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COMMUNITY RECREATION



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SPECIAL COLLECTIONS DIVISION
History of Physical Education
and Dance

Community Recreation

Suggestions *for* Recreation Boards,
Superintendents of Recreation *and*
Community Recreation Workers

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Introduction

DEVELOPMENT OF THE RECREATION MOVEMENT

DURING the past twenty years the subject of play and recreation and the proper use of leisure time as one of the most potent forces in the building up of citizenship and of widespread democracy in American cities has had a very important place in the thinking of men and women throughout the country, who have seen in this movement for wholesome public recreation the biggest single factor in the constructive social program of the day.

Development of the Movement

In 1886, Boston established the first organized and supervised outdoor playground in America under private auspices, and other cities here and there throughout the country, feeling the need for play space for little children, made possible through the efforts of interested groups of people playgrounds and play centers. Then came the realization, growing slowly but surely, that the support and administration of playground work should be a municipal func-

tion, and pressure was brought to bear upon city governments to carry on the work. Gradually, city after city assumed this responsibility. Soon the broader needs of the recreation movement began to make themselves felt and the opening of schools as social centers and the development of recreation for adults and of playgrounds and play centers open throughout the year became the important factors in the movement. A number of states passed legislation making possible recreation commissions and departments and the work began to assume the proportions of a national movement.

With the formation in June, 1906, of the Playground and Recreation Association of America, there began an organized, systematic effort to help cities throughout the country establish year-round recreation systems on a permanent basis, supported by funds raised through taxation and administered by municipal departments under the direction of paid superintendents of recreation. Statistics on the recreation movement compiled by the Playground and Recreation Association of America for the year 1918 show that there were 129 cities having year-round recreation systems with over sixteen hundred workers employed the year round. In the great majority

of instances the work was publicly supported.

Thus has grown up in American cities a movement which, though comparatively young and still in the making, has so gripped the imagination of hundreds of communities that the men and women who have the vision of recreation dare to hope that out of it shall some day emerge the democracy of which the world is dreaming. It is worth while, then, to take time to consider some of the practical phases of such a movement. And since it is the municipal, year-round recreation system on which the permanency and democratization of the work as a whole must be built, this will form the basis of the discussion.

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CHAPTER ONE

The Municipal Year-Round Recreation System

ANY effort to define a year-round recreation system must take into account the needs and conditions of the individual community and cannot, therefore, set forth rigid requirements to which all communities must conform if they are to be considered as having year-round recreation systems. Generally, and very broadly speaking, however, a year-round system is one involving a program of activities which, through the utilization under a coordinated administration of all available facilities and the creation of necessary new ones, directed by a trained worker employed to organize and conduct work throughout the entire year, provides opportunities for wholesome recreation and for self-expression for all the people of a community, both children and adults, throughout the entire community for three hundred and sixty-five days of the year. A year-round system should be supported by

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public funds in order that it may be permanent, democratic, and one in which all citizens may share freely as they do in the public schools.

Recreation Commission, Board or Department

The municipal recreation system is under the administration of a recreation commission, board or department whose function it is to formulate the policies governing the work, to see to it that the work is effectively carried on and that it is continually enlarged to meet the needs of the community. Probably the most important duty of the board is the selection of the superintendent of recreation through whom the spirit of the board must be expressed. Upon the loyalty of the board of recreation to its superintendent and upon its ability to win the confidence of the public and to interpret public opinion, depends to a large degree the success of the work. The board of recreation must stand back of its superintendent, advising him at all stages of the work and supporting him in every possible way.

The Superintendent of Recreation

A very vital factor in the municipal recreation system is the superintendent of recreation who

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is responsible for the planning and developing of the program and for arousing and sustaining the interest of the people of the community in the work, which they should feel to be their own. A superintendent of recreation* has a full-sized job. The organization of leisure-time activities means that the man or woman in charge is responsible for more time for all the people than the superintendent of schools is responsible for in his dealing with the juvenile population, and for as much time as all the employers of the community control for the working population. The wise planning and administering of the leisure-time activities of a community requires the services of as able a man or woman as can be secured.

Essential Qualifications

The superintendent of recreation must first of all realize the importance of his work. He must

*The term "superintendent of recreation" is used because it has come in most communities to be the accepted title for the director of a municipal recreation system. In using the term, however, it is understood that something more than the function of administration is implied. The superintendent is the organizing secretary as well as the administrator of the system; he is the dynamic force responsible for its development and success. Unless this very significant interpretation of the work of a superintendent of recreation can be read into the title, there is danger of its failing to give an adequate expression of the importance of the position. Many prefer the title recreation secretary as more truly indicating the organizing task.

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have the imagination which will enable him to visualize the possibilities which lie in recreation as a mold of life and character and a democratizing force in community life. He must be a practical dreamer and a business-like idealist. He must be a good administrator, an executive, and must understand municipal problems. He must have the same capacity for leadership which is expected of a superintendent of schools, with the personality which makes leadership possible. Common sense, courtesy, a sense of humor, alertness, enthusiasm, patience, tact, eternal perseverance—for there are many difficulties to be overcome and the fight is continuous—the ability to judge people and situations and the power of quick decision, executive ability and the gift of friendliness—these are a few of the qualifications which the ideal superintendent of recreation should have.

On the more practical side, the superintendent of recreation ought to have the knowledge which comes from training and practical experience in the conduct of playgrounds and neighborhood center work and community recreation. It is not to be expected, however, that every superintendent of recreation will have the technical

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knowledge which will enable him to direct a pageant or conduct classes in folk dancing. His is an executive position in which he is responsible for seeing that community recreation is developed and for securing the services of people who can do the actual directing of certain activities, whether as volunteers or as paid workers. In small communities where the worker in charge is in some instances without paid assistants, he must develop a versatility for conducting personally a wide range of activities. In such instances the worker must train a corps of reliable volunteer workers who can take considerable responsibility for the work.

The superintendent of recreation should keep himself well informed on the latest developments and newest methods in the work by reading all material published on various phases of recreation and community work. (For suggested general bibliography, see Exhibit A of the Appendix.)

Knowledge of Community

A thorough knowledge of his community on the part of the recreation superintendent is of the utmost importance. He must know the con-

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ditions affecting the working hours as well as the leisure time of the citizens. He must know all existing facilities and resources and the needs of the individual neighborhoods so that he may be in a position to judge how facilities can best be supplemented. He must understand the industrial situation so that he may make special provision for the industrial group, who, from the nature of its employment and its confining and monotonous character, needs perhaps more than any other the opportunity for self-expression and neighborliness for which the community center stands. Similarly, he must appreciate and understand the needs of the foreign born men and women of the community. It is essential that he win the confidence and backing of all community agencies, institutions and groups so that duplication of activities may be avoided and all may make their contribution to community life under a plan of coordination which will serve the greatest number.

The superintendent of recreation should make a careful study of all available play spaces and of schools, halls and buildings of all kinds which might serve as neighborhood meeting places. Though his chief concern is the development of

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a wholesome substitute for commercial recreation, he must make it his business to know the facts about the quantity and quality of the commercial recreation which is being offered the people and which will always function in determining their leisure-time activities. In a word, the superintendent of recreation must understand thoroughly the needs and conditions of his community, its resources and all its community groups and forces.

Work of the Superintendent of Recreation

The work of the superintendent of recreation is bounded only by community needs and by his ability to interpret to the municipality the recreational program which will meet these needs. Mention has already been made of the importance of a study of recreational conditions and of the need for cooperation with agencies supplying recreation. Other tasks of the superintendent of recreation may be roughly outlined as follows:

Organization and executive management of the outdoor playground system; selection and training of play leaders; selection, purchase

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and installation of equipment; planning of new buildings and alteration of old buildings for recreation purposes

Responsibility for evening recreation centers in schools, halls and other places and the organization of clubs, group activities, and social recreation for young and old at such centers

Responsibility for children's gardens

Responsibility for conducting athletic tests for both boys and girls throughout the city and for the development of athletic meets, games, and recreational activities for school children outside of school hours

Cooperation in the promotion of Boy Scout, Girl Scout and Camp Fire Girls' activities and in the development of all other groups touching the recreational needs and life of the children and young people of the community, such as settlements, churches, libraries and other institutions

Arrangement of summer camps

Promotion of play away from the playgrounds and in the homes through arranging that games be taught which can be played at home and through the provision of places

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where parents and children may enjoy recreation together

Securing of swimming facilities

Provision of ice skating in winter, if necessary by the flooding of vacant lots, and of coasting places by having certain streets set aside and properly safeguarded

Arrangement of hiking parties

Provision of band concerts and other municipal music

Provision of all forms of community recreation, such as pageants, community singing, holiday celebrations, community drama, parades and picnics. (The development of community unity and spirit through such activities represents the most vital part of the work of a recreation superintendent.)

