Recreation and the war effort in the United States, with special consideration given to the North Central region ...

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RECREATION AND THE WAR EFFORT IN THE UNITED STATES

WITH SPECIAL CONSIDERATION GIVEN

TO THE NORTH CENTRAL REGION

By

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Submitted in Partial Fulfillment
of the Requirements for the Degree
of Master of Arts
in the Department of Sociology
of the
Municipal University of Omaha
1943
PREFACE

The generous assistance of Dr. T. E. Sullenger is recognized and acknowledged. Source material was also secured from the U.S.O., the Defense Health and Welfare Services, the National Recreation Association and the Special Service branch of the United States Army. Without the willing cooperation of the public officials of the various towns used as case studies, many facts would never have been obtained. Grateful acknowledgment is made regarding these and other sources of help which have contributed to the development of this thesis.
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RECREATION AND THE WAR EFFORT IN THE UNITED STATES
WITH SPECIAL CONSIDERATION GIVEN
TO THE NORTH CENTRAL REGION

Recreation as a social force is being called upon today to contribute strength and vigor to our nation in its struggle for victory. Through its services to the armed forces both at home and abroad and through the services rendered on the home front, recreation is meeting the challenge of a democracy aroused to action. The average man on the street sees recreation as something desirable but not as a necessary service. The purpose of this thesis is to present the contributions of the recreation movement in the national war effort and to hasten the acceptance of recreation as a necessary and vital service. The title of this thesis, therefore, shall be "Recreation and the War Effort in the United States With Special Consideration Given to the North Central Region".

The problem for this thesis is to record and measure objectively the contributions of recreation to the war effort and then to present those contributions in such a way that evaluations and conclusions may be obtained. It is sincerely hoped that this thesis may bring about the earlier recognition of recreation as a necessary activity and that through examination, the recreation movement itself may find ways of rendering greater contributions to the war effort.
Since even the word "recreation" has a vague and ambiguous meaning, it becomes absolutely necessary to limit the scope and interest of any discourse pertaining to recreation and its contributions. For the purpose of this thesis, only those organized recreational programs, which have been redirected or those which have been newly created to meet a war need, will be considered and discussed. While it is necessary to limit the discussion for the most part to present day programs and problems, a brief consideration will be given to the history and philosophy of the recreational movement. Due, also, to the inability to secure accurate, unbiased information concerning recreational programs overseas and in the battle area, no attempt will be made to evaluate these programs, although a short description of them will be given. For the most part, this thesis will be limited entirely to a discussion of current recreational programs and organizations as they contribute to the solution of emergency problems in the continental United States with special consideration given to the North Central region.

Just as it is necessary to limit the scope of any thesis on recreation, so it is also necessary to expand the term "recreation" to include a broad concept of the problem. Contrary to the popular conception, "recreation" is not limited to any one age-group. It is not restricted to children, but is the privilege of all, regardless of age. The type of recreational activity may change, but increase in age should enhance the enjoyment derived from recreation. Recreation is not merely
for the economically poor person, but is also necessary to those persons of economic well-being. Nor can recreation be confined to any one field such as commercial, public, or private recreation. Rather, recreation must be considered in the broad sense that includes all ages and classes of people, as well as a variety of activities. This broad concept of recreation is well expressed by a quotation from Mark A. McCloskey:

"Recreation is everything that goes to make up the wholesome well-being of the individual during off hours - rest, leisure, the development of the creative spirit, the simple human values that all free men and women cherish. For some women, it's primping up - having their hair done. For mothers, it's getting away from the kids. For office workers, it's getting out of the brick canyons and away from the sight and sound of typewriters and telephones. Recreation is whatever gets your thoughts off your troubles, breaks the monotony, stirs up your circulation, and relaxes your war-speed tension, in order that you might go back with steel-spring strength to your job".

It is necessary in a thesis of this size and scope, to use a variety of methods. No one method is sufficient in itself. The initial approach to the problem is historical, since it becomes necessary to secure a broad view of the entire field. Also, it is necessary to know the historical background of the various recreational programs, before any evaluation of present contributions can be made. However, the greatest reliance was placed upon the survey method supported by statistics. It was also necessary to use the case-method quite extensively.

Since the problem is based upon current activities, most of this thesis is based upon observation of, and participation in, the recreational programs, rather than laborious research work in libraries. Few books have, as yet, been written on the war contribution of recreation. A

bibliography of resource material is attached. While this bibliography was extensively used, the greatest amount of the material was gathered in the field.

In addition to the material derived from first-hand participation and observation, other sources were also used. Financial and statistical reports were secured from the various private agencies, plus numerous governmental documents. Considerable information included in the case studies was furnished directly by the officials of the towns studied. Acknowledgment of appreciation is here given to the six numbered agencies: The U.S.O., the American Red Cross, the Office of Defense Health and Welfare Services, the U.S. Army, the National Recreation Association, various national agencies, such as the Boy Scouts, Girl Scouts, Masonic Service, Knights of Columbus, and a great number of local agencies for their wholehearted cooperation, plus the wealth of printed material they so generously provided.

There are, of course, difficulties which arise, due to the lack of a certain perspective which time alone can provide. It becomes increasingly difficult to evaluate in an unemotional way any segment of our society, when we are engaged in a war to defend that way of life. An honest effort has been made to be as objective as possible, and neither to praise, nor criticize any program, but rather base all conclusions on scientific, objective data. Another problem arises from the entire lack of accepted norms and standards which are applicable to the present situations.
Most Americans have repeated the phrase "life, liberty, and the pursuit of happiness" many times. Some, perhaps, do not know that the phrase is the cornerstone of American democracy, and is a guarantee to the individual citizen of our country. Fewer yet stop to realize that this guarantee refers to "good, wholesome recreation". The totalitarian states early discovered that by controlling the recreation of a people, they could control the emotions, feeling, personality, and even character of those people. The children were taught war, warped philosophy, and hate, not so much by formal education as by formal recreation: recreation, regimented and dictated by the leader; not the free choice of recreation, as guaranteed by our Constitution. Pompous parades, balcony speeches, mass demonstrations, replaced the simple pleasures of common life built on non-dictated recreation. To preserve the privilege of spontaneous recreation, or the "pursuit of happiness", our nation has gone to war. Nor can we deny by neglect those values for which we fight and then hope for restoration of those values after victory.

We are fighting so our children and our neighbors' children can have a decent world in which to live; so that their recreation, free and spontaneous, as it should be, will develop individuals capable of individual evaluation and action. We are fighting against those forces that would control our leisure-time until we become simple automats, regimented for and by state control. We are fighting for a way of life and that way of life includes recreation.
History of Recreation

The history of recreation is long, and is the story of mankind. It begins with the emergence of mankind, and the final chapter will not be written until the last human has ceased to exist. In fact, it seems that as the individual human is shaped by his "play desires", so is the destiny of the human race shaped by their leisure-time activities. Nature does not bring a man into the world fully grown and equipped, but allows him gradually to achieve his self-sufficiency. The lower the creature is, in the scale of life, the sooner that creature matures to full-grown adulthood. For man and the higher animals, however, nature has reserved the privilege of training her creation through the medium of "play". Play, from the viewpoint of the child, is the most serious thing in life. A group of boys huddled around their football coach before a game, a hundred-yard dash man hurling himself against the tape with his last bit of strength, a boy carrying on in a boxing match, even though he should have quit long ago, - these are serious things. Play seen from the outside, is also a serious thing. Nature is as much in earnest about this matter as the child, for through play, nature hopes to change this child into a full-grown man.

Play builds the child. It is a part of nature's law of growth. It is, in truth, for the sake of play, and of growth conducted by it, that there is such a thing as a child at all, As Herr Groos, our best of Germans, and chief teacher in this matter, has said: 2 "Children do

2. Play in Education, Joseph Lee, 1942, Ch. II, PP. 5,6,7.
not play because they are young; they are young in order that they may play". It is for the sake of play that the great phenomenon of infancy exists; play is the positive side of that phenomenon. The reason the higher animals are born so helpless and unformed is in order that they may be finished by this method. The reason man is sent into the world the most helpless of them all - the most absurd, impossible phenomenon in a world of internecine competition - is in order that he above all the rest may be the playing animal, fashioned in obedience to the great play instincts. Play is, in sober truth, the very act and throe of growth.

The difference between the play-built animals and those born ready-made is that, in the former, Nature has intrusted her leading and inclusive purposes not to the lower nerve centers, but to the mind, and thus left them to the creatures themselves to carry out. She has taken her offspring into partnership, whispered her secret to them in their instinctive impulses, and left to them the completion of her design. The playing animals are products of their own efficient will. Man especially is incarnate purpose. We are all in this most literal sense self-made.

"Play is thus the essential part of education. It is nature's prescribed course. School is invaluable in forming the child to meet actual social opportunities and conditions. Without the school he will not grow up to fit our institutions. Without play he will not grow up at all".  

4. Cf.
At first, recreation was simply the spontaneous explosion of energy, like a kitten chasing a tuft of thread or a puppy chasing its tail. Man soon found, however, that recreation enjoyed alone can be made more enjoyable by the participation of other persons, of somewhere the same size and ability. A puppy will soon tire of chasing its tail, but two puppies in "mock" battle will continue to play for hours without ever seeming to let up. From this joy of conflict, or rather competition, most recreation of today derives its greatest following. Up to this point recreation was entirely for and enjoyed by the participants alone. The moment two persons begin to pit their abilities against each other, others who are interested in the contestants become participants in the amusement through what corresponds to our present-day spectators. Thus recreation became both active and passive, and the clientele composed of both participants and non-participants.

Without exception, some form of recreational activity has been discovered in every primitive tribe or group studied. In some of these primitive tribes, the recreation had advanced to a rather high degree of team participation. Anthropologists believe that the Aztec Indians of Central America developed and played a game similar to present-day basket-ball. Many of our present-day games are derived from ancient activities of their primitive tribes. The recreation of these primitive people varied from simple contests between two or more persons to elaborate tribal dances and festivities in which everyone participated.
With the dawn of recorded history, a better conception of the various types of recreation enjoyed by society can be obtained. The Egyptians enjoyed hunting, fishing, and racing. The Greeks developed the participation of individuals in various sports to the very utmost. Here is found the beginning also of our modern theatre with its dramas of tragedy and comedy. Rome did much to develop the mass type of activities. HUGE arenas were constructed to accommodate the large crowds of spectators. Here, recreation becomes a passive kind of indulgence or a vicarious participation. Recreation as a social phenomena becomes plagued by an affliction commonly known as spectatoritis. In Rome, some governments rose or fell over the ability or inability to furnish popular recreation for the masses.

With the fall of the Roman Empire, the Roman type of recreation was also discarded, and the stress was once more on mass participation in activity, rather than on spectator participation. The Germanic tribes soon, however, began to turn once more to the passive indulgence in recreation. During the middle ages, when knighthood and chivalry were the supreme embodiment of culture and civilization, most of the recreation consisted of pageants and contests between these knights in armor. At this same time, the theatre was beginning to return to its popularity, as was also the simple dances and folk gatherings among the common people.

Here in our own country recreation had a rather difficult time. It
was condemned as an instrument of the devil by some church groups and frowned upon by others. The newness of the country with its hardships, lack of communications, and great distances, discouraged any large group of participants. Recreation, for many years, ceased to be a community project, but rather began to center about the home, around the kitchen-table or fire. Families participated in recreation as a unit, finding their relaxation in story-telling, simple games, visiting, and reading aloud.

Recreation did not become a community problem and responsibility until the twentieth century. Until the middle of the nineteenth century there were practically no municipal parks, with the exception of village greens or commons. These were not parks, but rather grazing grounds, or places for military drill. In Europe, there were a few parks which originally had been attached to large ecclesiastical or royal institutions. Davie reports that in the late '70's there were not over 20 American cities with municipal parks. In the next 15 years the number rose to 100 and shortly after 1900, nearly 800 cities had made some provision for park space. 5

One of the first experiments in the provision of play facilities in America was the establishment of children's sand gardens in Boston in 1886. This project, however, was limited to the providing of facilities for small children of the kindergarten age. These playgrounds were built and supervised by the Massachusetts Emergency and Hygiene Associa-

tion. It was largely because of this demonstration of value that the Park Department of the City of Boston built the Charlesbank Outdoor Gymnasium in 1889. Supervision for this project was furnished by the Massachusetts Emergency and Hygiene Association.

