complete a background/demographic set of questions which will be used to identify the diversity of Division of Recreation staff, in light of characteristics noted in the Ontario Human Rights legislation.

Background/Demographic Questions

1. What is your sex?

- male
- female

2. What is the composition of your Ethnic background?

- |                                     |   |
|-------------------------------------|---|
| <input type="checkbox"/> British    | <input type="checkbox"/> American                 |
| <input type="checkbox"/> French     | <input type="checkbox"/> African                  |
| <input type="checkbox"/> German     | <input type="checkbox"/> Indian                   |
| <input type="checkbox"/> Caribbean  | <input type="checkbox"/> Other Asia <sup>56</sup> |
| <input type="checkbox"/> Chinese    | <input type="checkbox"/> Other _____              |
| <input type="checkbox"/> Aboriginal | (please specify)                                  |

3. Which official languages can you speak fluently?

- English
- French
- Both

4. What secondary languages do you speak fluently?

- |                                  |                                      |
|----------------------------------|--------------------------------------|
| <input type="checkbox"/> Italian | <input type="checkbox"/> Spanish     |
| <input type="checkbox"/> German  | <input type="checkbox"/> Ukrainian   |
| <input type="checkbox"/> Polish  | <input type="checkbox"/> Portuguese  |
| <input type="checkbox"/> Chinese | <input type="checkbox"/> Other _____ |
|                                  | (please specify)                     |

5. Do you have a disability?

- coordination
- hearing
- mobility
- speech
- vision
- other \_\_\_\_\_
- (please specify)
- none

---

56 Other Asia refers to West Asians, South Asians and East and South East Asians origins with the exception of Chinese which is already mentioned in this question.

6. What is the highest level of education you have obtained?

high school

college

University       Bachelors

Masters

Ph.D.

7. What age group do you belong to:

16-25

26-35

36-45

46-55

56-65

### Conclusion

Thank you very much for your help and time in answering these questions. Once I have completed my study a copy will be sent to the Division of Recreation, if you wish to review the results.



## APPENDIX G

<p style="text-align: center;"><b>CITY OF WINDSOR</b></p> <p style="text-align: center;"><b>DEPARTMENT OF PARKS AND RECREATION</b></p> <p style="text-align: center;"><b>STATEMENT OF PURPOSE AND GOALS</b></p>
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### STATEMENT OF PURPOSE

Provide an optimum number and variety of both passive and active leisure opportunities for all the citizens of Windsor, while protecting and enhancing Windsor's natural heritage. The City of Windsor Parks and Recreation Department aims to:

- ensure that comprehensive services are available to facilitate leisure time opportunities for people of all ages for their personal development and well-being; and
- ensure that the environment is protected, preserved, and enhanced for the enjoyment of this and future generations.

### GOALS

To identify and respond to the needs and wishes of the people of Windsor for leisure-time services and opportunities as an ongoing process.

To maximize participation in leisure-time activities which contribute to people's physical and mental health by whatever means are available.

To encourage self-supporting community groups.

To facilitate in any way possible the involvement of volunteers in parks and recreation services.

To provide leisure-time areas and structures to meet diversified leisure needs as identified within the community.

To maximize the use of existing areas and structures within the community for leisure-time activities.

To ensure current programmes are relevant and new needs and interests can be developed.

To ensure sufficient public open space land for present and future use. (meeting, and exceeding where possible, current minimum standards) and located according to identified community needs.

To ensure and maintain liaison with governments, groups, organizations, and individuals connected with the broad field of leisure to encourage communication and co-ordination among these groups.

To conserve a system of natural areas throughout the City with special emphasis on those lands associated with rivers and water areas.

To develop programmes of urban beautification which will make a contribution toward the environment aspect of the City form.

To continue to provide for quality exhibits and educational opportunities at natural and decorative parks such as the Nature Centre at Ojibway Park and the Botanical Gardens at Jackson Park.

# APPENDIX H

## CITY OF WINDSOR

### EMPLOYMENT EQUITY POLICY STATEMENT

1520/89 That the Employment Equity Policy Statement BE ADOPTED as set forth as follows:

#### General:

The City of Windsor fully supports employment equity, and provides equal treatment in employment without discrimination on the grounds of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, handicap, age, family status, or record of offences, as required by the Ontario Human Rights Code.