Training of volunteers who will be fitted to undertake specific pieces of work thereby placing responsibility for broadening of the work upon the community itself and making possible real community work

Any enumeration of the tasks of a recreation superintendent would be incomplete without reference to the important work which he has in interpreting to the public through addresses, the

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public press, and in other ways the recreation work which is being conducted. (See Exhibit B for discussion of methods of giving publicity to work.)

Relationship of Recreation Superintendent to His Governing Board

The superintendent of recreation is responsible in his work to the recreation board, school board, park board or other body in charge of the administration of the city's public recreation. His relationship to this body should approximate the relationship of the superintendent of schools to the Board of Education. The strong superintendent of schools, while he is responsible for carrying out the policies of the Board of Education, must have the power of leadership which will enable him to command the confidence of his board and the ability to present plans and policies so clearly and definitely that the board will accept his leadership. Similarly, the able superintendent of recreation will interpret to his governing body recreational needs, plans and policies in such a way as to impress them upon the minds of the members as wise and worthy of execution. A good executive does not attempt any-

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thing not in accordance with the spirit of the members of the board or in sympathy with their views.

It is the duty of the superintendent of recreation to present plans to his governing body for its approval or disapproval and to make reports on what has been done. Frequent meetings of the board are advisable in order that board members may keep closely in touch with the work and the superintendent may have the benefit of their advice in all matters touching the development of the work.

CHAPTER TWO

Administration

FORM OF ADMINISTRATION

THERE is a general feeling that private groups have made their most valuable contribution to the development of the recreation movement when they have made so successful an administration of privately conducted recreation and aroused so much interest that the city has been willing to finance and administer the work. Granted that the control and financing of recreation activities and property is a definite and proper city function, under what department of the city should the administration of recreation be placed? Shall it be the school board, park board or some other existing department of the city, or shall a special recreation board be created to handle the work?

Tendency toward Recreation Board

This question can be answered only after careful study of the local situation, since the needs and conditions in the individual community vary.

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Advocates of the school board as the proper managing authority emphasize the fact that the Board of Education has the facilities for playgrounds and social centers and is intimately in touch with the juvenile population. The facilities which many park boards have enable them to meet admirably outdoor recreation needs, but indoor recreation must necessarily be limited unless by the expenditure of large sums of money special field houses or recreation buildings are erected, unless, by a system of cooperation with the school board, the school buildings are used as neighborhood recreation centers. Such a system of cooperation through which the facilities of one department may be placed at the disposal of another, without representation of the department controlling such property, is difficult to secure as a permanent policy.

There is a distinct tendency, therefore, particularly in cities, toward the separate recreation board plan—the creation of a board composed of individuals having an appreciation of both school and park ideals, who will have jurisdiction over recreational activities of the widest scope and who will use facilities provided by the park, the school, the street, the

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dock or any other municipal board or department or special facilities secured, in conformity with a city-wide plan designed with special reference to the recreational function and use of these facilities.

Advantages of Recreation Board

Some of the advantages of a recreation board over other city departments as managing authority of recreation have been stated as follows:

(1) A recreation board provides the only coordinating body through which representation of all groups whose property must be used in the operation of an economical recreation system is secured. Through a recreation board all the resources of all the departments of the city may be utilized—not simply the resources of one department. The appointment on the board of representatives of school and park boards provides the machinery for such cooperation.

(2) Boards appointed for other purposes are usually already loaded with work and find it difficult to give recreation interests adequate attention.

(3) The members of a recreation board are

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selected with the thought of recreation in mind; other boards are selected primarily for other purposes.

(4) School boards have large appropriations; their budgets are constantly being reduced. When this occurs, the budget is likely to be taken from the appropriation for recreation.

(5) It is easier to secure an adequate appropriation for recreation in the beginning if the question of an appropriation for playgrounds is not confused by being combined with that of a large appropriation for boulevards or for industrial education.

(6) A separate recreation commission, appointed for the sole purpose of studying recreation needs and meeting these needs, can more readily be held responsible.

(7) The recreation interests are likely to be kept more permanently before the community if a separate board with an efficient superintendent of recreation is at work.

(8) The problems of recreation in a city are so large and varied as to require the individual attention of the strongest possible municipal board, needing all the time the members of an unpaid board can give. The superintendent of

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recreation in a city needs the hearty support of such a group of public-spirited citizens, able to give careful attention to all the intricate and vital problems involved in a comprehensive municipal recreation system.

(9) By the creation of a recreation board it is usually possible to make official the services of important citizens who have been at the center of the movement in its initial stage. Playgrounds and recreation centers placed under city departments already organized frequently lose the services of their most able advocates.

Cooperation the Main Issue

The important thing in the administration of recreation work is not so much the exact form of administration—in the last analysis local conditions must determine which is the best group to administer the system—but the degree of cooperation which the governing group and the superintendent of recreation can secure from all city departments having facilities which should be utilized. Proper cooperation between the different departments is essential to success whatever the nature of the board in charge.

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RECREATION LEGISLATION

During the past few years recreation legislation has taken the form of Home Rule Bills giving individual communities blanket power to develop very broad systems of recreation and to place the administration under any department fitted by local conditions to carry on the work. In most instances this has taken the form of the recreation board. New York, Michigan, Massachusetts, New Hampshire, Connecticut and Pennsylvania all have permissive legislation enabling cities and villages to conduct playgrounds and recreation centers under a superintendent of recreation. (See Exhibits B and C for copies of the Michigan law giving very broad blanket powers, and of the New York law, which is typical of the other laws passed and which defines more closely than does the Michigan law the number of members of a recreational commission and the conditions controlling certain other features.)

A number of authorities have felt that the following suggested law includes provisions which it would be desirable to incorporate in a so-called "model" Home Rule Bill:

[*twenty-three*]

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Be it enacted by the.....of the State
of.....

SECTION I

1 The city council of any city, borough council of
2 any borough (board of trustees of any village),
3 selectmen of any town or the county commis-
4 sioners of any county may determine and set apart
5 for use as playgrounds, play fields, indoor recrea-
6 tion centers, gymnasiums, public baths, swimming
7 pools, or for other recreational activities, any
8 lands or buildings owned by such city, borough
9 (village) town, county, not dedicated or devoted
10 to other and inconsistent use, and may acquire by
11 gift, private purchase, condemnation or lease,
12 lands or buildings in such city, borough (village)
13 town or county for recreational use, and may
14 raise money by taxation or bond issue for the
15 purpose of carrying out the provisions of this act.

SECTION II

1 The authority to establish and maintain play-
2 grounds, play fields, indoor recreation centers,
3 gymnasiums, public baths, swimming pools and
4 other recreational activities may be vested in any
5 existing public body or in a recreation board
6 (commission) as the city or borough council
7 (village trustees), selectmen or county commis-
8 sioners shall determine. The local authorities
9 designated to have charge of such recreational
10 activities shall equip, operate and maintain play-
11 grounds, play fields, indoor recreation centers,
12 gymnasiums, swimming pools, public baths and
13 other recreational activities as authorized by this
14 act and shall, for the purpose of carrying out the
15 provisions of this act, employ play leaders,
16 recreation directors, superintendents, supervisors,
17 or such other officers or employees as they deem
18 necessary to the conduct of a recreation system.
19 Such authorities may conduct recreational ac-

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20 tivities on property under their custody and man-
21 agement, on property under the custody of other
22 public boards, with the consent of such boards,
23 and on private property with the consent of the
24 owners.

SECTION III.