Interest also developed early in the State of New York. In 1888, a bill was passed by the state legislature which provided for the incorporation of societies for developing parks and playgrounds for the children in the cities, towns and villages in the State. The City of Brooklyn was the first city to take advantage of this law, and soon organized the Brooklyn Society for Parks and Playgrounds. The New York Society was organized in 1890, and immediately began to work with a great deal of enthusiasm. The interest was not self-sustaining and the Organization soon became dormant. In 1897, a committee was appointed by the Mayor to investigate the situation. This group reported that there was not a single municipal playground in the city and no school playground worthy of the name.6

This committee recommended the immediate establishment of a municipal park in an extremely congested area. Finally, in 1897, the city of New York, purchased for $1,800,000, two and five-eighths acres of property which became Seward Park. After the land had been purchased there was considerable pressure on the city government to develop the park along horticultural lines. The Outdoor Recreation League immediately asked permission to conduct an experimental playground at Seward

6. Jesse F. Steiner, "Community Organization", 1930, p. 177
Park to demonstrate to the Park Commission the need of a playground in that locality. The playground experiment was successful and the Park Department discarded their original plans, and equipped the park for recreational purposes.

One of the contributing factors in the development of municipal playgrounds was the leadership given to the movement by the private, social agencies, especially from the Settlement Houses. This is especially true in Chicago, Philadelphia, St. Louis, and Washington. The pattern for the Social Settlement was borrowed from London, where a group of university people had decided to do something to correct the conditions in the "slums"; not by missionary effort, but by living with the people. During the first few years from 1890 to 1920 the number increased rather rapidly, but for the last 20 years the number has remained practically static. This may show a trend away from private agencies toward a greater responsibility on the part of municipal agencies.

This early period saw the rise and spread of a great many private agencies. The Y.M.C.A., Y.W.C.A., Boy Scouts, Camp Fire Girls, Y.M.H.A., Girl Scouts, Boys' Clubs, Boy Rangers, are but a few of the private agencies interested in the field of leisure-time activities, which came into being at that time. These agencies spread very rapidly in the fifty years from 1875 to 1925. The work which these agencies are performing at the present time will be discussed later. To attempt to trace the full development of the recreation movement from 1900 to the
present time would be almost an unlimited task. The following chart is presented as a composite picture of the growth of recreation in those years.7

<table>
<thead>
<tr>
<th></th>
<th>1910</th>
<th>1920</th>
<th>1930*</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>Per</td>
<td>No.</td>
</tr>
<tr>
<td></td>
<td>100,000</td>
<td>100,000</td>
<td>100,000</td>
</tr>
<tr>
<td>play-</td>
<td>urban play-</td>
<td>urban play-</td>
<td>urban</td>
</tr>
<tr>
<td>grounds pop.</td>
<td>grounds pop.</td>
<td>grounds pop.</td>
<td>pop.</td>
</tr>
<tr>
<td>United States</td>
<td>1,300</td>
<td>3.0</td>
<td>4,139</td>
</tr>
<tr>
<td>New England</td>
<td>268</td>
<td>4.9</td>
<td>699</td>
</tr>
<tr>
<td>Middle Atlantic</td>
<td>617</td>
<td>4.5</td>
<td>1,395</td>
</tr>
<tr>
<td>E. North Central</td>
<td>145</td>
<td>1.5</td>
<td>993</td>
</tr>
<tr>
<td>W. North Central</td>
<td>70</td>
<td>1.8</td>
<td>296</td>
</tr>
<tr>
<td>South Atlantic</td>
<td>92</td>
<td>2.9</td>
<td>288</td>
</tr>
<tr>
<td>E. South Central</td>
<td>21</td>
<td>1.3</td>
<td>106</td>
</tr>
<tr>
<td>W. South Central</td>
<td>8</td>
<td>0.4</td>
<td>60</td>
</tr>
<tr>
<td>Mountain</td>
<td>9</td>
<td>0.9</td>
<td>56</td>
</tr>
<tr>
<td>Pacific</td>
<td>70</td>
<td>2.9</td>
<td>246</td>
</tr>
</tbody>
</table>

*Compiled from the Year Books of the National Recreation Association and the volumes on population of the U.S. Bureau of the Census for the years indicated.

7. Americans at Play, Steiner, 1933, Ch. II., p. 16
The Philosophy of Recreation

The philosophical approach toward recreation has been an interesting metamorphosis from a utilitarian point of view to what might be characterized as an aesthetic concept. It is doubtful if primitive man had any clear cut philosophy of his recreation. Recreation was simply overflowing of good health, the exuberance of well-being, or just the joy of living. The primitive's recreation was spontaneous and unplanned. He danced because he couldn't remain still. He sang because there was music inside him that had to find expression. Here was recreation untainted by inhibitions and the restrictions of civilization. The philosophy of recreation is simply the philosophy of well-being.

Gradually, as the family grew into a clan, and the clan into a tribe, restrictions and taboos as to conduct began to arise. These restrictions and taboos gradually came to revolve around a common god, goddess, or form of worship. This object of worship soon became the source of all blessings in the minds of the savages. Those who were selected to serve this deity were not hesitant in demanding that the worshippers bring the best of their living as a sacrifice to that deity. If the best of the hunt, or the first fruits of the harvest were demanded by the deity, why should not the top enjoyment of life also be sacred, and reserved for the deity? The spontaneous dance of the savage became the religious dance of the tribe. A successful hunt or battle which formerly called forth a spontaneous dance of joy, became the dance of thanks-
giving dedicated to the deity. The same transition occurred with the music of the people. The unwritten music became the "hymns of praise". These "hymns" had to receive the approval of the priests of the deity and thus the spontaneous songs of the individual soon came to be expressed through formal, approved hymns. Recreation, "the cream from the top of life" became the mode for the expression of religious ceremonies. It was no longer recreation for the sake of the individual, but rather recreation dedicated to the worshipping of a deity. Recreation and worship had joined forces.

Just how recreation and religion came to separate again is not clearly defined but it is known that the separation was a gradual one over a great many years. Religion grew more formal and complex as history developed. The simple song of a common individual was no longer sufficient. Instead, the voice must be trained to sing in large choirs. The average person who couldn't sing well was neglected and excluded from group singing. The same is true of the dances. The wild dances of exuberance soon had no place in the formal worship. Instead, its place was taken by formal ceremonies where each move was carefully studied and practiced. The recreation which man had dedicated as his worship gradually began to be scorned and refused. Religion and recreation were once more separated, and from this time on recreation is rejected and abused by religion.

After this rejection by religion, the philosophy of recreation en-
tered a new phase. Recreation became the means of escape from reality. This conception and those following are still present in the philosophy of recreation as it exists today. Man no longer participated in recreation solely because of the joy derived. His recreation ceased to be the expression of a complete and full life, but became rather an escape from a life which had become too complex to be either mastered or enjoyed. Hunting became recreation because, by doing so, it was possible to get away, at least for a while, from the entanglements of life. Plays and pageants developed because through them man could live in a world of unreality. Huge mass activities were popular because, in the midst of a large crowd, the individual mind so often ceased to function as an individual mind and became simply a crowd mind. As the problem of living became more and more complex and difficult, the type of recreation that allowed man either to get completely off by himself, or that encouraged dream-living, or that encouraged the individual to lose himself in the crowd-mind, became increasingly popular. This is one reason why those movies which are based on impossible situations and games like golf and huge sport events are so well patronized today.

About the same time that the "Escape" philosophy of recreation was gaining headway, another, but similar philosophy was developing. This held that recreation was a substitute for other values of life. The first full manifestation was revealed in Rome, during periods of depression and famine. It became customary, that whenever food became
low, or the people unruly, a circus was provided as entertainment. One of the Caesars of Rome established the principle, "if you can't give them bread, give them a circus". This utilitarian philosophy was practiced throughout the middle ages and is still one of the beliefs in modern American thought. The pomp or ceremonies of the middle ages were held partially as a substitute for other values of life which were denied to the peasant people.

Here in our own country there were those which advocated recreation during the depression years largely for the purpose of preventing public reaction against existing governmental institutions. There were even those who advocated recreation as a means of preventing internal revolution. This may explain the willingness of some congressmen who formerly had been violently opposed to recreation, suddenly to become favorable to the recreation movement.

This utilitarian philosophy which developed in Rome and continues until today, has done much to harm the full development of the recreational movement. Oftentimes recreation became the tool of political organizations and was used as a bribe rather than as a wholesome expression of a full and complete life. There is some danger that this philosophy is gaining new strength today due to the emphasis upon recreation as a builder of morale.

During the period immediately following the Reformation, recreation and religion became completely separated, and in some places and churches
bitter enemies. Although the Puritan Church is generally considered the leader in the crusade to brand recreation as an instrument of the devil, other churches were not far behind. Recreation was completely outlawed from the church, and attempts were made to exile recreation also from civil life. This resulted in the passage of what is commonly known as "blue laws." These laws were and still are common in certain areas of the United States today. Gradually, as the availability of leisure-time developed, the people demanded that these regulations which affected recreation in civil life be liberalized or repealed. Generally speaking, the laws were not repealed completely, but rather limited to the observance of Sunday and the conduct of church affairs.

In some areas these laws still exist and are still strictly enforced. The city of Lincoln, Nebraska, found it necessary to amend the city law in order to permit dances for soldiers on Sunday. There the law was not repealed, but simply liberalized to permit dances for soldiers. Other towns have had the same experience with this extreme church belief that recreation is evil. However, the main difficulty today is not the opposition from civil law, but rather the unwillingness of the churches to accept recreation again as an aid to religion. The assistance which recreation is able to contribute is still disregarded. Young people are not permitted to have socials which utilize dancing as part of the program. Certain types of recreation are completely forbidden.
Perhaps the quotation from the Methodist Discipline of 1792 will best illustrate this attitude of the church. It said:

"We prohibit play in the strongest terms. The students shall be indulged in nothing which the world calls play, let this rule be observed with the strictest niceties; for those who play when they are young will play when they are old."

The tragedy of this attitude on the part of the church is not the harm it is doing to the recreation movement but rather the harm it is doing to the young people who should be in the church instead of outside of the church. A careful survey of three different towns was made to determine the number of young people frequenting towns and the reasons why they were there. The composite result is as follows:

<table>
<thead>
<tr>
<th></th>
<th>Town &quot;A&quot;</th>
<th>Town &quot;B&quot;</th>
<th>Town &quot;C&quot;</th>
<th>Total or Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of churches in town</td>
<td>16</td>
<td>12</td>
<td>7</td>
<td>35</td>
</tr>
<tr>
<td>Number of churches with open facilities for young people</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Number of Taverns (surveyed)</td>
<td>10</td>
<td>7</td>
<td>7</td>
<td>24</td>
</tr>
<tr>
<td>Number of young people in Taverns (age estimated as under 21)</td>
<td>128</td>
<td>132</td>
<td>73</td>
<td>333</td>
</tr>
<tr>
<td>Number of Young people drinking Alcohol</td>
<td>27</td>
<td>41</td>
<td>23</td>
<td>91</td>
</tr>
<tr>
<td>Number of Young People doing no drinking</td>
<td>101</td>
<td>91</td>
<td>50</td>
<td>242</td>
</tr>
<tr>
<td>Number of Young People no drinking but dancing</td>
<td>87</td>
<td>80</td>
<td>39</td>
<td>206</td>
</tr>
<tr>
<td>Number of Young People not drinking or dancing just talking</td>
<td>14</td>
<td>11</td>
<td>11</td>
<td>36</td>
</tr>
</tbody>
</table>

8. Youth Leaders' Digest, I, (December, 1938), p. 195
From these figures it is apparent that most of these young people frequent these places, not because of bad habits, but rather because of the lack of any other facility. Yet, in these same towns, there were a number of churches with facilities which could have been every bit as attractive to the young people as the taverns, if the young people had been allowed and encouraged to use them. The church is not harming the recreation program, but rather driving the young people into questionable places of entertainment.

There are several different variations of the above mentioned recreational philosophy still prevalent in the world today. One, in particular, is that recreation is simply a reward for good behavior or good work. The fallacy of this premise is obvious. Many persons are bad because they have no recreation. Many are slow in their work, because they have had no relaxation. Recreation is not just a reward, but rather a means of obtaining good conduct and good work. This truth has been proven by many studies made by the National Recreation Association and industrial recreation departments.