Equality in employment refers to all aspects of employment including recruitment, hiring, selection, training, transfer, promotion, apprenticeship, lay offs, dismissal, terms and conditions of employment including the right to be free from harassment in the workplace.

The City of Windsor is committed to undertaking initiatives to guarantee equality in employment for all people, ensuring the most effective use of the Corporation's human resources and providing equal opportunity for its citizens. The Corporation will embark on the road to equality in spirit of co-operation involving management, unions, employee associations, and community groups committed to equal opportunity.

#### SPECIFIC ACTIONS:

The following measures will be undertaken to implement employment equity at the Corporation of the City of Windsor:

- 1.) Employment Equity at the Corporation of the City of Windsor is the responsibility of all staff with administration of the actual program carried out through the Human Resources Department.
- 2.) The issue of job evaluations will be considered by Council as per Council Resolution 377/88 and administration will undertake an examination of job evaluation practices in other municipalities.
- 3.) In-service training will be offered to women about non-traditional occupations as a constructive remedy to address the problems of job segregation identified in the workforce analysis of 1985.
- 4.) The practice of providing in-service workshops and seminars for women staff will be continued as a positive measure and management awareness sessions for all target groups as defined hereunder will be provided as required.

**EMPLOYMENT EQUITY POLICY STATEMENT CONT'D**

**SPECIFIC ACTIONS CONT'D**

- 5.) In light of the greater emphasis on human resources development in the Human Resources Department, efforts will be directed at Succession Planning and Career Path Progression development in conjunction with individual departments and the assistance of a consultant, if necessary.
- 6.) The Human Resources Department will continue to identify and change human resource policies and practices that may prevent or limit the provisions of equality in employment for women, aboriginal peoples, persons with disabilities and racial minorities.
- 7.) Since recruitment is a reasonable means for attracting qualified women, persons with disabilities, aboriginal peoples and racial minorities, to fill management, supervisory positions and non-traditional jobs, an aggressive recruitment system will be implemented internally and when needed, externally, to accomplish this goal.
- 8.) In order for the Corporation's employment equity program to be successful, individual departments will ultimately be responsible for Employment Equity goals as they are for meeting other functional and fiscal responsibilities.
- 9.) Parental and other responsibilities will be taken into account when establishing working conditions and benefits and as such, individual requests from employees to work on a flextime schedule will be approved subject to the concurrence of the Commissioner of Human Resources, the respective Department Head, and the City Administrator, and subject also to maintaining essential departmental services at all times.
- 10.) The Outreach Recruitment procedure which has been implemented in the Human Resources Department to reach those in the community who are Aboriginal peoples, persons with disabilities, racial minorities and women will be maintained and will be communicated to all Departments of the Corporation.
- 11.) The Corporation is committed to make reasonable accommodation by providing technical aids, work site accessibility and other modifications that may be required so that an employee who is disabled can perform the essential requirements of the job and, if necessary, a consultant will be hired to conduct a corporate-wide physical demands analysis of City jobs.

**EMPLOYMENT EQUITY POLICY STATEMENT CONT'D**

**SPECIFIC ACTIONS CONT'D**

- 12.) In competition for employment or advancement in non-union and union positions, when two final candidates are relatively equal, the individual who is a representative of one of the designated groups will be hired, consistent with the terms of the Collective Agreements in selections for union positions subject to the overriding provisions of Council Resolution 651/67 on residency.
  
- 13.) The Corporation's employment equity policy will be communicated to all staff and to the public in order to provide leadership in our community.
  
- 14.) The goal of the Corporation is to provide equal employment opportunity for four target groups: women, aboriginal peoples, persons with disabilities and racial minorities.