1 If the city or borough council (village trustees)
2 selectmen of county commissioners, shall deter-
3 mine that the power to establish and maintain
4 playgrounds, play fields, indoor recreation centers,
5 gymnasiums, swimming pools, public baths, and
6 any other recreational activities shall be exercised
7 by a recreation board (commission) they shall
8 establish in such city, borough (village), town or
9 county, such recreation board (commission)
10 which shall possess all the powers and be sub-
11 ject to all the responsibilities of the respective
12 local authorities under this act. Such board
13 (commission) when established, shall consist of
14 five or seven members to be appointed by the
15 mayor of such city, the burgess of such borough
16 (the trustees of such village), the selectmen of
17 such town, or the commissioners of such county,
18 to serve for terms of five or seven years or until
19 their successors are appointed, except that the
20 members of such board (commission) first ap-
21 pointed shall be appointed for such terms that
22 the term of one member shall expire annually
23 thereafter. Members of such board (commis-
24 sion) shall serve without pay.

25 (Women shall be eligible for appointment).*

26 Vacancies in such board (commission) occurring
27 otherwise than by expiration of term shall be for
28 the unexpired term and shall be filled in the same
29 manner as original appointments.

SECTION IV

1 The members of a recreation board (commission)

*This clause should be inserted in non-suffrage States.

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2 established pursuant to this act shall elect from
3 their own number, a chairman and secretary and
4 other necessary officers, to serve for one year and
5 shall employ such persons as may be needed as
6 authorized by Section II of this act. Such board
7 (commission) shall have power to adopt rules of
8 procedure for the conduct of all business within
9 its jurisdiction.

SECTION V

1 Any two or more cities, boroughs (villages),
2 towns or counties or any other combination of
3 municipalities may jointly acquire property for
4 and conduct recreational activities. Any school
5 district may join with any city, borough (village),
6 town or county in establishing and maintaining
7 playgrounds, play fields, indoor recreation centers,
8 gymnasiums, public baths, swimming pools, and
9 other recreational activities and may join in ap-
10 propriating money therefor.

SECTION VI †

1 If any city, borough (village), town or county
2 shall refuse to proceed as authorized by this act,
3 the question of their action as authorized by this
4 act, shall, upon petition to that effect signed by
5 not less than ten per cent of the number of voters
6 voting at the last election of such city, be sub-
7 mitted to the electors at the next election of any
8 sort held, and if a majority of the votes cast
9 upon the proposition shall be in favor thereof,
10 the city, borough (village), town or county, shall
11 proceed as authorized in this act.

SECTION VII

1 All acts or parts of acts inconsistent with the
2 provisions of this act are hereby repealed.

†Not included in any Home Rule Bill as yet passed,
but desirable under certain circumstances.

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COMMERCIAL RECREATION LEGISLATION

As to the desirability of controlling commercial recreation through the recreation department or other administrative body managing recreation, there is a diversity of opinion. Generally speaking, the consensus of opinion is in favor of leaving the control of dance halls and similar forms of commercial amusement to the city authorities and the police, on the ground that it should be the function of some other department better equipped than the Recreation Commission through knowledge of political conditions, which are so often a potent factor in commercial recreation, to cope with the situation. Bodies administering recreation work are usually organized as administrative and not as regulating groups; they have not the authoritative, official influence in dealing with public morals that is necessary in regulating commercial recreation, and their powers would have to be radically changed to enable them to cope with the new problems presented in such regulations. Furthermore, the regulation of dance halls and other forms of commercial recreation is felt by most people to be a function of law enforcement which

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should be kept distinct from a constructive recreation program. At the same time it is advisable for recreation centers to keep informed through volunteer committees as to commercial recreation conditions.

FUNCTION OF PLAYGROUND ASSOCIATIONS AND PRIVATE GROUPS INTERESTED IN RECREATION

Any consideration of administration must bring up the question of the use of existing playground associations and private groups interested in recreation. When a playground association in a city has pointed the way in the recreation movement and has done its work so well that the city has assumed responsibility for the support and administration of recreational activities, the question comes, "How can such a group of public-spirited citizens continue to help now that its main work has been accomplished?"

The interest and support of such a group must not be lost and there are a number of ways in which it can be conserved for the benefit of the work.

It will mean much to a recreation superintendent to have standing back of him a group of citizens to whom he can turn for help in such matters as arousing public interest in the exten-

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sion of the work and in bringing to bear their influence with the city when questions of increases in budget, the acquisition of land and similar problems come up. One of the greatest services of such a group lies in the help it can give in interpreting to the public the purposes and work of the municipal department and in giving publicity to the movement. Particularly can it help in making known to the neighborhoods in which the various members of the association live the facilities which the neighborhood centers have to offer. Each member of a playground association should constitute himself a committee of one to spread the spirit of neighborliness and to see to it that no one in his district is without a knowledge of the work.

The private playground association should be constantly called on to supply chaperons for dances and the various functions at the neighborhood centers; from this group should come a large number of volunteer club leaders. In all the service which volunteers can perform, this group should be the leaders and the calls upon them should be continuous and of sufficient importance to make it worth while for busy men and women to give of their time and energy.

CHAPTER THREE

Budgets and Finances

GOVERNMENT SUPPORT VERSUS SELF-SUPPORT

MUCH has already been said about the desirability of government support, through taxation, of recreation work. Recreation in the great majority of cities has been founded on the principle that it is education and should be supported in the way educational institutions are supported; that the use of recreational facilities should be free so that all may have an opportunity to share freely in developmental recreation and in community neighborliness. There are, however, advocates of self-support for neighborhood centers who feel that funds should be raised through charges, on the ground that government support lessens the needed sense of responsibility and only by doing things for oneself can strength and development come. They contend that tax funds are inadequate to the needs of city governments and that such governments ought not to be called on to give as large a proportion of tax funds as the needs of recreation require.

BUDGETS AND FINANCES

No superintendent of recreation or recreation board would wish to discourage private groups from conducting neighborhood recreation centers if this can be done efficiently and without detracting from the fundamental principles of government support of recreation. There have never been enough centers in any city to meet the needs, but no system of recreation should permit the taking away from the man who cannot afford to pay for recreation facilities the privilege of using them except on a charitable basis. The fact remains that few so-called self-supporting centers have ever been entirely self-supporting. They are usually held in school buildings for the lighting, heating and maintenance of which the Board of Education pays. Furthermore, the chief revenue in self-supporting centers is derived from fees collected from motion-picture shows and large dances. If a large proportion of the financial support is to come through such charges, small group activities, which are admitted to be the most valuable, will tend to disappear and to be replaced by large mass gatherings in which the spirit of neighborliness is to a large degree lost, and there will be a tendency to substitute passive for active recreation. If

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the community center movement becomes commercialized—turned into a pay-as-you-enter proposition instead of an agency for the development of neighborliness and citizenship—the present movement, which is making men and women feel that their government is an institution which cares for its people, will be tremendously set back. The development of cooperation of all kinds of people under the government in the community centers, the strengthening of the idea that the government is the constructive force for the promotion of human happiness, will make it possible for progress to come through evolution instead of through revolution.

If a club wishes to make an occasional small charge for a play or some other function, or to charge for a dance, it is harmless in itself. The danger comes when the idea becomes broadcast that through such dues the whole support of neighborhood center work can be met. This inevitably ends in the reduction or the total disappearance of public support with no counterbalancing benefits. If there must be additional funds raised, is it not better to supply them by contributions, each citizen contributing according to his ability, rather than by a system of

BUDGETS AND FINANCES

wholesale charges which will tend to break down the principle of the right of all men to share and enjoy freely beauty and neighborliness?

BUDGET MAKING

Granted, then, that the principle of governmental support is a sound one, the planning and securing of a budget from the city is an essential part of the administration of a recreation system.

Essentials of Budget Making

Budgets are of two kinds:

1. *The budget of the private playground association.* In a few instances such private organizations are conducting year-round recreation preparatory to having the work taken over by the city. This budget should not be so large and so adequate that the playground association will want to continue administering the work. It should be businesslike in getting to the business man who has the money; it should be put out as a business proposition, as an investment in public welfare; it should appeal to the big business man because from him will come most of the money; it should also appeal to the small giver to build up the public sentiment and arouse

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the public feeling which will later enable this privately supported enterprise to lay its burden on public shoulders.