It is necessary at this time to give consideration to the ultimate goal in the philosophy of recreation. This goal is not as far distant as once supposed. According to this interpretation, recreation is of value in itself and does not need to be tied to any other segment of life to justify its existence. Recreation, in itself, becomes a goal. Hours of labor are reduced to provide more leisure. Labor-saving devices
are invented to provide the same end. We seek to prevent war so that
in peace we may have the leisure-time to follow one's individual
desires. Joseph Lee has expressed this very well in the statement:

"There are in truth three stages of human development above the
savage - the barbaric, the industrial, and the civilized. We have
reached the second of these, but it would be suicide to stop there.
'You persuade Farmer Giles to empty his rum barrel in the brook, but
when next morning he awakens cold and uninspired, what substitute have
you to offer him?' To abolish war, and then to put no compensating
satisfaction in its place, is an exchange of at least doubtful value.
We have got half across the stream; we cannot go back even if we
wanted to; our safety lies in pushing forward to the other side. The
justification of peace is to make room for art. You cannot paint
with somebody joggling your elbow, nor sing with people shooting off
guns or banging at the door. The home is the field and market for
the minor arts, and immunity from sack and pillage is necessary to the
development of homes. It is in the piping times of peace that the arts
flourish. But peace that has not time to pipe is barren. What is
the use of ejecting the disturbing element, if the band refuses to go
on?

"As a practical matter we must, in our scheme of education, culti­
vate more fully than we do the power of expression in music, in art,
in science, and in literature. No child of average capacity should
be allowed to leave school until he can dance well, sing a part song,
and either care for some one science enough to carry it a little
farther in his leisure moments, or attain to some expression in paint­
ing or literature, if it is only a rudimentary ability in sketching
or reading aloud. A boy who has learned to play the accordion so
that he really plays it in his leisure moments is better off than one
who has studied years on the piano but never plays for fun. Not only
the grammar school, the high school, the college, but especially
the very trade-school itself, must make deliberate provision for the
development in every boy and girl of some form of expression outside
of what their expected occupation can afford."

Recreation ceases to be a just substitute for other values. True,
man still will often choose recreation over food, clothes, or shelter.
Try to get a boy to leave his game for the trivial purpose of eating
a meal, or to bring a fisherman or duckhunter in out of the rain. Then

9. Play in Education, Joseph Lee, 1942, Ch. XLVIII, pp. 469-70
Then you have some idea of the substituting value of recreation. Recreation also becomes more than just a reward. It rather becomes the foundation of work and the achievement of life. Recreation becomes more than an escape from reality, it becomes life itself. This philosophy of recreation holds that the human race can best achieve its ultimate goal of complete harmony between individuals and groups by producing human beings who are individually happy. Recreation is not only the means towards a better life; it is the better life.

It is interesting to trace the development of recreational thought in the history of philosophical thought. Aristotle, in his discourse on education, anticipated the necessity of education for leisure, for he says education should fit men not only to engage in business rightly, but to spend their leisure nobly. For the right employment of leisure, he adds, necessitates a higher degree of virtue than either business or war. Epicurus stressed that the good life was to be found in refined pleasures. The followers of Epicurus enlarged on his premises, and they became known as believers in over-indulgence. At its best, Epicurianism was essentially a doctrine of individualism of personal pleasure and happiness. Lucretius, the Roman follower of Epicurus, also recognized the value of leisure-time activities. Seneca stressed the happy life in his book "Benefits."

It was not, however, until the time of the Utopians that philosophers began to recognize the full value of recreation. Thomas Moore, in his book "Utopia", urges the development of the art of using
leisure-time. Francis Bacon, in writing of the "New Atlantic," pictures a civilization where science has freed man from toil for the purpose of fuller enjoyment of leisure. The Utilitarians, with their premise that life should hold "the greatest good for the greatest number," also were cognizant of the value of recreation.

Today most sociologists recognize increased leisure-time as both an asset and as a problem. Many view recreation as a partial solution to the leisure-time problem.
Recreation and World War I

During the first World War, the recreational problems were handled in a different way than at present. The work was divided into two fields. The problem of furnishing recreation on the military reservation inside the camp was turned over to the various private agencies. Buildings known as "huts" or "canteens" were erected inside the camp and were operated by the staffs of the various agencies. No definite overall policy of operation was ever determined that would apply to all agencies. In the same camp area one agency might be giving away certain services, cigarettes, and candy, while other agencies were selling the same article. This lack of understanding promoted ill-feeling among both the soldiers and the constituents of the various groups. Although a great deal of good was accomplished by these agencies, the total effort was characterized by competition and confusion.

Another difficulty arising out of this multiple agency attack on the recreation front was the tremendous problem of raising money. Each agency was conducting its own "drives". Because the competition was so difficult and the amount of money which each agency could raise relatively small, a great deal of money was spent on campaign expenses alone. The amount spent for campaign expenses varied from 10% to well over 50% of the total raised. Each of the agencies was also maintaining a complete supervising and administrative staff at great cost. As a result of this confusion, neither the Army nor the agencies themselves were entirely satisfied with the total efforts.
This recreation was for the camps alone, and did not attempt to solve the problem of providing recreation for the soldiers on leave away from the camp area. The task of providing adequate recreation in the many towns was delegated to an organization known as the "War Camp Community Service". Shortly after America's entrance into the World War, the War Department Commission on Training Camp Activities asked the Playground and Recreation Association of America "to be responsible for the stimulating and aiding of communities in the neighborhood of training camps to develop and organize their social and recreational resources in such a way as to be of the greatest possible value to the officers and soldiers in the camps". In response to this request, War Camp Community Service was established as the official agency in charge of the recreational activities of the towns and cities that were easily accessible to the soldiers and sailors during their leisure-time. Since its leaders were those who had been most prominent in the national playground movement, the new organization had from the beginning the advantage of expert direction. The task faced by its organizers was very similar to the work they had been carrying on for years.

The fact that many of these training camps were located near towns and small cities that had never developed recreational facilities, adequate even for normal times, produced a serious situation that was usually beyond the power of the local communities to handle satisfactorily.
The lack of both funds and trained recreational leaders was a handicap that could be overcome only by a nation-wide organization capable of supplementing and directing the local resources.10

Recreation and World War II

Although the recreational agencies had done a creditable job in the last war, they were not ready for the impact of total war. At the Tomb of the Unknown Soldier, we have engraved in stone the following legend: "When we assume the soldier, we do not lay aside the citizen". The service man, when he is free of his military duties, reverts to his civilian interest. Our nation is not a militaristic nation, and as soon as the first World War was over, we turned once more to our civilian interests. The same is true with our agencies who had been engaged in war activities. When war threatened again, these agencies once more volunteered their services. From the small local agency operating on a very small scale to the great national agency with well-trained personnel, and ample budgets, offers of service began to arise. Each wanted to do all it could to assist in the solution of the national crisis.

Experience gained from the last war remembered. To prevent this needless waste of effort and money, national planning conferences were called. Here some new agencies were created, and responsibility was delegated to each agency. The problem of providing recreation in the camp area was reserved as a function of the Army and Navy. The

10. Jesse F. Steiner, Community Organization, 1930, Chapter X
private and public agencies were to concentrate their efforts in the provision of off-area recreation. Each agency was to have a specific responsibility, but it was also to coordinate its efforts with all other agencies. A history, a description of their program, and an evaluation of the main important agencies will follow. According to the original allotment of responsibility, the following plan was agreed upon.  

"Inside military and Naval Reservations, the Army, through the Morale branch with headquarters in Washington, and the Navy through the Bureau of Navigation, take full responsibility for the needs of soldiers and sailors within the reservations. They have provided theatres, recreation halls, day-rooms, service clubs, guest houses, and chapels in the camps. Under the Commanding Officer, Morale Officers, Recreation and Athletic Officers, Hostesses, and Chaplains are responsible for the entertainment, recreation, athletics, welfare, and religious programs.  

"The Red Cross is responsible for a Home Service program for the soldiers and sailors through family contacts and correspondence. It also conducts welfare and recreation programs in the hospital areas.  

"Outside Military and Naval Reservations: The Federal Security Agency through Paul McNutt, Coordinator of Health, Welfare, and Related Defense Activities, and Charles P. Taft, Assistant Coordinator, is the agency designated to supervise and supplement community activities. Congress is being asked to appropriate funds for recreational buildings for soldiers and sailors in communities where local resources are inadequate to provide such facilities. These recreational buildings and service clubs will be manned with personnel supplies by the United Service Organizations. Local Recreation and Health Councils, organized in communities adjacent to camps and reservations and working with the coordinator's field staff, are asked to do all they can to provide wholesome recreation, entertainment, and religious service for the soldiers and sailors who flock to them in off-duty hours on evenings and weekends.  

"The United Service Organizations, "The U.S.O.", with the approval of the government, is undertaking a drive for $10,765,000 to meet the crucial needs for personnel for the operation of recreational building planned by the Federal Coordinator and local communities for soldiers and sailors in communities where local facilities are inadequate. The constituent organizations — the Y.M.C.A., the National Catholic Community Service, The Salvation Army, the Y.W.C.A., the Jewish Welfare Board, and the National Travelers Aid — are particularly qualified to operate these community service clubs providing recreational and welfare facilities  

"Civilian contributions to in-camp Welfare and Recreation: The Citizens Committee for the Army and Navy has been officially designated by the War and Navy Departments as the national organization to receive and coordinate offers of entertainment and other services and materials to be turned over to Commanding Officers for use in Army camps and Naval reservations. Regional Representatives will work with Corps Area Commanders and Naval District Commandants to provide equitable distribution of such offerings. The Citizens Committee for the Army and Navy will have funds assigned to it from the U.S.O. drive and will receive gifts for the personal use of the men or for equipping camp buildings. Communities adjacent to camps and reservations cooperate with Commanding Officers of the camps to supply their requests for special features needed in the camps."

With the exception of the elimination of the Citizen's Committee for the Army and Navy this agreement is still valid. The work of the Citizens Committee was divided between the United Service Organizations and the Special Service Officers who were formerly the Morale Officers.

The United Service Organization

Perhaps the best known of all the war recreation agencies is the United Service Organization, which is commonly known as the "U.S.O.". This agency is the direct out-growth of a planning conference between the large private agencies which had been engaged in providing recreation for soldiers during the previous war. In this conference it was agreed that the former individualistic, competitive plan was not acceptable for this war. It was decided that the agencies should unite in one great organization for the purpose of raising funds and the operation of a common program. Six agencies were invited to participate in this new organization. These agencies were the Jewish Welfare Board, Salvation Army, National Catholic Community Service, Young
Men's Christian Association, the Young Women's Christian Association, and the Traveler's Aid. These six agencies today compose the United Service Organizations. With the exception of the National Catholic Community Service, these agencies have all had experience in the last war. However, the NCOS is largely replacing the work of the Knights of Columbus, in fact many of their staff was on the Staff of the Knights of Columbus during the last war.

This organization represents one of the largest inter-faith organizations in the history of our country. Here, Jews, Catholics, and Protestants are united into one organization for the purpose of carrying on a common program. So far, there has been no friction apparent between any of the agencies and the welfare of the program has been placed above agency interest. Not only is this inter-faith relationship apparent on the national level, it is also working on the local level. Here councils composed of representatives of the six different agencies are organized to carry on the local responsibilities of the U.S.O.

This inter-faith relationship was perhaps best expressed by Frank L. Weil 12 at a meeting in Washington on April 17, 1941. He said: "We were drawn together by these common faiths which we share, belief in a Supernatural Power, the brotherhood of man, the dignity of the individual, belief in the existence of ethical standards of right, and having been drawn together by these faiths, we found we were strengthening our differences; differences in religious beliefs, in religious observance, and in religious heritage. It is these common faiths, and

12. U.S.O. Bulletin, #27, April, 1941
this strength from differences, that we propose to bring to our young men in the programs we carry on under the U.S.O."

For such a large organization the structure of the U.S.O. is relatively simple. The national officers of the six constituent agencies met and elected a national board of directors who were representative of all of the agencies. This board of directors in turn, elected a group of men to serve as national officers. Under this group of national officers, there are a number of important committees. Three of these committees which are most closely related to the program operations are: (1) The Finance Committee, charged with the raising of the funds. (2) The Committee on Field Operations, which approves, disapproves, and supervises field operation, and (3) The Budget Committee, which disburses the funds. The Continental United States is then divided into eight regions. In each region there is a Regional Executive with one or more Associate Executives. Also, each agency has a regional representative functioning in that area. The Regional Executive is Chairman of the group and is responsible in inter-agency affairs and public relations. The regional agency representatives are charge with the administration of their various agency designations of operations. The local U.S.O. operation is financed, supervised, and directed by one of the six constituent agencies, and not by the U.S.O. The only exception to this above rule is in operation overseas. There, the U.S.O. itself becomes the operating unit. Therefore, it is largely the
duty of the regional agency representative to deal with a U.S.O. operation, and it is the responsibility of the Regional Executive to deal with new, non-designated communities.