JSN/cd  
October, 1989

LBM/gm  
February, 1992

# APPENDIX I

## HUMAN RESOURCES DEPARTMENT

### WORKPLACE HARASSMENT STATEMENT

#### COMMITMENT AND A RESPONSIBILITY

The City Administrator, on behalf of the City of Windsor, is committed to providing all employees a working environment free from any kind of harassment as defined under the Ontario Human Rights Code - Section 4.(1)(2), 6.(2)(3), 7., 8. The Corporation declares that it will not tolerate or condone behaviour that may undermine professional work relationships.

The Corporation, therefore accepts responsibility for the establishment of measures to prevent harassment and/or the occurrence of harassment in the workplace. Some of the preventative measures includes the posting of this Statement on all bulletin boards for all existing employees; distribution of information in the orientation manual to all new employees; and include the topic at specific and related seminars.

#### DEFINITION

Workplace harassment may include any comment or conduct by an employee of the Corporation of the City of Windsor towards another which is intimidating, annoying, hurtful, or malicious. Any person who persists in such behaviour, which he or she knows or should know is unwelcomed, may be guilty of harassment. Race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, age, record of offences, marital status, family status, or handicap are all prohibited grounds under the Ontario Human Rights Code, 1981.

#### WHAT IS MEANT BY "THE WORKPLACE"?

The workplace is: the offices, corporate buildings, lunchrooms, washrooms, worksites, on-road vehicles, and any other location where the business of the municipality is being conducted.

Harassment which occurs outside the workplace but which has repercussions in the work environment and adversely affects professional work relationships is included in the above.

## APPENDIX J

### Recreation Programming Question Number Four

4. *How does the Division of Recreation inform the public about the types of recreation programs offered?*

<u>Administrators</u>	<u>Advertisement</u>	<u>Managers</u>
*****	Activity Guide	*****
*****	Flyers	*****
****	Word of Mouth	*****
*	Bulletin Boards	*
**	Public Speaking	***
****	Public Service Announcement	*****
*****	Newspaper	*****
*****	Radio	****
*****	Television	*****
*	Billboards	*
****	Media Interviews	**
*	Marketing Officer	***
*	Liaison with other Agencies	**
	Staff Announcements	*
	Display	*
	Phone Clients	**
	Mail outs	**
	Satisfied Customers	*
	Personal Contact	*

## APPENDIX K

### Recreation Programming Question Number Four B

4b. *What communication channels are used for those who already use the present services?*

<u>Administrators</u>	<u>Advertisement</u>	<u>Managers</u>
***	Class Announcements	*****
**	Bulletin Boards	***
****	Flyers	*****
*****	Activity Guide	****
**	Public Service Announcements	
**	Public Speaking	
*	Newspaper	
	Media	**
*	Posters	
*	Displays	**
***	Word of Mouth	*
*	Surveys	*
*	Other Agencies	
*	Reinforcement	
*	All groups are treated the same	*
	Posters	*
	Interact with Clientele	**

## APPENDIX L

### Recreation Programming Question Seven D

7d. *Is there any recreation practices that you would recommend which do not require additional budget allocation?*

<u>Administrators</u>	<u>Suggestion</u>	<u>Managers</u>
***	Partnerships (with other community organizations)	**
	No Answer	*****
**	Volunteers	**
**	Informal Programming	
*	Change people's attitudes towards programming	
**	Community Involvement/ Support	
*	Public Education	
*	Promote Active Living	
*	Sponsorship	
*	Liaison with other agencies	*
	Use the Community Development Model	*
*	Ask User Groups to donate financially	
	Develop non-profit charitable organizations	*
	Increase the number of participants in a program	*



## APPENDIX M

### Recreation Programming Question Number Seven E

7e. *Do you have any suggestions that would reduce programming costs to diverse groups?*

<u>Administrators</u>	<u>Suggestions</u>	<u>Managers</u>
**	Cost Sharing	**
***	Fundraising	***
**	Contractual Agreements	
*	Leadership	
*	Work with Request	
*	Increase the amount and method used to obtain input from the community	
*	Increase the use of focus groups	
****	Partnerships (avoid duplication)	*
**	Volunteers	*
*	Sponsorship	*
	Donations	*
	Bursaries	*
	Groups should become more vocal and demonstrate their sincerity (Help provide money and equipment)	*
	Get subsidized from a service group	*
	No suggestions	**

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