2. *The budget of the municipal department of recreation.* The success of this has been pointed out by a superintendent of recreation who has had considerable experience as dependent on several essential considerations :

- (a) A budget must be politic. The superintendent of recreation must play the game of politics by guessing what a majority of the people want to spend for recreation and what for, and getting it for them. His success shows the confidence which the people have in his leadership and in his interpretation of what they want, and depends upon his ability to get the other politicians to see that this need for recreation cannot be ignored. When the people express this desire at the polls, other politicians will listen.
- (b) A budget must be conservative. Public opinion, especially in the matter of spending money, moves very slowly. The recreation superintendent must, therefore, be satisfied,

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if he is to convince the public that their taxes are not being spent for useless ends, to move slowly. He must appreciate the fact that it is not necessary to start with large offices and equipment; he should be willing to begin in a small way and to demonstrate to the public what can be done with little money so that they will later be willing to entrust large sums to him because they have been made to see the value of the work and believe him to be an able and economical administrator.

- (c) A budget must not be too inclusive. It must not antagonize other legitimate recreation interests in the community by trying to grab everything in sight. Every form of activity which is endeavoring to furnish wholesome recreation to the people should be encouraged and they should be urged to develop and retain what they have.
- (d) A budget must be specific, exact, certain and yet elastic. The superintendent of recreation as an interpreter of public opinion must know exactly what he wants and should be specific in his demands. He should, however, strive for elasticity, for in

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so human a thing as a play program it is impossible to tell what will be wanted a year hence.

- (e) A budget must work toward a distant goal. The superintendent of recreation should have in mind a five- or ten-year program of recreation for the city and should take the public into his confidence regarding it. They will come to see what it is and to believe in it.
- (f) A budget must be honest and the man who stands for it must be honest with himself and with the public. The practice frequently exists in city departments of asking for a large number of things and then trading off some of them for the appearance of economy. This is not being honest with the public.
- (g) A budget must be practical, common sense, every day; though it will not appeal to the extreme enthusiasts, neither will it furnish argument for the extreme opponents.
- (h) A budget must be conciliatory. An unwillingness to make any concessions has caused the failure of many a budget.

BUDGETS AND FINANCES

The most essential part of the budget is the part which relates to salaries, for whatever else must be given up, workers are absolutely essential to success. This is the part of the budget which the politicians can always understand, because it means more jobs, and it is here that the unsophisticated superintendent of recreation frequently receives unasked political assistance from experienced and selfish political leaders which will later prove most embarrassing. Only by unswerving fidelity to the principles of merit on the part of the superintendent and complete and conscientious service on the part of every member of the staff can the department be saved.

Form and Content of Budget

Different cities have different forms and methods for drawing up budgets and the superintendent of recreation must familiarize himself with these so that his budget will conform with the others and with the municipal rulings. In some cities budgets must be very detailed. In others they are less elaborate. The budgets for neighborhood recreation centers and playgrounds are usually kept separate. As the most important feature of the budget, the item for salaries—

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supervision, or personal service, as it is variously called—is placed first. This is usually itemized under *number of incumbents* (giving specifically their titles), *annual rate, and amount*. Regular and temporary employees are usually given in two distinct groups. In addition to this item of service, there must, of course, be additional items grouped under maintenance, supplies, materials, repairs, improvements, and miscellaneous expenses. These groupings and the nomenclature vary greatly and are designed to meet the special needs of the individual community.

Samples of 1917 budgets in ten cities may be secured by writing the Playground and Recreation Association of America, 1 Madison Avenue, New York City.

FINANCIAL METHODS

There must, of course, be a system of book-keeping and of accounting for expenditures and receipts. Here again the superintendent of recreation must be perfectly familiar with the laws of the city as they relate to the ordering of supplies, the payment of bills, the making out of requisitions and the signing of vouchers. He must be in position to inform the chairman and

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treasurer of his board as to their duties in connection with such details. The wise superintendent of recreation will be extremely careful to safeguard himself and the work against any carelessness in financial matters which might in any way discredit the organization.

CHAPTER FOUR

MANAGEMENT OF THE INDIVIDUAL SYSTEM

THE recreation board of a city is a business as well as an educational institution. Property must be accounted for—land purchased and improved. The plant must be maintained and operated in the interests of the people so as to secure the greatest good for the greatest number. The recreation board must account for the handling of the public funds. All this requires effective organization.

In large cities where the expenditure of considerable sums of money is involved and numbers of workers employed, the plan of having a number of departments such as Operative, Maintenance and Construction and Clerical Department is essential. Local conditions will determine what departments in the organization of the work are essential. The Operative Department—the actual conduct of recreation—is in every city the important thing—the business for which all other departments exist—and should be made just as strong and large as possible, and all other departments as small as is consistent

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with efficient management. To supply the workers of the Operative Department with equipment, information, instructions and with the means of production is the task of all other departments.

THE WORKERS

Of all the manifold duties, therefore, of a superintendent of recreation none is more important than the selection of a group of workers who will combine the practical knowledge, the personality and the spirit to carry on the recreational work in a city in a way which will inspire confidence from the public. The success of any undertaking depends on the leadership. This is especially true in the case of recreation, in which the human element must predominate. It has been suggested that careless supervision, unrestrained rowdyism and toleration of vicious actions on a single playground may cost the system thousands of dollars on its budget through the loss of confidence of the public. It may even cost the life of the recreation movement in that city. The ability to know and judge a good assistant is, therefore, one of the most important qualifications of the superintendent of a play and

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recreation system. Any machinery which does not lend itself to a free use of this ability is a grave menace to the best administration.

Examinations

It is essential that a superintendent of recreation and his governing board shall have information regarding the experience and ability of prospective workers and the knowledge and technical skill which they are bringing to their tasks. For this reason, examinations are very often held in order to test a candidate. In selecting workers, however, personality and native ability should rank high and the wise superintendent of recreation will always take into account these factors as well as technical knowledge and training.

Necessity of Having Workers Year-Round

A very real factor influencing the effectiveness of the work lies in the fact that unless the workers can be employed the year-round it is extremely difficult to build up an efficient staff of workers with the right *esprit de corps*, who will have the necessary training and experience which continued work in one system and regular

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supervision alone can give. The morale which can be built up in a staff of workers under such conditions, with its effect upon the children and adults who receive the direct benefit of it, is one of the strongest arguments in favor of a year-round system.

Training Classes and Conferences

Having secured a staff of workers, either through examinations or by a careful selection, the task becomes that of giving them the right spirit. It is well for a regular course in games and activities to be given workers by the superintendent of recreation, and too much emphasis cannot be laid on the conferences in which the workers come together to discuss the problems and to get the vision of the larger aspects of the work.

Providing the Workers with Necessary Information

In his dealings with workers the wise superintendent of recreation will, of course, be in the attitude of trusting them and expecting fine things from them. At the same time he must maintain discipline in the sense that all his in-

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structions should carry weight. Make few rules—only those necessary for the safety, comfort and pleasure of the many—and then enforce them.

The supervisors, directors and play leaders should all be furnished with instructions outlining the policies of the department and giving some specific suggestions for conduct in certain cases. From these instructions the director learns that he shall keep a daily record showing the number of persons attending his center, the number of baths taken, the number of games of various kinds played, and reports on accidents. All these are in most instances turned in on the first day of the month. There should be detailed records kept of supplies received; requisition slips should be given the worker through which he can secure new supplies and improvements and repairs to the ground. All breakages or damages to apparatus must be reported.

Schedules and sample programs of play activities may well be supplied the worker, for while he should be encouraged to use his initiative and powers of leadership, it is sometimes a distinct advantage if some plan of activities is arranged for the whole department. It is very easy for a

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director of a simple playground to get into a rut and to devote much time to a few favored activities, or to special groups. It is the duty of the superintendent of recreation to see that adequate attention is given all groups, and both sexes in a playground or neighborhood recreation center, and that the program of activities is as varied as may be consistent with good results. The superintendent of recreation should make regular and frequent visits to the various centers and should not make the attempt which has proved so unfortunate in many instances, of attempting to administer his work from his desk without knowing what is actually taking place at the centers. (See Exhibit E of the appendix for copy of instructions issued playground workers under the Recreation Department of Oakland, California.)