A chart showing the working relations in this United Service Organization is as follows:

Clearance chart between local, regional, and national offices, indicating channels of access

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<tbody>
<tr>
<td>Regional Supervisors</td>
<td>Regional Supervisors</td>
<td>Regional Supervisors</td>
<td>Regional Supervisors</td>
<td>Regional Supervisors</td>
<td>Regional Supervisors</td>
<td>Regional Representatives</td>
</tr>
<tr>
<td>Local Directors</td>
<td>Local Directors</td>
<td>Local Directors</td>
<td>Local Directors</td>
<td>Local Directors</td>
<td>Local Directors</td>
<td>Local Staff</td>
</tr>
</tbody>
</table>

The purpose of the U.S.O. is to provide "a home away from home" for the Service Men and to assist communities which are near camps or industrial areas. The program was carefully outlined at their very beginning, and has, with the exception of a few minor changes, been rather closely followed. A summary of this program is as follows:
The common task of the united organizations will be to provide services not otherwise available in the communities near camps and defense industries, where the young men and women of our military and defense organizations spend their free time.

Programs will vary, depending upon local needs and resources. Each agency, naturally, will emphasize certain aspects of work that reflect its particular philosophy and approach. Both nationally and locally, the objective will be to provide the maximum of cooperation in the planning and conduct of activities.

The money to finance the above program has so far been raised through public subscriptions. When the U.S.O. was incorporated early in 1941, it was estimated that approximately $7,500,000 would be needed for the year's work. That quota was raised to $10,600,000, when the drive for funds opened in May, 1941. The campaign continued throughout the year. Some of these campaigns were separated, and some were included in the local Community Chest drives. All of the larger cities, and most of the smaller towns conducted some form of a campaign during 1941. When the final results were tabulated, it was found that a total of $14,353,666 had been donated. The goal for the 1942 campaign was raised to $32,000,000. This goal was achieved shortly after January 1, 1943. So, in the space of eighteen months, the U.S.O. received more than $45,000,000. Of these 3,070 counties, in the continental U.S.A., a U.S.O. campaign was conducted. There are 6,670 cities and towns in the United States with a population of over 1000. Local U.S.O. campaigns

were held in over 5,024 of these communities. The 1943 U.S.O. campaign will be included in the National War Fund Campaign, which will be conducted throughout the nation during the fall months. It is hoped that every county and every town will respond to this request. The quota which is suggested for the U.S.O. is $60,000,000.

The basic rule for handling U.S.O. finances has been outlined by President Barnard as follows:

"With the exception of minor amounts granted to special organizations, funds are not granted or allotted or contributed to agencies or other organizations as such. The U.S.O. determines what work it wants done, assigns the task to an agency or organization, or does the work itself and if it is work at overseas bases, determines what expense it is willing to authorize for the task, provides the funds for the task, and supervises the performance of these tasks and the accounting for expenditures."

A study of the expenditure of these funds for the two-year period is interesting. The expenditure for the first year of operation is as follows:

Receipts:
Contributions (Plus those received after May 31, 1942) $14,353,665.92
Expenditures:
USO Clubs & Service Units in continental U.S.A. $8,292,216.17
Overseas Service Clubs ........................................ 292,216.17
Mobile Service to Detached Troops .................................. 94,029.77
Service to Troops on Maneuvers ......................................... 146,323.01
Service to Troops in Transit ........................................... 20,930.64
Public Information Service ........................................... 67,085.43
Volunteer Activities ............................................... 30,847.32
Supervision of Service ................................................... 828,603.71
Camp Shows, Inc ..................................................... $1,468,528.91
Victory Book Campaign .............................................. 50,000.00
Special Committees & Services ........................................ 451,938.77
National Campaign - 1941 ................................................ 580,634.38

$12,532,477.93

The second year is not yet completed, but an actual budget for the first six months can be presented, and from that an estimate of the remainder of the year drawn up. Both the actual, for six months, and the anticipated expenditures for the year is shown, on the following page.
Receipts & Pledges on account of 1942 War Fund Campaign: $29,547,787.00...$33,400,000.00

Expenditures:

FIELD OPERATIONS IN CONTINENTAL USA:

1. USO Clubs & Service Units..............
   a. Operating Expense
      1. Program activities & Maintenance...$5,448,752.56...$14,338,579.00
      2. Program Materials.......................... 385,287.07...1,775,854.00
      3. Insurance...................................... 151,956.79...188,340.00
      4. Special Program Personnel............. 75,428.13...221,822.00
      5. Training...................................... 105,336.98...450,000.00
      6. Field Supervision(Nat'l Agencies)...... 288,873.07...724,485.00
      7. Field Supervision(USO Hqgrters)....... 166,487.68...403,029.00
      8. Administration & Program Direc-
         tion(Nat'l Agencies)..................... 394,107.94...905,345.00
   b. Property Expense............................
      1. Alterations & Equipment of USO
         Operated Buildings...$680,599.24...3,100,000.00
      2. Program Equipment.......................... 21,319.04...360,000.00
      3. Automobile Purchases...................... 182,371.50...316,940.00
      4. Mobile Service................................ 234,863.00...767,233.00
      3. Maneuvers Service.......................... 166,085.49...200,000.00
      4. Troops in Transit........................... 51,732.04...160,482.00

USO Operations & Services under Local Community Management:

1. Grants in Aid to local communities...$102,266.36...574,700.00
2. Supervisory Service from USO hqgrtrs.. 8,726.51...106,360.00

USO OPERATIONS OVERSEAS.......................... $540,021.22...$1,702,000.00

USO Camp Shows, Inc.............................. $1,340,000.00...4,997,577.00

SPECIAL APPROPRIATIONS.........................
American Social Hygiene Association..... 37,500.00...75,000.00
Victory Book Campaign........................-- 50,000.00
Miscellaneous Grants......................... 18,264.42...30,000.00
USO Grants in Foreign Countries........... 5,000.00...80,000.00
USO Public Information Service............. 80,044.14...253,024.00
General Administration-USO Headquarters...$117,725.13...260,128.00

NATIONAL CAMPAIGN
(Including $466,824.97 expended January
1, to May 31, 1942).............................. $847,595.95...943,718.00
$11,430,344.26...$32,972,615.00
The growth of the U.S.O. has been remarkable. Starting as a noble experiment, it has grown to be one of the largest private agencies in the field. A study of this growth can best be made by dividing the total U.S.O. program, and studying the various component parts. The U.S.O. is at present sponsoring eight different activities.

1. U.S.O. Clubs: As originally planned, U.S.O. service begins with the U.S.O. Clubs, of which there are now more than seven hundred in operation. Of these, two-hundred and one are housed in buildings provided by the Government. The remainder have been rented, borrowed, or sometimes received as gifts, and naturally vary in physical characteristics. Most of the clubs are operated by a single member agency, but in nearly two hundred of them, two or more agencies cooperate in the club management.

Facilities provided by individual clubs usually include reading, writing, and meeting-rooms, rest-rooms, and shower-baths, check-rooms, kitchens, stages for amateur theatricals, and snack-bars. Equipment ordinarily includes radios, telephones, typewriters, books, magazines, and stationery, musical instruments, motion pictures and games.
2. U.S.O. Centers and area services: Broad as has been the expansion of U.S.O. Club development, there are still communities which have not yet received the U.S.O. service they need. There are also communities whose need for U.S.O. facilities is limited, especially in industrial sections. Some 220 communities of both types are now receiving partial U.S.O. service through smaller U.S.O. centers or Area Services, through which paid members of the U.S.O. Staff make use of local facilities and direct operations of local volunteer personnel, in accordance with the needs of the individual situation. Because these operations are frequently superseded by the establishment of U.S.O. Clubs, their aggregate number has fluctuated irregularly.
3. Locally Managed U.S.O. Operations: A primary objective of U.S.O. has been to insure adequacy of its service at the points where it is most needed, using its own funds and resources in communities which are unable to support such services at local expense, but encouraging local development and management of similar services wherever possible. Locally managed operations are a factor of great and growing importance in the extension of U.S.O. services on a national scale.

Most of the larger cities of the country now have such operations, and, in addition, there are smaller locally-managed operations and locally-conducted services under U.S.O. Committees and Councils in some 500 other cities and towns.


Travelers' Aid Services consist typically of a small office in a U.S.O. Club or a desk in the waiting-room of a railroad or bus-station; there are more than 100 of these today. They supply information on rooms, transportation facilities, and community resources; locate people, and give emergency aid and other service as required.

U.S.O. lounges were established to afford a broader service needed in the larger transportation centers. There are now more than 100 of these in railroad and bus terminals, providing facilities for reading, resting, and writing letters, information-service, and personal services—without charge, such as showers, pressing, barber, etc.
6. Overseas Division: As of January 1, 1943, there were 83 U.S.O. operations adjacent to military and naval bases in Alaska, Hawaii, the Canal Zone, the Caribbean Area, Bermuda, Newfoundland, and elsewhere in this hemisphere. Fifty-seven of these are regular U.S.O. Clubs, 21 are smaller centers, and 10 are Mobile Service Units.

U.S.O. operates outside our continental boundaries only when designated to do so by the War or Navy Department. In combat areas, both Departments endeavor to supply similar services through Special Service personnel and chaplains. Where the aid of an American Civilian organization is required, the American Red Cross may be designated.
5. Mobile Service: After Pearl Harbor, great numbers of soldiers and sailors were detailed to detached duty at points often widely separated from populated centers or U.S.O. Clubs. Special trucks were obtained to carry the essential U.S.O. comforts and entertainment to these men on detached duty. Similar service has been maintained at Army maneuvers.

In a recent month, more than 1500 visits were made to men on detached service all over the country. U.S.O. stationery was distributed, together with books, magazines, other reading material, games, and refreshments. Moving pictures were shown on 40% of the visits, and dances and other social activities were held in cooperation with nearby U.S.O. Clubs or other community groups.
Since its customary work with the armed forces requires its presence abroad, it can perform these added services with economy of both transportation and administration.

7. U.S.O. Camp Shows: U.S.O. Camp Shows operate the largest live talent theatrical circuit in the history of the American Theatre. This was true even in its first season, when it had 26 shows on the road; today it has 72 units on tour, and strives to produce at least one performance every fortnight in every camp or base in the United States, and as many performances overseas - notably in the British Isles - as transportation facilities permit.

Approximately 750 professional performers of all sorts are playing under the U.S.O. Camp-shows banner - the best talent available. In addition, largely on a volunteer basis, there are famous comedians of radio, screen, and stage, the best artists of the concert world, vocalists from the world's great opera-houses, and renowned symphony orchestras.

8. U.S.O. Service to Workers in War Industry: From the beginning, U.S.O. undertook to provide services for war-workers and their families in communities designated by the Government as overburdened by war industries.

At the present time about 99 U.S.O. Clubs serve war-industry workers almost exclusively, about 49 serve such workers and members of the armed forces, in about equal numbers, and about 150, while serving military and naval personnel primarily, also include some war-workers in their constituencies.
Actual statistical figures for different USO activities are as follows:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Total</th>
<th>Continental United States</th>
<th>Overseas</th>
</tr>
</thead>
<tbody>
<tr>
<td>USO Operations</td>
<td>1385</td>
<td>1262</td>
<td>123</td>
</tr>
<tr>
<td>USO Clubs</td>
<td>938</td>
<td>844#</td>
<td>94##</td>
</tr>
<tr>
<td>USO Offices</td>
<td>140</td>
<td>133</td>
<td>7</td>
</tr>
<tr>
<td>USO Travelers Aid Services</td>
<td>114</td>
<td>114</td>
<td></td>
</tr>
<tr>
<td>USO Lounges (TTS)</td>
<td>106</td>
<td>106</td>
<td>11</td>
</tr>
<tr>
<td>USO Mobile Services</td>
<td>84</td>
<td>62</td>
<td>22</td>
</tr>
<tr>
<td>USO Maneuvers Services</td>
<td>3</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Local Professional Staff</td>
<td>2247</td>
<td>2079</td>
<td>168</td>
</tr>
<tr>
<td>Cities and Towns</td>
<td>639</td>
<td>567</td>
<td>72</td>
</tr>
<tr>
<td>States and Overseas Areas</td>
<td>64</td>
<td>46</td>
<td>16</td>
</tr>
</tbody>
</table>

The division of responsibility among the various U.S.O. organizations is also interesting for it indicated the willingness with which the agencies share opportunities:

<table>
<thead>
<tr>
<th>Total for Continental United States included above</th>
<th>Total</th>
<th>Military</th>
<th>War Production</th>
</tr>
</thead>
<tbody>
<tr>
<td>JWB</td>
<td>174</td>
<td>174</td>
<td></td>
</tr>
<tr>
<td>NCCS: Total</td>
<td>365</td>
<td>300</td>
<td>35</td>
</tr>
<tr>
<td>Men's Division</td>
<td>258</td>
<td>258</td>
<td></td>
</tr>
<tr>
<td>Women's Division</td>
<td>107</td>
<td>42</td>
<td>35</td>
</tr>
<tr>
<td>NTAA: Total</td>
<td>220</td>
<td>214</td>
<td>4</td>
</tr>
<tr>
<td>Travelers' Aid Services</td>
<td>114</td>
<td>108</td>
<td>2</td>
</tr>
<tr>
<td>Lounges (TTS)</td>
<td>106</td>
<td>106</td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>139</td>
<td>139</td>
<td></td>
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<tr>
<td>YMCA: Total</td>
<td>392</td>
<td>354</td>
<td>38</td>
</tr>
<tr>
<td>Army and Navy Dept</td>
<td>354</td>
<td>354</td>
<td></td>
</tr>
<tr>
<td>Industrial</td>
<td>33</td>
<td>33</td>
<td>38</td>
</tr>
<tr>
<td>YWCA</td>
<td>222</td>
<td>161</td>
<td>36</td>
</tr>
<tr>
<td>USO (Maneuvers)</td>
<td>3</td>
<td>3</td>
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</tbody>
</table>
A general summary of attendance figures indicates that the services are being well used. Total attendance at all U.S.O. Clubs and operations is now estimated at more than 12,000,000 monthly. An idea of the scope of U.S.O. activities may be gained from the following figures, taken from a statistical report covering 925 operations in October.