Distribution of Workers

The amount of money available, the size of the grounds and the character, needs and population of a neighborhood will determine the number of workers for each playground and recreation center. Whether in a large or small system it is necessary that there shall be a director—a man or woman—for each individual play-

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ground and center. In some of the larger systems there are often on the playgrounds both men and women directors, the man to be in general charge and to give special attention to activities for boys, the woman to direct activities for girls and little children. There are sometimes, too, in large systems, play leaders on the different playgrounds to direct games and take charge of certain activities. In such systems there are usually a supervisor of activities for men and boys and a woman who is supervisor of girls' activities, to whom the individual directors and play leaders are responsible and who in turn are directly responsible to the superintendent of recreation. Funds, needs and method of organization do not always permit of such a plan of supervision, and it is often the direct responsibility of the superintendent of recreation to supervise the work of the directors.

Terminology

The titles given recreation workers which prevail in a number of cities, and, in general, the duties which are recognized as belonging to these groups of workers are as follows:

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Superintendent of Recreation

This title is applied to the man or woman in full charge of the development of a city's recreation system with the playgrounds, neighborhood recreation centers and community activities involved.

Playground or Recreation Director

This refers to the man or woman in charge of the activities of a single playground or of a neighborhood recreation center. This worker is responsible to the superintendent of recreation, or in some instances to an assistant to whom the superintendent delegates some of his responsibility.

Play Leader

The play leader is assistant to the playground or recreation director and responsible to him. His duties consist of the teaching and the directing of games and the organization of group activities of various kinds.

Supervisor

The supervisor is the man or woman in charge

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of special activities such as folk dancing, storytelling or dramatics, or who is responsible for city-wide activities for various groups such as children, boys or girls.

RECORDS

There are certain clerical details for which the recreation superintendent is held responsible, as he is for the operative department and for all matters to do with maintenance and construction. The following records should be kept:

Minutes of governing board, including copies of all resolutions adopted

Careful and detailed account of all funds received and expended

Copies of all communications, reports, requests, requisitions, applications received

Copies of all letters, reports, news items, permits, orders, instructions, requisitions sent out

Records of all activities, festivals, pageants, athletic meets, leagues and schedules

Inventories of all property and supplies belonging to the department

CHAPTER FIVE

THE INDIVIDUAL PLAYGROUND

THE superintendent of recreation is constantly confronted with all kinds of technical problems relating to the equipment, surfacing, fencing and lighting of grounds, the construction of tennis courts, of swimming and wading pools, and the equipment of recreation buildings, all of which require a very definite and practical knowledge.

It is not possible to discuss in any detail all of these problems. A brief statement of some of the fundamental principles involved, and reference to sources of information may, however, be of interest.

Distribution of Playgrounds

In inaugurating a playground system one of the first questions to be considered is that of the distribution of playgrounds and play fields. Where should the playground be located? Obviously it should be situated where it will meet a distinct need, and in the section most easily reached by the children most in need of it. In

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determining this it is necessary to decide what is the effective radius which will include a great majority—possibly 80 per cent—of the children's homes. There is, of course, a wide difference of opinion regarding this, but it is felt by many that the effective radius for children under six years of age is one-quarter of a mile; for children from six to twelve, one-half mile; for children from twelve to seventeen, who cannot afford carfare, three-quarters of a mile; for ball fields for men and boys, one mile plus a five-cent carfare.

Fencing

A consideration which presents itself as soon as a playground site has been selected is that of fencing. The consensus of opinion is that a fence is in most instances a necessity. It serves not only to protect the children and the apparatus, but simplifies the problem of discipline and administration, and it also gives individuality to a ground and makes it a unit. There are a number of different kinds of fencing which may advantageously be provided—the special picket fence with steel posts set in concrete; the

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woven-wire fence set in concrete with a top and bottom rail measuring from 6 to 8 feet in height ; and the evergreen hedge of privet or box shrub. Woven-wire fences can be made very attractive if covered with honeysuckle, flowering vines or rambler roses.

Playground Divisions

It is generally agreed also that there should be very definite divisions on the individual ground and that the girls should be separated from the boys and the little children from the older children. The so-called "three-part division" of the playground is therefore generally recognized as desirable. This involves one part for boys and girls under ten years of age ; a second part for girls over ten years of age, and a third for boys over ten years. In some cases, the two-part division is in use—one section for boys and the other for girls and little children. In general there should be one main entrance for both young and old, girls and boys. This entrance should be placed close to the shelter building. From the main gate there may well be different avenues for boys and girls and little children. Rows of shade trees might advantageously be

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utilized to form these lines of demarcation between the divisions.

The size of the playground is usually determined by cost considerations. For play which is constructive and which gives opportunity for development and self-expression at least thirty square feet per child should be allowed. This is a minimum requirement. Many people feel that to have 300 children playing on one acre, though this allows over 140 square feet per child, represents a point of saturation.

Surfacing

It is impossible to make any definite statement about a surfacing which will meet all needs and be adapted to all conditions of soil and climate. A surface which is highly successful in one part of the country will be found unsatisfactory if used in another section.

Playground surfacing should be sufficiently porous and yet firm enough for players to run and romp about without digging holes or raising a cloud of dust. Proper drainage is the first essential in securing such a surfacing, and it is necessary to grade the ground in such a way that water will run to the points where it can

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be carried off into the sewers. Furthermore, the material used should be sufficiently porous to absorb any surface moisture, thereby permitting the use of the ground for play immediately after rain. (For a description of the surfacing found most successful in Philadelphia, see the February, 1914, Playground.)

Equipment

The problem of equipment is one which concerns all playground workers, though it is of secondary importance compared with that of leadership; more and more recreation workers are coming to feel that such supplies as basket ball, baseball, handball, medicine ball, quoits, bean bags and similar movable equipment are even more valuable than fixed apparatus.

It is not necessary here to go into a detailed discussion of apparatus. Such a discussion will be found in the November, 1913, Playground. Discussions of Dr. Curtis's article in this issue are published in the March and May, 1914, numbers. It is, however, important to note from the experience of cities against which suits have been brought because of accidents occurring on apparatus that every precaution should be taken to

eliminate dangerous equipment, to have the apparatus well supervised and carefully examined each day for possible defects. If these three precautions are taken, playground departments will in general find themselves free from criticism in case of accident.

Wading Pools

Wherever possible, wading pools should be provided. Many of the wading pools now in use are of concrete bottom, circular in shape, 40 to 50 feet across with the water 3 or 4 inches deep at the edges and 15 or 16 inches deep in the center. The water is frequently supplied by a fountain arrangement in the center, from which the water also drains away when the pool is to be emptied.

In Rochester it has been found advisable to have the water deep enough so that a child twelve or fourteen years of age can swim without striking bottom. With this in view the pools have been made oblong with a depth of about 30 inches at one end. Frequent change of water is very essential, and for that reason very large pipes should be used for draining and filling the pool.

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Swimming Pools

It is an important function of the playground to supply a substitute for the "old swimming hole." If the city has a public bath arrangements should be made for its use by playground children at certain periods. Private pools should be utilized in the same way. Some cities have found it possible to dam a nearby stream and to build bathhouses for private swimming facilities. Bathing beaches are utilized in much the same way. A swimming pool in the playground is, of course, very desirable if funds permit of its construction. Outdoor swimming pools of concrete construction may be provided with a fairly moderate expenditure of funds.

Shelter Houses

Shelter houses are exceedingly valuable adjuncts to the playground. Very often these are equipped with toilet facilities and in addition provide facilities for temporary warming during severe winter weather, and benches and tables for quiet play and for occupational play during exceedingly hot or rainy weather. Shelter

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houses also provide office facilities for the director and storage facilities for keeping supplies and apparatus.

Toilet facilities and sanitary drinking fountains are essential.

LEADERSHIP

It is of the utmost importance that the directors and play leaders selected shall be fitted for their work by personality, natural qualifications and if possible by training. There should be a constant process of training carried on by the superintendent of recreation in order that the highest possible standards of work shall be maintained.

Play for children must be highly constructive and educational. Leadership becomes merely custodianship if a play director is asked to direct the activities of several hundred children. The question, therefore, of the number of children which one play leader can take care of to advantage on the playground is an important one. Many types of play, as for example, dramatic play, needs a close personal touch and an intimate leadership which are not so essential in certain other activities. This being the case, any

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decision regarding the number of children which one leader can care for is dependent to a large degree on the advancement of the organization and the degree of self-management which has been developed among the children—that is the degree to which wholesome gang leadership has been developed. Other determining factors are the age of the children, the nature of the activities, and the layout of buildings, grounds and equipment.

Mr. George E. Johnson, of Harvard University, gives the following suggestions regarding the number of children which one leader can handle if there is to be real leadership. Mr. Johnson points out that after the children have been organized and leadership has been developed among them the number can be greatly expanded.

Ages	Indoors		Outdoors	
	With equip.	Without equip.	With equip.	Without equip.
0- 3	10	—	10	—
4- 6	30	20	40	30
7- 9	30	20	50	40
10-12	40	25	50	40
13-15	40	25	50	40

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ACTIVITIES

All games and activities should have a definite constructive object which will make for the child's mental, moral and physical development. Some of the necessary requirements for these games are as follows:

(1) They should be good gymnastically, giving abundant exercise to the big muscles and being lively and interesting. They should be good socially, involving stress, competition and co-operation. They should appeal to all the major instincts, not only fighting and the team sense, but also to the instincts of rhythm, climbing, construction, nature—as in school gardening—and the scientific instincts, as in hunting with a camera.

(2) They should reach all the children all the time and must be adapted to all school ages, and both sexes; to different sports, including, for instance, skating, coasting, swimming and indoor games, and to vacation time; to different social conditions and environments, including riding, golf, tennis, rowing, birds' nesting, and other valuable games and play; to different tastes and abilities.

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(3) They should be practical, for they should be games that will play themselves on the playground, on empty lots and in backyards.

Age Groupings

Some difference of opinion exists regarding age groups, but in general authorities are agreed on the following general classification:

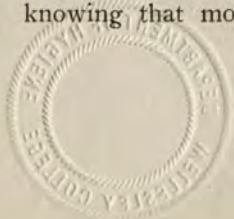
- (1) 0- 3 years—Period of physical adjustment, motor activity and sense development.
- (2) 3- 6 years—Period of imitation and imagination in which the impulse to impersonate colors almost all the child's activities.
- (3) 6-11 or 12 years—Big Injun age or age of self-assertion dominated largely by the fighting instinct. Interest in competition becomes strong during this period. From about 6 to 9 years, there is a tendency toward individual compe-



tition and toward games which are not truly co-operative. From 9 to 12 years, there is a shifting of interest to games which involve group competition. Interest in collecting is greatly developed during this period.

- (4) 12 years on—Age of loyalty and co-operation. In this period interesting cooperative games are strongest and plays and games involving great physical activity and adapted to the development of the large muscle areas are imperative.

The principle underlying this age grouping is that the activities and interest of a child develop along a line that parallels his physical growth and development. At certain stages instincts arise for a period of highest activity and gradually harden into habits. Accepting this as a basis, the play leader may group his children accordingly, knowing that most of them at any given age



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will have interests that tend toward similarity.

The interests and instincts of the first two ages mentioned are same in boys and girls. In the third, there is a little difference in character. In the age of loyalty, the divergence is marked. These ages are not separated by hard-and-fast lines. They not only shade into each other, but they also overlap.

Activities of Different Groups

For the first group, the babies, there should be baskets or hammocks where they may lie and kick, objects for them to handle, and sand piles, swings, carts and playthings for the little children who are beginning to run about. Some of the apparatus designed by Madam Montessori seems to fulfill hitherto neglected needs in children of this age.

The second group—three to six years—needs play and play materials which will give opportunity for the use of the imagination and for imitation of the activities of others. Singing, games, stories and constructive play will satisfy these needs.

For the third group—six to eleven or twelve years—competitive games, simple dramatics,

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singing games and dances are desirable. Interest in constructive play and in handwork for the sake of the results accomplished begin to appear and may be satisfied by sewing, cooking and handicraft for the girls and by whittling, carpentry, basketry, clay-modeling and similar activities for the boys.

The needs of the fourth group—twelve years and over—may be met by basket-ball and athletic games of various kinds, by boxing, swimming and competitive contests, involving strength and skill. Interest in exploring, collecting and in nature study is strong and should be developed through the provision of outdoor activities, hikes, camping trips and by opportunities for the rearing of pets. A very comprehensive list of games, plays and activities for children of various ages is to be found in *Education through Plays and Games*—the report of the committee on games of the Playground and Recreation Association of America. This pamphlet, which may be secured from the Association, will be found exceedingly valuable by superintendents of recreation. (See Exhibit F for copies of sample programs which may be suggestive in planning playground work.)

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Additional Activities

The athletic badge contest for boys and girls published by the Playground and Recreation Association of America prints minimum tests of physical efficiency. They are being successfully used in many places. Further information regarding these tests may be secured from the Association.

Special playground activities, information regarding which was gathered from several hundred cities, are as follows:

Badge Tests	Moving pictures
Bands	Orchestras
Boy Scouts	Gardening
Campfire Girls	Singing
Boating clubs	Skating
Dramatics	Social dancing
Pageants	Story-telling
Girl Scouts	Summer camps
Industrial work	Swimming
Junior police	Folk dancing
Lectures	Self-government
Libraries	

Other activities definitely related to war activities, and many of which might be continued ad-

vantageously, are citizenship classes, first-aid classes, hiking, Junior Red Cross, knitting, military drills, sewing for war relief.

Unusual Activities

Very often it is possible to stimulate interest through the development of activities which are out of the ordinary. Among these are kite tournaments, in which the children themselves make the kites, the preparation by the children of bird-house exhibits, pushmobile contests and similar events.

Winter Activities

There should be a greater development than ever before of winter activities on the playground. The flooding or sprinkling of playgrounds for skating; arrangement of ice carnivals; ice hockey; curling; tobogganing; snow men competitions and similar activities, where weather conditions permit, should be encouraged. In addition winter activities developing from the playgrounds might include the closing of streets for coasting, ice-boating, snow-shoeing, skiing and sleigh-ride parties.

The Book of Winter Sports, by J. C. Dier,

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contains many suggestions on winter activities. "Winter Organization of Playgrounds," a pamphlet by Arthur Leland, containing suggestions for snow games, may be secured from the Playground and Recreation Association of America. Price, 5 cents.

Playground Activities for Young Men and Women

Playground service cannot be limited to children under fifteen, though the playground does primarily serve this group. Although social center activities are designed to meet as adequately as possible the needs of the young employed men and women, nevertheless playground facilities should be made available for them. The daylight saving, with its extra hour of daylight, makes it particularly desirable that evening recreation shall be provided on the playgrounds for this group.

Twilight baseball leagues for young men are very popular. Volley ball, tennis, handball, medicine ball and competitive games of various kinds, make their appeal. Volley ball and indoor baseball are particularly well suited to the needs of the girls and young women. Folk dance

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cing and social dancing, if dance platforms are provided or there is a recreation building on the playground, may also be utilized for this group.

Bibliography

It is not possible in this statement to give a complete bibliography of books on games. A number of books on games, dances and activities will, however, be found listed in Exhibit A.

CHAPTER SIX

THE NEIGHBORHOOD RECREATION CENTER

THE neighborhood recreation center is a meeting place in a school, a recreation building, hall or other place, where the people of the neighborhood may come together as neighbors to enjoy each other and to do the things, whether educational, recreational, or cultural, which they want to do, under leadership which will insure the greatest degree of self-expression.

To be a success the neighborhood recreation center, or community center, as it is often called, must have a program which will be broad and far-reaching in its scope and must take into account a number of factors.

1. The meeting place must be attractive and suitable for the purpose to which it is put. There is a feeling at the present time among many people that the school is the only meeting place which could properly be called a neighborhood recreation center. It is of the utmost importance that schools shall be used to the max-

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imum for the purpose of developing leisure-time activities. In many instances, however, by their very construction, schools cannot be put to community-center uses, or it may be necessary to carry on a long educational campaign before the Board of Education can be made to realize the importance of utilizing the schools in this way. Still other reasons may militate in particular instances against the use of the schoolhouse, and superintendents of recreation should realize the importance of utilizing all available meeting places and of injecting into them the spirit of neighborliness which is making many school centers so successful as community centers.