Group activities for the month included 24,896 groups and events, 56,072 sessions, and were attended by 5,979,524 persons. Services to individuals included 906,188 separate information services, 92,280 persons counselled, 9,200 individuals or families receiving case-work service, arranging family hospitality for 68,910, and visiting 47,173 hospital patients. Sleeping accommodations at these clubs were used 252,381 times. More than 6,421,115 U.S.O. envelopes with stationery were given away; 84,504 books were loaned; 324,842 magazines and 181,101 pieces of religious material were distributed.
Office of Defense Health and Welfare

About the time that U.S.O. was being planned, a group of men associated with the Federal Government were also becoming concerned over the health and welfare of the military and civilian personnel in the United States. Finally, there was created by executive order the Office of the Coordinator of Health, Welfare and Related Defense Activities. The name of this office, however, was soon changed to the Office of Defense, Health and Welfare Services. This office was placed under the Federal Security Agency and Mr. Paul V. McNutt was appointed director. Mr. Charles P. Taft was then made Assistant Director of the Office of Health and Welfare.

The functions and basic approach of this officer were completely outlined in the executive order which created the office. To summarize the order briefly: The Office of the Coordinator is to utilize the services of the various Federal agencies so far as these activities are involved in the objectives of the national defense program. Where the functions of these Federal agencies do not at present comprehend all the services necessary for defense purposes, they are to be expanded so that the aggregate functions of these agencies will meet the defense needs within the public responsibility.

The objectives of this coordination are to derive maximum benefits to the defense program from the activities of public and private agencies now operating in the various fields, and to stimulate further
developments where they are necessary to achieve the following ends: 15

1. To afford social protection to individuals and communities suffering disproportionate economic, social, or health burdens as a result of military or industrial defense activity.

2. To assist civilian agencies and individuals in making an effective contribution to the health, welfare, and morale of men engaged in military service.

3. To promote the health, security, and morale of the civilian population as an essential part of effective defense.

Under the Office of Defense Health and Welfare Services, six different sections were created: These sections were (1) education (2) social protection (3) nutrition (4) family security (5) health (6) recreation. While the first five are also vital to the National Defense, only the section on recreation will be studied in accord with the delimiting of the thesis. Each of these sections is supervised by a director. The Director of Recreation is Mr. Mark A. McCloskey who formerly was in charge of recreation in New York City.

The broad objectives of the recreation section has been ably reduced to words by Franklin D. Roosevelt 16, Paul V. McNutt 17, and Charles P. Taft 18. Their Statements as to the objectives of this section are as follows:

"As I understand it, the method throughout will be to work shoulder to shoulder with other existing local services; to supplement local resources where this is essential; to serve soldiers, sailors, defense-workers, in ways which will make daily life - and in particular leisure-hours, better and happier for them and for us all." 16

"We are committed to the sound policy that leisure must complement labor. And that commitment entails an obligation to see that hours off duty can also be well spent - freely spent, without regimentation, but with ample opportunity for all the varied activities in which the up-and-coming young people of the 1940's are legitimately interested." 17

"The aim of the Coordinator's Office, and of everyone working within the coordinated program is to develop a really national and a really workable program for all the American people, regardless of race, creed, or color. This job is one that each town must do for itself. The whole purpose of the national set-up is to help each town do its job better than it could alone." 18

The task of the Recreation Section of the Office of Defense Health and Welfare Services is tremendous; in war, 1942, style, the armed forces are considered tactically as the combat part of the total nation mobilized for war. America began as early as 1940, mobilizing its entire resources. The Office of Defense Health and Welfare Services has been charged with the responsibility for the mobilization and direction of the civilian forces in heavily impacted war communities.

Service men go to town for relaxation. This is a healthy sign. The Service man, when free from military duty, reverts to his civilian interests. This constitutes a demand upon cities, towns, and villages, adjacent to military and naval posts. These communities were the first to be termed "defense areas."

When the war production program got under way, and large contracts made necessary the establishment of new plants, and the enlargement of existing production, communities adjacent to these industrial plants were also declared defense communities.

In order to aid these communities to meet the needs of service men and defense industrial workers, the Recreation Section of the Office of

17. Ibid
18. Ibid
Defense Health and Welfare Services was created. In January, 1941, a staff was appointed. By July 1, 1941, a staff of 65 field recreation representatives, including regional representatives attached to the twelve regional offices of the Social Security Board, were at work. Now a staff of 75, including special consultants on work for women and children, and on Negro and industrial problems are available. Two consultants were utilized for duty outside continental U.S.A. Supplementing the work of this field force is an office force of twelve in Washington which includes five executives and seven stenographers, or typists. Supervising the entire staff is the Director. This staff, while shifting somewhat from time to time as younger men were called into service or special needs had to be met, represents the force which has been at work on problems of community recreation in defense areas since early in 1941.

The Field Representative is primarily a community organizer. His functions include: (1) Assistance in surveying recreation problems of the community. (2) Assistance in organizing Defense Recreation Committees and giving advisory services to it. (3) Assistance in bringing supplementary aid when necessary in the form of facilities and services. (4) Assistance in coordinating local recreation activities in order that there may be one effective total program, rather than a number of individual and often competitive programs. (5) Encouragement in developing volunteer workers for community recreation. (6) Encouragement of effective use of available recrea-
Stimulation of communities to assume responsibility for the task by providing out of public funds, facilities and leadership for recreation programs.

The organization of a Defense Recreation Committee is recommended which will be representative of all the various groups in the community such as the Chamber of Commerce, the commercial interests, the social agencies, organized labor, the churches, the various clubs and fraternal organizations, the press and radio, the city department of education, recreation and park service. The development of this new type of overall community organization takes time for frequent visits and numerous personal contacts. Often it requires a special ordinance to give the mayor power to appoint a committee with responsibility.

The first responsibility of such a committee is to make a survey of existing facilities and plan for their fullest possible use. Subcommittees are charged with responsibility in different spheres of interest; schools are urged to keep open for recreational activities, such as sports, crafts, amateur dramatics, music; the theaters, or movies, are utilized on Sundays for community sings, if they are prohibited from commercial use. They are urged to adjust their schedules to the hours of free time in this new war program. The churches unite in planning for the welcome of service men and industrial workers. Their facilities are used for community centers, writing-rooms and libraries, for day-nurseries to care for the children of working
mothers. Service Men are invited home for dinner, and a night or a week-end's entertainment in a family circle. Women's clubs and fraternal societies open their facilities and plan for the entertainment of the newcomers. Negroes share in this process and their facilities are utilized for Negro Service Men. Their needs are considered by this community organization, and they are included in the overall planning.

The press and radio make known these community services and stimulate the community to enthusiastic volunteer endeavor. The Defense Recreation Committee, with the advice and cooperation of the Field Recreation Representative, is the guiding, overall agency through which this community program is affected.

The list of defense areas compiled as of January 1, 1942, lists a total of 1,053 communities. The sixty-five field recreation representatives by the close of 1941 had been in touch with 921 of these communities of which 418 had defense recreation committees. By May 1, 1942, 1,296 defense communities had been visited of which 724 had defense recreation committees. By January 1, 1943, the number of local defense recreation committees had increased to 1,050.  

The Defense Recreation Committee is related to the local Defense Council when one is organized. In many cases the Defense Recreation Committee was the first defense organization the community knew. For this reason other problems such as over-night lodging, transportation, and even housing come within the scope of its interest since they were

essential to healthful and wholesome leisure-time activities. When Defense Councils were organized, the Recreation Committee became part of the larger planning.

The community usually feels the need for providing a center around which the program is planned. An empty store may be rented, or building may be loaned, or space found in a public building. The Defense Recreation Committee raises funds through private subscription for the support of this center, toward which the town may also make a special grant or levy a special tax. Several additional centers may also be opened by clubs, Chambers of Commerce, or churches. It is not unusual to find three or four community recreation centers for service-men operating in cooperation with the Defense Recreation Committee.

A small town of 500 to 5000 after straining its efforts to the utmost, often cannot meet the demands of thousands of service-men stationed two or three miles away, or of industrial workers drawn to the neighborhood for defense production. The Recreation Representative has been able to recommend in cases of extreme need, the construction of Federal Recreation Buildings financed by funds available under the Lanham Act. In 1941, 190 communities were granted such buildings, and in 1942, under the new grant, 74 more communities were added. In a number of cases a community has been granted two centers, one for whites and one for Negroes. Thirty-five buildings are for Negroes. The great majority of the total 264 centers are for service-men.

The plan for these centers varies according to the needs of the
local community. The local agency makes application to F.W.A. for this facility. The F. S. A. Regional Office examines this application for financial, legal and construction questions, and it is then referred to the national office, Recreation section, for review and endorsement.

After it has been submitted to the Budget Bureau for approval, it goes to the President for final approval, then it is turned over to the Federal Works Agency, which is responsible for construction. By special arrangement many of these buildings were constructed by the Army on behalf of the F. S. A. When completed, the Federal Works Agency turns these buildings over to the Federal Security Agency which makes the contract for management.

According to the figures of the Federal Works Agency, 296 projects have been approved by the President at a total of about $22,500,000. Of these 19 projects, at a cost of $2,267,482.00, are in the territories or bases as of October 31, 1942.

In order to operate these buildings, the local community also needs help. The U.S.O. (United Service Organization) operates the great majority of these Federal Recreation Buildings, although some are operated by the local community through the city recreation department or the Defense Recreation Committee. The W. P. A. before its cessation, lent assistance not only in the Federal Recreation Buildings, but also in the great number of centers operated by the local
community facilities provided locally.

THE AMERICAN RED CROSS

Recreation for troops over-seas is handled in a different way than recreation for the troops at home. As indicated in the report on U.S.O., there were only 88 U.S.O. operations over-seas as of January 1, 1943. As a general rule these operations are found only in areas that had been a part of the United States, either as a territory possession, or in some way connected with the United States Government. The recreation for United States Service men at other places is provided either by the Special Service Officer of the Army or by the American Red Cross.

The recreational work of the American Red Cross is divided into two fields of activities. The Red Cross was delegated the responsibility of providing recreation at all base hospitals and at over-sea bases which are located in foreign countries. The work at the base hospitals has so far been limited to simple games and amusements to keep the men's minds occupied, and off of their own troubles. The Red Cross is now developing a good practice of therapeutic recreation. This demands highly trained technicians who have had considerable experience in recreation. As of the present time sufficient personnel is not available to carry on this work as it should be done. Also, there is need of intensive study and research in this field of therapeutic
recreation. As the casualties increase, the importance of this work will increase rapidly.

The other phase of the Red Cross recreation program is very similar to the U.S.O. program with the exception that the Red Cross seeks to provide night lodging where the U.S.O., with the exception of unusual circumstances, simply direct the soldiers to another agency. In London, alone, the Red Cross is equipped to provide lodging for about 20,000 men per night. The Red Cross recreation service is at present operating in most of the large over-seas bases. It is especially well organized in England, Australia, and New Zealand. The director of these clubs is generally a man who is paid $275.00 per month plus full maintenance. Under this club-director there is a woman assistant who is paid $225.00 per month and full maintenance. A program director who is a man is also employed at $250.00 per month with full maintenance. He also has a woman assistant employed at $225.00 per month with maintenance.

There are also assistant field directors of recreation who work directly with the troops at the base, while the Red Cross Club Directors work with the men away from the base. So the American Red Cross is providing recreation for the service-men who are over-seas, regardless of whether they are on base or on leave into the various towns.
THE NATIONAL RECREATION ASSOCIATION

Another agency which has a history considerably longer than most recreational agencies, is the National Recreation Association. This agency was organized in 1906, largely as an outgrowth of a meeting called by President Theodore Roosevelt to discuss the means of extending and promoting recreational facilities. Pioneers who directly assisted in the founding of the organization were Theodore Roosevelt, Jacob Reis, Jane Addams, and Joseph Lee. Out of their effort came the organization then known as the "Playground Association of America" but now known as the National Recreation Association. The new organization was to be a national non-profit, educational and service agency, with the purpose "That every child in America shall have a chance to play, that everyone in America, young and old, shall have an opportunity to find the best and most satisfying use of leisure-time. The nature of its work was the development of amateur recreation - physical, rhythmic, manual, social, dramatic, musical, and artistic, - by service to public and private recreation authorities, and social and civic agencies, individuals, and home, church, industry and many other groups." The agencies were not concerned with the developing of professional sports or commercial amusements.

The new agency had rather a difficult time at first, due to the lack of understanding and interest on the part of the public. Today we accept public interest in the wholesome use of leisure-time as common-
place, and it seems incredible that in 1907 contempt and personal attacks were hurled at field representatives of the Association when they advocated children's playgrounds. An example is the oft-quoted statement of a congressman who said, "Appropriate government money to teach children to play? Why don't you ask for an appropriation to teach fishes to swim?"

To withstand such misguided attitudes, the young organization needed all the wisdom, skill, inspiration, and public backing so fortunately provided by President Theodore Roosevelt, its first honorary president, Jane Addams, Jacob Reis, Felix Warburg, Chairman of its first Finance Committee, Joseph Lee, and its first president, Luther Gulick.

In 1906, Jacob Reis' dramatic crusade against the slums in New York City, which led to the razing of tenements for playgrounds was already history. Chicago had already voted five million dollars for small recreation parks and field houses. Boston had built the ten acre outdoor gymnasium known as Charles Bank even in 1889. Los Angeles set up a board of playground commissioners in 1904.

When the Association was organized under the name of Playground Association of America, only 41 cities reported playgrounds under leadership in contrast with 1204 such cities in 1939. The job of making play and recreation respectable in the United States still remained to be done. Clark W. Hetherington pointed out, "Previous to 1906, America had no positive philosophy about the social or educational
values of play or recreation. In the scholastic attitude, the intellect was exalted; the emotions, ignored. Intelligent classes - lawyers, doctors, professional men in general, and school men in particular, thought in terms of work. Play was plainly a waste of time.

The American mind was unprepared for the idea of leadership in public recreation. Yet this essentially was what the Association undertook to establish - a professional trained group of men and women with freedom to organize and administer play and recreation on a community basis. This was a type of worker distinct from the teacher, the park administrator, or the social worker.

Throughout its existence the discovery, employment, guidance, and servicing of this professional group has engaged most of the Association's attention and constitutes its peculiar and outstanding service to America. The public recreation superintendent, the playground director, and the play leader are a distinctly American product and more specifically, a product of the National Recreation Association.

Realizing, in 1906, that many people did not even know what a playground looked like, the founders of the Association undertook an educational campaign. One of the first steps was to set up a correspondence and consultation service. Among the early projects of the Association was the construction and operation of a playground at the Jamestown, Virginia exposition in 1907. Many visitors saw this exhibit, were converted, and went home to promote playgrounds in their own towns.
In 1907, publications of the Association, including the Playground Magazine, made their appearance. A Recreation Congress was held in June, and a field service initiated in November. Thereafter, as the years went on, new services were established; colleges, universities and normal schools, physical fitness tests, short-term intensive training institutions, the Drama Service, the Music Service, the National Physical Education Service, Field Service in relation to park departments, the National Recreation School, field service on athletics and recreation for women and girls, service in the promotion of play in institutions, four-week institutes in major cities, nature and gardening services, and service in the planning of recreation facilities.

The history of the Association is the story of an agency broadening and adapting its work to the swiftly changing American scene. The very alterations in the Association's name from Playground Association to Playground and Recreation Association, and finally to National Recreation Association record an evolution from a children's playground movement to a broad service to adults and children. 20

When the United States entered the first World War, the War Department Commission on Training Camp Activities asked the "Playground and Recreation Association of America" to be responsible for the stimulating and aiding of communities in the neighborhood of training camps to develop and organize their social and recreational resources in such a way as to be of the greatest possible value to the officers and

soldiers in the camps. The Association, therefore, organized the War Camp Community Service, which was established and organized as the official agency in charge of the recreational activities of the towns and cities, that were easily accessible to the soldiers and sailors during their leisure-hours.

To provide the necessary facilities, it was necessary that the Association undertake an intensive community organization program, and also that an attempt be made to coordinate the work of the agencies already in the field. The community organization program undoubtedly caused the wide spread interest in community recreation which developed during and after the war.

The growth of the National Recreation Association, since its organization, and especially since the end of the first World War has been tremendous. The growth can best be illustrated by the following statistics:

<table>
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<tr>
<th>YEAR</th>
<th>ASSOCIATION'S EXPENDITURES</th>
<th>CONTRIBUTORS</th>
<th>CITIES REPORTING ORGANIZED RECREATION</th>
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<td>189</td>
<td>41</td>
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<td>1907</td>
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<td>57</td>
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<td>$167,804.46</td>
<td>9,198</td>
<td>1,164</td>
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</table>

It can be seen that during the depression the National Recreation Association suffered a great loss of revenue even though the work did increase in scope and size during the same period. However, the work is by no means completed or even nearing completion. Of the 6000 towns

21. National Recreation Associations' Information Service
and cities in America, only 1,164 report recreation under leadership in the 1941 Year Book. Careful studies and surveys indicate that 75% of the cities reporting parks, had park acreage below accepted standards and that only a small portion of the boys and girls needing recreation service are getting it.

When the United States began to prepare for this war, the National Recreation Association at their own request were released of the responsibility of carrying the entire community organization load. It was their desire that they serve more as a resource agency and as a guidance for community recreation. Through this policy they have been able to contribute much to the welfare of recreation. This "middle of the road" policy, and the willingness to make all of their resource material available to everyone, has been the National Recreation Association's particular contributions to recreation during this war.

NATIONAL PRIVATE AGENCIES

There are, of course a great many more agencies concerned with recreation in this emergency. The six national agencies who joined together to form the U.S.O. are also doing a great deal through their normal channels. Most of the Y.M.C.A. and Y.W.C.A. buildings throughout the country are fully geared to the war effort.

The Jewish Community Centers have done an outstanding job among their constituents, and yet have found time to make their buildings and programs available to soldiers and civilians alike. The National
Catholic Community Service, while a new agency, is supported by old live Catholic Agencies such as the Knights of Columbus, who themselves are doing a great deal for the war. The Salvation Army has also geared its programs to contribute to the war effort.

Besides these six great national agencies there are others. The Boy Scouts, Girl Scouts, Campfire Girls, Boys' Clubs and a host of others are all doing their share. Before discussing the local agencies it is necessary to mention the Masonic Service Program of the Masons. This organization is opening up their building for service men and are operating a great many Service Men's Centers. The American Legion has also contributed to the support of the recreation movement in time of War.

The local agencies, the United Service Organization, Office of Defense Health and Welfare, the Red Cross, the National Recreation Association, the many national agencies and the countless local agencies, are all helping to provide adequate recreation for our service men, our war workers and our civilians, including children, and our special service officers.

**MILITARY RECREATIONAL AGENCIES**

Within the armed forces there were those officers who recognized the absolute need of good recreation. When, on September 16, 1940, President Roosevelt approved the first peace-time conscription bill in the Nation's history, plans were also made in regard to recreation
within the camps. The country, however, was still at peace and the recreation that was provided to these men in the armed forces during that year was thought of as more of a compensation, rather than a necessity.

Then on December 7, 1941, the Japanese bombed Pearl Harbor and the nation was at war. More and more men were inducted into the Army. Plans had to be expanded many times and unnecessary activities had to be dropped. The large majority of the officers in charge recognized that recreation was a necessity and not a luxury. Those few who sought to curtail or eliminate the recreation programs soon proved by their dismal failure that recreation was in truth a necessary part of any and every training program.

The extent and complexity of the problem of changing a conscript group of citizens into an effective fighting force is almost beyond comprehension. These men are Americans, and as such are accustomed to democratic, peaceful ways of living. Their one thought is to win as soon as possible, and then to return to civilian life. The task of equipping these men is more than just one of military training. Problems of individual and collective welfare remain, and the basic need for recreation and education persists in Army life.

There exists in all armies a basic quality which is known as morale. This morale can be either good or bad, depending on the qualities which are used to produce that morale. No one quality is sufficient in itself. Morale is composed of a great many little things. One factor which has been increasingly recognized as necessary for the maintenance.
of good morale is recreation. The Army and Navy both recognize the importance of recreation, and are giving more and more emphasis to this part of the program. The extreme value of good morale has long been established. An indication of its value is revealed in these words of General Marshall, Chief of Staff of the United States Army:

"Napoleon evaluated morale over material as three to one. I believe that recent experiences indicate a re-estimate of these values - the odds being nearer five to one, or possibly even ten to one in some instances, in favor of the psychological factor."

Inside the Army or Navy reservations, all work pertaining to morale which includes recreation is under the direction of the Special Service Officer. It is necessary at this time that an account of the Special Service Division be given.

During the last war, educational, recreational, and welfare services, which form the basis of morale work, were carried on largely through civilian agencies. Upon the recommendation of Dr. Raymond B. Fosdick, who headed the civilian agencies, and with the encouragement of Secretary of War, Newton D. Baker, an Army Branch, concerned with all problems of morale, was formed. This new branch was headed by Brig. Gen. Edward L. Munson, on whose study of morale problems, and programs to meet them, much of the Army's present work now rests.

On July 22, 1940, coincident with the expansion of the Army, the War Department set up a Morale Division in the Adjutant General's Office. The work was transferred, in March, 1941, to a newly created morale branch, functioning under the supervision and control of the Army's

22. Technical Manual, Special Service Officer, May 12, 1942
Chief of Staff. Again, in January, 1942, the Morale Branch was re-named the Special Services Branch with the dual function of recommending policies on basic aspects of morale and on recreation, entertainment, welfare, education, and athletics. It also administered such special Army Services as the Army Exchange Service, supervising the post exchanges, Army Motion Picture Service, and Library Service.

Reorganization of the War Department March 9, 1942, placed the Special Service Branch under the Commanding General, Services of Supply, functioning directly through the Chief of Administrative Services. This branch is now the Special Service Division. In this reorganization, the Army Exchange Service was taken out of the branch and placed directly under the Chief of Administrative Services.

The Director, Special Service Division, is responsible for the provision of adequate welfare, recreation education, and information facilities for posts, camps, and stations, island bases, task forces, and Army transports. It develops means and facilities for directing and executing morale activities, and conducts research on specific morale factors, for utilization by other War Department agencies or dissemination of accurate information to the Army.

The United States Navy, through the Welfare Section of the Bureau of Naval Personnel, maintains a somewhat similar service for the Naval Training stations and Naval Air Bases.

One aim - an one aim only - activates these broad programs of welfare, recreation and education. That is, to strengthen the will and
ability of the soldier to perform his military duties. Above all else, the Army's task is to qualify men to fight for their country, wherever they are called. To accomplish this aim there existed as of May, 1942, more than 376 main post exchanges in posts and camps in the continental United States, each having approximately ten-sub-exchanges serving the Armed Forces with an infinite variety of goods from soft drinks to spare parts for cars; and at low prices that help to stretch the soldier's dollar. Exchange facilities are provided also for troops in the bases and foreign departments.

Operating on a cooperative basis, these retail outlets will gross more than $500,000,000 in 1942. When all operating expenses are paid, funds left over are used for the maintenance of recreational and welfare activities in posts and camps served by the exchanges.