It is an important part of the educational work of a superintendent of recreation and his board to bring influence to bear which will insure schoolhouse construction making possible social center usages. Such features should include sound-proof walls, ceilings and floors, movable seats, sliding partitions between rooms, an assembly hall on ground floor, with easy access from the street and having a stage and dressing-room with storage space for seats and a moving-picture booth. There should also be indoor play-

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rooms, smoking-rooms, a gymnasium, showers, if possible, a swimming pool, and straight corridors constructed so as to permit of their use for the playing of games and many other features. (For a detailed account of schoolhouse construction adapted to social center use, see *Social Center Features in New Elementary School Architecture*, by Clarence A. Perry.)

2. There must be a leader who will lead. There should be directors and workers of vigor, strength and enthusiasm who will welcome the people as they come and who will lead rather than supervise and conduct.

3. The program of activities should include the things which people like to take part in. Boys, girls, young men and women, and adults must all be considered in planning the program.

Activities

Neighborhood recreation center work consists mainly in organizing and developing group activities and means, therefore, giving accommodations to groups which already have leaders, finding leaders for groups which have none, and bringing into group relationships people who are now already enjoying them. The activity is the

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cement which holds individuals together in a group unit. There must accordingly be a wide range of activities to meet the needs of all. Among the activities suggested for neighborhood recreation centers are the following:

Civic activities. There are many civic activities to which recognition should be given. Among these are the forum and public discussions which, if carefully handled and presided over by a man of sufficient firmness and geniality, can be made exceedingly valuable. Other civic activities include new citizens' receptions, memorial exercises and similar events.

Educational activities. Among these activities are exhibitions, lectures, loaned art exhibits and welfare exhibitions.

Entertainment activities. These cover a wide scope and permit of many kinds of social activities such as dramatics, moving pictures, singing, readings, vaudeville, stunt nights, exhibit drills, dancing, etc.

Recreation and physical activities. Under this classification come games of various kinds, athletic feats, boxing, calisthenics, folk dancing, races, roller skating and gymnastic competitions.

Neighborhood recreation center workers

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should take into account the importance of having a room for quiet games for working boys and girls such as checkers, dominos, and similar activities and the need of facilities for such games as pool, billiards and bowling.

Club activities. The neighborhood recreation center provides the meeting place for a large number of clubs such as Boy Scouts, Boys' Clubs, Campfire Girls, Girl Scouts, Civic and Dramatic Clubs, Fathers' and Mothers' Clubs, Neighborhood Improvement Associations, and Parent-Teacher Associations. It also permits of the organization of many classes such as classes in art, civics, current events, debating and handicrafts of various kinds.

Neighborhood service activities. Clinics for mothers and babies, information bureaus, branch libraries, reading and study rooms, educational guidance bureaus and similar activities are only a few of the features of social center work becoming increasingly common as the importance of neighborhood recreation centers is realized.

Nothing surpasses in importance the place which the neighborhood recreation center should hold in molding the art ideals of the people of the neighborhood and in setting high standards

in art life. Groups should be encouraged to give dramatic presentations for the benefit of their neighbors—not for the sake of making money by charging admission, but with the idea of giving something worth while to their neighbors and friends and of maintaining high standards in dramatic production.

Very much can be done in setting musical standards not only through the organization of sings and of glee clubs and operas through which a love of music is implanted, but by bringing in from the outside the best quartets and chamber music available. Similarly, in handicraft work, manual training and similar activities the highest type of craftsmanship should be encouraged so that a pride in workmanship may be developed.

The neighborhood recreation center is a place of self-expression, whether along educational, cultural, social, recreational or civic life. It should be the place for the setting of high standards and for stimulating of the best and finest in all the people.

(For a detailed account of activities to be conducted by social centers, see "Community Center Activities," by Clarence A. Perry. "Practical

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"Aids in Conducting Neighborhood Recreation Center," by Harold O. Berg, is a publication which will be of great value to superintendents of recreation. It may be received from the Playground and Recreation Association of America—price 20 cents.)

Bibliography

For a partial bibliography on the development of social centers, see Exhibit A.

CHAPTER SEVEN

Community Activities

THE development of playgrounds and of evening neighborhood recreation centers is a very vital part of a year-round recreation system, and this development must continue with increased emphasis on the activities which have for years been incorporated in a recreation program. The stupendous developments of the past few years, the social changes constantly taking place and the needs of the reconstruction period are, however, making imperative a new emphasis on community life and an enlargement and an enrichment along recreational lines which bring with them heavy responsibilities for superintendents of recreation and for the groups having in charge the development of the work.

In general, two new factors are now to be taken into account as influencing the present and future development of recreation movement.

These two factors are:

- a. The necessity for providing substitutes for saloons
- b. The recognition of the emphasis on recreation which has come out of war experiences

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THE PROVISION OF SUBSTITUTES FOR THE SALOON

The closing of saloons in all parts of the country is causing superintendents of recreation to face very seriously the problem of increased facilities and enlarged recreational activities. Commercial interests will in large part take care of the problem of turning saloon properties into soft-drink parlors; social agencies will increase their efforts to improve conditions in the home; private philanthropy and institutions are in some measure undertaking the task of converting saloon property into workingmen's clubs. A very great burden will, however, fall upon the shoulders of public recreation departments in supplying the social and recreational features of the saloon through social centers where the men will find the sociability and the freedom from restraint which they enjoyed at the saloon, and where in addition there will be opportunity for family recreation. There must undoubtedly be workingmen's clubs, whether in converted saloon property or other properties which in many instances will be better fitted for the purpose, where the men may be alone; but there must be increased emphasis on social center and neigh-

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borhood activities, where the workingmen will have opportunity for active recreation, for billiards and pool, and where they will have a chance to hear good music, to see moving pictures, and with their families and friends enjoy a social evening.

To provide adequately for the needs will require increased effort along every line and a great amount of educational work. City authorities must be made to see the need for increased appropriations; public opinion must be aroused to the importance of securing more park space and new recreational facilities of all sorts. Pressure must be brought to bear on all the forces which touch the problem so that there may be adequate provision and recreation departments will be in a position to meet the demand made upon them and to justify their existence.

UTILIZATION OF THE EXPERIENCES OF THE WAR AND THE SPIRIT OF TEAM PLAY DEVELOPED THROUGH THE WAR

The experiences of the war period and the activities of War Camp Community Service, and of other organizations in entertaining the men in service, have brought to the fore new possibilities

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in community recreation and many features touching the community as a whole and involving large groups which should be retained and emphasized by superintendents of recreation in their programs. One of the most important developments of the war period was the growth of a social consciousness resulting in a new conception of the responsibility of each organization and group for the common good of all, expressed in a pooling of resources and a demonstration of team play among groups and individuals which American cities have never before known. Superintendents of recreation and their governing bodies should be alert to seize and solidify this motive and force. All facilities, such as swimming pools, libraries, halls of fraternal orders, vacant lots and gymnasiums which were placed at the disposal of men in uniform should continue to function for the citizens as a whole in a peace-time community recreation program.

NEW EMPHASIS ON THE SOCIAL SIDE OF RECREATION

The social side of recreation has received a tremendous impetus during the war, pointing the
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way to a greatly enlarged use for the civilian population of such events as dances, socials, receptions, picnics, lawn parties, block parties, automobile rides, home hospitality for newcomers in the city, and entertainments by fraternal orders and other groups. One of the interesting developments in a number of cities has been the block organization with block leaders responsible for uniting their neighborhood, greeting newcomers and making them a part of the neighborhood life, and developing community singing and other forms of activities. Recreation superintendents will find in this plan much to commend itself for a community recreation system.