The backbone of soldiers' entertainment in posts and camps is provided by the Army Motion Picture Service which now operates the largest single theater chain in the United States. Through cooperation with motion picture producers and distributors, the man in service may see a film in the camp theater before his younger brother sees it on Broadway. There are now 721 theaters in 396 Army posts, camps, and stations, with a seating capacity of 517,685 persons at a single showing. As of December 1, 1942, the average number of showings weekly reached a total of 4,799 - each one consisting of a feature picture, accompanied by appropriate newsreels and other shorts. By the end of 1942, weekly
showings will average 5,098 in 761 theaters operating in 423 posts, camps, and stations. They will have a seating capacity of 543,212, which means that more than a million men may "go to the movies" daily.

Soldier-owned and self-supporting, the Service charges extremely low prices - a book of 10 admissions for $1.20. A part of operating surpluses is used to maintain service at smaller, unprofitable theaters, buy new equipment and continually improve the service. Another part of any surplus is turned back to profitable units on a pre-determined profit-sharing basis to be used for the welfare of the troops served by that unit.

The Overseas Motion Picture Service provides each overseas unit with films and flexible 16 millimeter equipment which can be used under varying conditions in the open, in tents, or in permanent buildings. It also secures personnel and advises on organizations needed to operate moving pictures for the oversea forces.

The Army also maintains both permanent and mobile libraries for the troops. Standard permanent libraries, housed in Service Clubs, or other buildings at the camps, begin with a collection of 5,000 volumes. For small units, less extensive collections are maintained. For units where no permanent library is feasible, traveling libraries are furnished.

Sixteen months ago, the Army Library Service had a total of 500,000 books at its disposal and employed two professional librarians. Today, it had more than 10,000,000 volumes available for the men and books are
being added at the rate of 5,000,000 per year. Its professional library staff has grown to over 200 persons. The Service now has 2,000 permanent collections and hundreds of traveling libraries.

In addition to permanent collections maintained in Service Clubs and recreational buildings in posts and camps, the Army Library Service provides reading material for Army hospitals. Small library units are provided each hospital and exchanged quarterly, affording a continuing supply of new books. A small collection of books is part of the equipment of every overseas and base unit.

Supplementing the Division's Research Service is an Information Service whose concern is to supply material to officers and men to facilitate the transitional steps that occur in building a citizen army from civilian to soldier in training, then to soldier as a part of a unit, and finally to actual combat.

Among the activities of the Information Service are:

1. Development of radio programs for troops at home, supplying of short-wave and transcribing equipment for overseas units to pick up programs from the United States and play them back to the men.
2. Preparation of orientation films, suitable for the various stages of soldiers' training, and foreign country guides for overseas units.
3. Assistance to the more than 500 camp newspapers now published and the development of Yank, Army newspaper for home and abroad.

Along with other parts of its program for the general welfare of the men, the Army has undertaken to provide more numerous and better recreational facilities.

Company day-rooms and regimental recreation-halls are provided, to-
gether with facilities for small games, reading and writing, and auditoriums for lectures, theatricals, and other events - all within military areas. In larger posts and camps, there are service-clubs, complete with cafeteria, library, reception-rooms for guests, and dancing space.

Forty-seven field-houses and sports-arenas have been constructed to provide for indoor sports-activities during winter months.

A special feature of the Army's recreational facilities is the recreational area, designed to meet the need that soldiers, like everyone else, have to break away from their everyday surroundings. Thirty-nine weekend camps for soldiers are in operation near metropolitan centers or resorts or national parks. Thus, for a few dollars, a soldier on furlough may enjoy a week-end in one of these recreational areas. His bedding and lodging are supplied; the only charge is for food, and that is inexpensive. No military duties are required, but ordinary discipline is maintained.

The broad recreational service provided today by the Army of the United States encompasses many varied types of activity. Among them are:

1. Athletic programs. Through unit athletic officers, programs of individual and collective athletics have been developed, supplementing the general physical-fitness training. Both intramural and extramural contests have a place in these programs. Thus far, facilities are provided for 35 different kinds of sports. Boxing and baseball are the most popu-
lar, closely followed by basketball and football.

2. Cultural programs. Regimental recreational officers also develop programs of music-mass sings, and glee clubs, arrange for bands, orchestras, and choruses, and train army song-leaders. Practical leisure-time programs for men interested in art have been instituted, and a broad program of amateur theatricals developed.

3. Professional entertainment. All recreational activities, within the military areas, are conducted exclusively by the Army. However, Army authorities cooperate closely with legitimate civilian agencies, and groups in providing, with the approval of the War Department, professional troops, commercial radio shows, name orchestras, and other entertainment features for the soldiers in the camps.

To carry on this extensive program, there is a special service officer with each army, each Army corps, and each division. Also, the divisional special service officer is usually assisted by a full-time recreation officer and a full-time athletic officer. With each regiment there is a full-time recreation officer in charge of athletics, leisure-time education, and recreational activities.

These agencies which have been discussed are the major recreational agencies which have been either re-directed or created to serve an immediate war need. They are all making a notable contribution to the war effort. Because of the interlocking and cooperative relationship between the various agencies it is impractical to attempt to measure the contributions of each separately. From this point, the word
'recreation' will be used to express the programs of these various agencies. The total recreational programs of an area will be studied to determine if it is an asset or a liability to the war effort.

Before any attempt can be made to isolate and measure the contributions of a recreation program, that program must first be evaluated as to its own efficiency. This evaluation can be done in many ways. Perhaps the most complete method of evaluation has been developed by the National Recreation Association through what is known as the "Community Recreation Schedule". With the use of this schedule it is possible to rate the percentage of efficiency of a community recreation program. The use of this scale is a very complicated and lengthy procedure. Except for a complete and comprehensive analysis of a community recreation program, a simple and less complicated schedule can be used.

All evaluations of recreational programs in the various towns which were used as case-studies were based on the careful application of the "Community Recreation Schedule", and was then re-checked by another schedule devised for that purpose.23 Since these towns are all located in the north central area, for military reasons they cannot be identified, nor can the detailed results of the schedules be made public at this time. The percentage figure given as the evaluation of the recreation program is the percentage efficiency.

It is necessary to study recreation's contribution from three different approaches: (1) Recreation and the soldier; (2) Recreation and the

23. See Appendix "A"
War Worker; (3) Recreation and the Home Front. For each of these three areas a representative north central town has been selected to serve as a case-study. These towns were carefully studied prior to the establishment or re-vitalizing of a recreation program. The results were tabulated and then a recreation program was devised for the purpose of overcoming the unwholesome effect of the war impact. The community was then carefully measured and studied again.

RECREATION AND THE SERVICE MEN

The town selected as the unit of study regarding recreation and the Service Men was Plainsville. 24 This town is an isolated community of about 6000. The nearest town of over 1000 is 35 miles away. For many years this town had experienced a severe depression. Some people had moved away and many stores had closed. This town was strictly an agricultural service center, having no industries or manufacturing concerns. Practically the only recreational asset in the town was the fine outdoor part facilities. There were no indoor recreational facilities with the exception of a dance-floor and two picture-shows. There were also several taverns and questionable night-clubs. The community survey rated this town at a doubtful 37% efficiency. This was largely based on the out-door facilities which can be used only part of the year.

Just at the time when the out-door facilities were becoming usable, the army installation just five miles from town was activated. This

24. Fictitious
This brought about 10,000 Service Men into the area with only one town to depend upon for recreation. Lack of recreational facilities, and an inadequate recreation program combined to create a serious condition. Arrests for drunkenness, disturbing the peace, prostitution, and such, increased rapidly, as did also venereal disease, and unwed mothers. Immediately the town mobilized its resources and with outside assistance developed a recreation program which rated 84% on the Community Recreation Schedule. A decline in the above conditions was noted immediately. The statistics of this decline easily illustrates the effect of good recreation on a soldier's conduct. Drunkenness was reduced from 14 cases per 1000 men to 3 cases per 1000. Actual Military Police arrests stood at 11 per 1000 and was reduced to $2\frac{1}{2}$ per 1000. Venereal disease dropped from 4.8 per 1000 to 1-3/4 per 1000. Juvenile Court Cases caused directly or indirectly by soldier pressure in town, from 7 per 1000 juveniles to $2\frac{1}{2}$ per 1000. Known prostitutes from 2 to 1000 population (civilian and military) to one-half per 1000. Those incapacitated for duty next morning after leave in town, varied from 9 per 1000 to $1\frac{1}{2}$ per 1000.
The following graph summarizes these statistics:

- Drunkeness
- Military Police Arrests
- Venereal Disease Rate
- Disturbance of Peace
- Juvenile Court Cases Involving Military Personnel
- Known Prostitutes
- Incapacitated for Duty

At 84% Efficiency

At 57% Efficiency
From these figures the obvious conclusions as to the value of recreation can easily be obtained. Good recreation reflects itself in good conduct on the part of the Service Men. Recreation is a factor in reducing drunkenness, venereal disease, minor arrests, prostitution, inability to drill, and juvenile delinquency. Recreation is, therefore, rendering a definite contribution to the war effort through its service to the military personnel.

**RECREATION AND INDUSTRIAL WORKERS**

It is difficult to measure the effect of recreation upon industrial workers. Henry Kaiser, the ship-builder, early recognized the value of recreation and used it to produce more ships. Many firms in the north central region have also utilized recreation. One firm in Iowa, employing 9,000 workers, has a recreation budget of $18,000 in addition to the salaries for a full-time employee. A firm in Minnesota with 11,000 employees, spends about $30,000 per year on recreation. These are but two examples from the many more that could be supplied. An interesting correlation in this study is the efficiency of the funds that have an industrial recreation program. Over 80% of the larger firms in the north central region which have been awarded an Army or Navy "E" pennant have an industrial recreation program that spends over $1.00 per employee per year.

To illustrate the value of industrial recreation, an isolated community called Prairieville was selected. This town is away from

25. Fictitious
everything. The closest town larger than itself is 32 miles away, over poor roads and poor train-service. Prairieville has a population of 1000. No recreation outside of a small third rate theatre and several pool-rooms exist. Rating this community on the Community Recreation Schedule was not difficult as it had nothing to evaluate. The final rating for this community was 6% efficiency. The war impact on this community was created by the establishing of a large munition plant just a short distance away. The town grew rapidly. The population had increased to 2700 at least by the registration for the first ration-book was scheduled. Over 2700 ration-books for sugar were distributed to people who claimed residence in the town. In addition to this increase, another 2000 persons were living in trailer camps, shack-towns, and what-nots within a very short distance of the town and were depending upon the town for all services.

This impact of about 3500 persons on a little community of 1000 created two immeasurable social problems. One was for proper housing and the other was for proper recreation. These two social conditions were in turn creating problems of absenteeism and a tremendous labor turn-over. It takes considerable time to solve a housing problem but immediate progress could be made in the solution of the recreation problem. With the cooperation of the plant management and the leading citizens of the town, a recreation program was developed.

The plant established a recreation department to serve the men on the area. A moving-picture show, bowling alleys, and a recreation cen-
ter were all constructed. The W.P.A. was then asked to provide personnel to service the plant area and the trailer camps nearby. U.S.C. established its center in the town and proceeded to attack the problems from that angle. Working as a coordinating agent the Office of Defense Health and Welfare Services was active in the over-all planning. The town cooperated by passing laws restricting prostitution and taverns.

The conditions which had developed during this short time between the establishment of the plant and the beginning of the recreation program were almost unimaginable. Of the 22 business houses on the main street, 17 had been remodeled into taverns. Professional prostitutes had moved in en masse. They openly solicited on the street without any restrictions. Fighting was a nightly and almost hourly occurrence. Several of the fights had ended fatally. Drunkenness was common. Each night after the jail was full, no further arrests were made. No taverns closed until daylight and the only place that many men had to sleep was in the chairs and booths of the taverns.

These conditions were caused by both the lack of housing and the lack of recreation. However, since it was many months after the establishment of the recreation program that anything was done about housing, a good measurement of the value of recreation can be obtained.

After the development of the various recreation programs, the city was again evaluated. This time it rated 69%. Failure to rate higher was due to lack of permanent facilities such as parks, playgrounds, tennis courts and permanent committee structure. This rating also in-
cludes the facilities furnished on the military area.

With the inauguration of a good recreation program, many improvements in social conditions could be noticed. Drunkenness decreased by 65%. Known prostitution decreased 55%. Fighting by 70%. The number of taverns decreased by 25%. Arrests did not decrease so much due to the former practice of stopping arrests when the jail was full. The attitude of the town towards the newcomers, and the newcomer towards the town, was also improved.

In order to measure the effect of recreation on the war effort it is necessary to evaluate something more than improved social conditions, even though these conditions might and do have a direct bearing on war production. The best index of recreation's contribution in this case-study is the reduction of absenteeism and labor turn-over.

Before the beginning of the recreation program, the absentee rate was 29 to 32 per 100 workers on week-nights, and 38-42 on pay-nights. This meant that about one-third of the total man-hours available were being lost each day. Labor turn-over was also very light. For the months just previous to the establishment of the recreation program, the rate exceeded 50% labor turn-over per month. This meant that each month about 2100 persons had to be found, employed, transported and trained. The expense of this was tremendous. With the establishment of the recreation program, the absenteeism rate was reduced to an overall average of 15 per 100 men. The labor turn-over rate decreased from over 50% to 19% per month. This meant a saving in time and money.
When these statistics are summarized on graphs, the contrast is more striking:

The conclusion from this case is that recreation is a definite factor, not only in the improvement of social conditions, but also direct force for the reduction of absenteeism and labor turn-over.
It is even more difficult to measure the effect of recreation on the home front or civilian population. England has found it best and even necessary not only to defer recreation workers, but even to furlough those who had been taken into the army and trained. One of the warnings which Great Britain gave to the United States was not to allow community service agencies to close. It is recognized in England that recreation has been a factor in the development of civilian morale. Games such as chess, checkers, cards, etc., soon became standard equipment for all air-raid shelters. Families also found simple games a substitute for other forms of activities denied them by the war.

In measuring the effect of recreation upon military personnel and upon industrial workers, it was possible to find communities so isolated that other factors could practically be disregarded. In the measurement of the effect of recreation upon civilian population, a different approach was used. Two cities having about the same population and the same conditions were studied and compared. City "A" rated 67% and City "B" was rated 31% in recreational efficiency.

In comparing these two cities some interesting correlations were made. These comparisons were summarized in the following chart:

<table>
<thead>
<tr>
<th>Metric</th>
<th>City &quot;A&quot;</th>
<th>City &quot;B&quot;</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recreational Efficiency</td>
<td>65%</td>
<td>31%</td>
</tr>
<tr>
<td>Juvenile Delinquency</td>
<td>1.75%</td>
<td>2.90%</td>
</tr>
<tr>
<td>Venereal Disease (Incident rate)</td>
<td>2.1</td>
<td>3.8</td>
</tr>
<tr>
<td>Illegitimate Children(Unwed Mothers)</td>
<td>23.3</td>
<td>35.1</td>
</tr>
<tr>
<td>Crime (Homicide, assault, robbery, burglary)</td>
<td>16.75</td>
<td>20.9</td>
</tr>
<tr>
<td>Suicide rate (per 100,000)</td>
<td>19.1</td>
<td>23.2</td>
</tr>
</tbody>
</table>
It is impossible to determine accurately how much of this variance between the two cities can be contributed to recreation. However, enough proof does exist to show that recreation is one of the factors which will assist in the elimination of certain anti-social conditions. Recreation, as proven by the British, and is now being proven in America, is an important defense of the home-front, and, as such, is contributing to the war effort.

AMOUNT OF INFLUENCE

There is ample proof that recreation is a definite factor in the control and the solution of certain social conditions and problems. Recreation is a factor in the reduction of absenteeism, labor turn-over, juvenile delinquency, venereal disease, crime, suicide, and illegitimacy. The importance of that factor has never been fully weighed and established. There are always other factors which enter into the cause of the social problem as well as its solution; however, an approximation can be obtained which will not vary a great deal.

First, it is necessary to measure the efficiency of the program. The community recreation schedule which was used to rate the different communities is concerned more with committee structure and permanent facilities. Recognizing that in a time of emergency, certain desirable organization patterns and many permanent facilities can not be obtained, a new schedule for the evaluation of any particular program was devised. This schedule was constructed upon the socio-metric scale principles.

26. See Appendix "B"
Twenty emergency recreation programs were studied in twenty different towns, varying in size from 500 population to 500,000 population. It was found that certain essential things were common to all, and that when the various programs were tabulated, the necessary parts were easily distinguishable.

The common elements were graded according to their frequency and importance. The scale was made as simple and as flexible as possible, so that it could be applied to any program and to any place.

With the use of this scale, a program, whether it is large or small, can be rated quickly and accurately. The scale was applied to each of the twenty towns which were used as a base for its construction and in each case the result was in accord to other estimates and scales.

After the efficiency of a program has been measured, it is yet necessary to determine the extent or value of that program's influence. To accomplish this, a simple mathematical equation is used: The efficiency of the program is multiplied by the individual attendance at the program divided by the total possible clientele.

\[
\text{Efficiency Rating} \times \frac{\text{Individual Attendance}}{\text{Total Possible Clientele}} = \text{Percent of Correcting Influence on Related Social Problems}
\]

Therefore, the extent of the contribution to be expected from recreation is determined by efficiency of program plus the percentage of participation.
CONCLUSION

In conclusion, it is possible to summarize the contributions of recreation to the war effort as follows:

I. Recreation and the Service Man.

Recreation is contributing to the building of morale among the Service Men. General Marshall has estimated the importance of morale as ten times greater than equipment. Besides the intangible task of building morale, recreation is also a factor and an assistance in:

1. The reduction of drunkenness.
2. The reduction of minor arrests.
3. The suppression and control of venereal disease and its companion, prostitution.
4. The reduction of incapacity for duty following a night's leave in town.
5. The creation of an understanding between the town citizens and the military personnel.

II. Recreation and the Industrial Worker.

There is definite relationship between recreation and production schedules. It is noted that those firms which have achieved excellency recognition are those firms sponsoring a good recreation program. Recreation is a definite factor:

1. In the reduction of consecutive absenteeism.
2. In the prevention of excessive labor turn-over.

III. Recreation and the Home Front.

The importance of recreation on the Home Front is recognized by both England and America. Recreation will assist:

1. The reduction of juvenile delinquency.
2. The reduction of crime.
3. The reduction of venereal disease.
4. The development of civilian morale.

The amount of contribution is directly dependent upon the efficiency of the program multiplied by the individual attendance figure divided by the possible clientele.
APPENDIX A

Evaluating a Recreation Program for Military Personnel in a near-by Town

THEATER

1. Adequate number of seats
   (at least 1 per 150 population)
2. Reduced prices for Service Men
3. Class "A" pictures
4. Daily performance
5. General appearances

LIBRARY:

1. At least 5000 books
2. Adding at least 10 new books per month
3. Reading Room
   (quiet and well-lighted)
4. Open at convenient hours for Service Men.

PARKS:

1. Well-maintained parks
2. For use rather than beauty
3. At least 1 acre for 500 people.
4. Toilet facilities.
5. Adequate playground and recreational facilities.
SPECIAL EVENTS FOR SERVICE MEN

1. A dance every two weeks
2. An athletic event every month

HOSTESS GROUP

1. Well chaperoned
2. Enough to keep everyone alive
3. Sociability
4. Exchange of partners
5. Neat, well-appearing
6. Near same age as men

CHURCHES

1. Special attempt to invite service men
2. Special events for service men
3. Special rooms or lounges provided
4. Attitude of welcome

HOME HOSPITALITY

1. Can every boy who wishes to spend Sunday or an evening in a home, do so?
2. Is an effort made to accommodate groups rather than one service man?
3. Are the men invited to return?
4. Do they return?
GUIDES (Information)

1. Is some sort of guide to the city provided?
2. Is guide attractive and up to date?
3. Is there a source of information for the men?

REST ROOM FACILITIES

1. Are there adequate rest rooms?
2. Are they easily found and accessible?
3. Are they clean and well-kept?

SERVICE MEN'S CENTER

1. Is the space adequate? (at least 1 sq. ft. per man)
2. Is area well arranged and divided?
3. Is there a game-room?
   1. At least 5 different activities?
   2. Adequate space between tables and games?
   3. Good equipment?
4. Is there a reading-room?
   1. Is it well lighted?
   2. Is it quiet?
   3. Is it well supplied with current magazines and books?
   4. Are there proper tables and comfortable chairs?
5. Are there writing desks with pen and ink?
   1. Is there free stationery?
   2. Provisions made for mailing?
6. Is there a lounge?
   1. Pleasant?
   2. Comfortable furniture?
7. Are there adequate toilets?

8. Snack Bars?
   1. Are prices fair and attractive?
   2. Are free cookies provided?
   3. Neat and clean in appearance?

9. Location of Center
   1. Is it easily found?
   2. Is it in desirable location in relation to bright lights?
   3. Is it away from taverns, and immoral influence?
   4. Is entrance well-lighted?

10. Behavior within Center
    1. Is the behavior acceptable?
    2. Is behavior free and easy and not restrained?
    3. Are Military Police called frequently?

11. Ice Cream and Soft drinks
    1. Are these sufficient or are they forced to lounge in taverns?

12. Are taverns orderly and well-lighted?

13. Bowling
    1. Is there at least 1 alley per 1,500 population?
APPENDIX "B"

Criteria of a Good Recreation Program

<table>
<thead>
<tr>
<th></th>
<th>Point Value</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>STAFF</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Adequate in numbers</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>2. Well trained</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>3. Reliable</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>4. At least a year's experience</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>5. Use of volunteers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Are they carefully selected?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>2. Are they trained before going to work?</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>3. Are they supervised by trained workers?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>6. Is personality of staff &amp; volunteers good?</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>7. Reputation of Leaders (Morale -2 Professional -2)</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td><strong>PROGRAM</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Are programs diversified?</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>2. Is it well planned?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>3. Does everyone participate(few spectators)?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>4. Are programs well attended?</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>5. Are programs up to date?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>6. Do the participants accept responsibility for activities?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>7. Does program begin and stop on time</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>8. What plans program</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Participants alone</td>
<td>- 1</td>
<td></td>
</tr>
<tr>
<td>Leaders alone</td>
<td>- 1</td>
<td></td>
</tr>
<tr>
<td>Participants &amp; Leaders</td>
<td>- 2</td>
<td>1 or 2</td>
</tr>
<tr>
<td>9. Are age groups separate?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>10. Are the programs directed towards a purpose?</td>
<td>3</td>
<td></td>
</tr>
</tbody>
</table>
## FACILITY

<table>
<thead>
<tr>
<th>Point Value</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Is it well-lighted?</td>
<td>1</td>
</tr>
<tr>
<td>3. Is all the space utilized to best advantage?</td>
<td>1</td>
</tr>
<tr>
<td>4. Is the arrangement of activity space the best?</td>
<td>2</td>
</tr>
<tr>
<td>5. Is the exterior well-lighted especially the entrance?</td>
<td>2</td>
</tr>
<tr>
<td>6. Are broken games and furniture discarded?</td>
<td>2</td>
</tr>
<tr>
<td>7. Is there a show case to display work done?</td>
<td>1</td>
</tr>
<tr>
<td>8. Is the clientele proud of the center?</td>
<td>2</td>
</tr>
<tr>
<td>9. Does the clientele assist in keeping it clean?</td>
<td>2</td>
</tr>
<tr>
<td>10. Is the general atmosphere good?</td>
<td>2</td>
</tr>
<tr>
<td>11. Is the facility well-located?</td>
<td>2</td>
</tr>
</tbody>
</table>

23
PUBLIC RELATIONS

<table>
<thead>
<tr>
<th>Point Value</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Is an effort made to publicize program?</td>
<td>3</td>
</tr>
<tr>
<td>2. Does the program cooperate with other programs?</td>
<td>3</td>
</tr>
<tr>
<td>3. Is the responsibility to the community recognized?</td>
<td>2</td>
</tr>
<tr>
<td>4. Are the long-time values stressed?</td>
<td>3</td>
</tr>
<tr>
<td>5. Does the program sell itself?</td>
<td>2</td>
</tr>
</tbody>
</table>

13
1. Is the clientele regular? 2
2. Is the clientele representative of various classes? 1
3. Is the clientele composed of both sexes and all age groups? 1
4. Do family groups participate? 2
5. After the participant has outgrown his particular interests does he continue to come? 1
6. Those who move away or are gone for while, do they keep contact with the center? 1
7. Is the clientele well-behaved due to own contact? 3
8. Is the general aptitude of clientele one of interest? 1
9. Is the center an end in itself or is it a pick-up spot for boys and girls? 2
10. Is there a strong attachment between Staff and Clientele? 2

Score: 16
<table>
<thead>
<tr>
<th></th>
<th>ADMINISTRATION</th>
<th>Point Value</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Are records of activities carefully maintained?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Are individual records kept?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Is there a channel between administration and clientele?</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Is there a feeling of confidence in the Administrator?</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Is the Administrator well trained?</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Is his planning democratic?</td>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>

12
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