THE NEW SPIRIT OF COMRADESHIP

A very important phase of war activities in America was the development of a new spirit of comradeship between the girls and young women of the city and the soldiers stationed at nearby camps. This is due largely to the fact that cognizance was taken of the normal desire of young men and girls to enjoy each other's company, and every effort was made to give them an opportunity to satisfy this desire under wholesome circumstances. This craving for

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companionship is present in peace times, and from the experience gained in war activities recreation superintendents and their workers should see to it that dances given under proper chaperonage, evenings of games and other social functions are arranged so that young men and women may have the comradeship they desire. The organization of social and dramatic clubs, of choruses and of glee clubs, made up of young men and women, should be encouraged. There should be hospitality clubs for young men and women who are strangers in the city and detached from social groups, and opportunity should be provided whereby people of congenial tastes and personalities may become associated in small groups. Unless there are created through natural normal means small social groups which will carry the social spirit it will be difficult to effect permanent organization for community and large group activities.

Churches may do much through socials and entertainments to help in developing this spirit, and superintendents of recreation should feel it their responsibility to secure the cooperation of the churches, and to aid them in the arrangement of social evenings, community singing, and the

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utilization of church property for recreational purposes. Valuable suggestions for Church Entertainments, compiled by Constance D'Arcy Mackay, may be secured from the Playground and Recreation Association of America.

Activities for Returned Soldiers

For months to come public recreation departments should feel it a part of their function to give active service in the welcoming of returning service men and their assimilation into the community. These men have been used to outdoor life, athletics and sports, and they will want the opportunity to continue them. Recreation departments, by putting at their disposal athletic fields, playgrounds, swimming pools and other facilities, by arranging meets and games and by presenting attractive programs at the centers through which returning men may meet the people of their neighborhoods, will perform invaluable service. The public recreation departments of Chicago and Duluth and a number of other cities are meeting very successfully these needs on the part of the men.

Certain of the returned men will be admirably fitted to act as volunteer recreation leaders and

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Scout masters: they have had experiences which are of the greatest possible interest to the boys and girls of the playground. They should be utilized in every possible and practical way in a community recreation program.

Citizenship Activities

The making of good citizens has always been the primary aim of organized recreation. It is of the utmost importance, therefore, that public recreation departments should bring to bear all their forces in utilizing the power there is in recreation for giving American customs, traditions and ideals to those of foreign birth in our cities, and in bringing about a better understanding between native-born Americans and those who come from other countries.

The part played by industry in the war has given a new emphasis to the importance of the making of American citizenship. America owes a great debt to the foreign-born citizen who helped win the war through his participation in industry. The teaching of English and preparation for naturalization are a part, and a very necessary part, of the process of citizenship. But these are not essentially the human factors which

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are so important in the making of citizenship. Recreation, assuming as it does a constantly increasing importance as a factor in citizenship, will tax the resources and ingenuity of public recreation departments to the full. There should be social centers and clubs for the foreign born; the opportunity for him to mingle at social functions with the native-born Americans; special occasions, such as pageants, festivals, when he may show to the new world the traditions and customs of the old—the folk dances, games and the many expressions of art, so many of which surpass in beauty anything produced by the new world. Such celebrations as the League of Nations pageant in Chester, Pa., where many nationalities, dressed in their native costumes and singing their native songs, were welcomed by the city and fused into a new Americanism, might well be utilized in all cities whose population includes a large number of foreign born.

Activities for Colored Citizens

Similarly, more attention than has ever before been given by our public recreation departments should be paid to the recreational needs of the colored population. The colored soldiers, who

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at training camps and overseas have enjoyed in an equal degree with the white soldiers outdoor sports and recreation, are demanding them in their home towns for themselves and their families and friends. Here again special social centers and playgrounds should be developed. Colored churches and other groups should be aided in intensifying their social and recreational activities, and there should be a tremendous emphasis on community singing choruses for colored people. In this phase of work public recreation departments have a large responsibility which cannot be neglected.

Community Buildings

The movement on foot for the erection in many communities of community buildings as memorials for soldiers is bound to increase the responsibility of the superintendent for recreation. In a number of cities these buildings, which are virtually recreation buildings, will be directly under the management of the recreation department. Containing, as many of them do, clubrooms, gymnasiums, swimming pools and similar facilities, there must be adequate leadership if they are to fulfill their function.

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FORMS OF COMMUNITY RECREATION IN WHICH ALL MAY SHARE

Large group activities, the value of many of which was proved during the war period, should be brought into play at just this time when the emphasis on community and group needs is so great.

Community singing. Among the activities most successful in creating a spirit of unity and in making possible participation in a common activity by a large number of people is community singing, which was so effective during the war period in creating and maintaining morale not only among the soldiers and sailors but among the civilians as well. This great force must be preserved for peace time. Community singing at neighborhood recreation centers, in the parks, possibly on Sunday afternoons, and during band concerts, at union church services, at welcome-home celebrations, at all places where large groups of people come together represents perhaps the greatest single factor for bringing people together in a spirit of friendliness and good will which can be utilized in a community program. A particularly interesting recent development has been noon-time singing at factories.

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In any program involving special activities for industrial groups, this phase of community singing may well be utilized.

Large choruses meeting regularly for rehearsals and smaller glee clubs are desirable activities to be developed in connection with the singing program.

The general consensus of opinion seems to be that popular taste is now running largely to the good old-fashioned songs that everyone knows, and to the ballad in modern song.

Band concerts. Many cities already have municipal band concerts given during the summer season in the parks. In a number of cases such concerts are arranged and paid for by the recreation board. There should be a greater development along this line, and recreation superintendents and departments should feel it their function to urge the inauguration of these concerts. They should see to it, too, that the musical program shall include really good music which will help educate the taste of the people along musical lines.

Community concerts and musicals. A natural and logical development from the summer band concert and one for which the recreation depart-

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ment may logically assume the responsibility if no other group is prepared to undertake it, is the provision through a cooperative plan which will mean a comparatively small expense for each individual, of a series of community concerts and musicals. In this way it will be possible to secure the best talent available in instrumental and vocal music. In planning for such activities, however, the opportunity should not be neglected of having concerts in which local talent will be utilized. Often townspeople do not realize how much ability and talent their neighbors and fellow-citizens have, and it is a matter of pride when such local talent is brought into play.

Community lectures and entertainments. In the same way that community concerts and musicals are arranged, community lectures and entertainments should be organized. Here again local talent, as well as well-known lecturers and entertainers from outside, should be utilized.

Community drama. The great and constantly growing interest in the drama as a means of expression has given rise in a number of cities to neighborhood playhouses and community theatres where plays with an art standard may be

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acted by the people themselves. The community theatre focuses and stimulates all the art life of the people and is a centralizing place for the ideas of the community. Here is a force of which recreation superintendents must take cognizance and in the development of which they should be prepared to help.

The community pageant, which is a drama acted by the people of a community for the people of a community, has come to play an important part in community recreation. The pageant is a valuable activity to develop because it brings together people who have never known each other and because the time element involved necessitating rehearsals often for a number of months makes possible personal contacts. Every effort should be made to maintain a high standard of art in the pageant, but very often it is necessary and wise to sacrifice artistic effects for the sake of giving adequate expression to recreational and community values.

(For a bibliography on community dramatic activities, see Appendix A.)

Special holiday celebrations. The celebration of special holidays presents another valuable means of drawing people together and of help-
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ing in the development of the community spirit which it is the duty of a public recreation system to foster. Thanksgiving, Christmas, New Year's, Washington's Birthday, Lincoln's Birthday, May Day, Memorial Day, Fourth of July, Labor Day, Columbus Day, Flag Day and other holidays and special days furnish opportunity for get-together occasions and for the expression of a common interest and patriotism.

Suggestions for Christmas caroling, community Christmas trees, Christmas celebrations of various kinds and for the other holidays and special occasions mentioned may be secured from the Playground and Recreation Association of America, which will be glad to place at the disposal of superintendents of recreation programs for special celebrations and to answer questions regarding these celebrations. Among the material available are the following articles:

A Christmas program, with suggested recitations, carols, plays, pageants, tableaux, operettas and masques.

A suggested Christmas Program for Naval Stations

A Patriotic Christmas Pageant, by Constance

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D'Arcy Mackay, for use in camps and communities

St. George Play, a combination of the traditional Mummers' Play and Oxfordshire Play

An Old English Christmas Revel with Suggestions for Carols, Games, and a Play

A Thanksgiving Program of Recitations, Songs, Plays and Festivals

May Day Programs—a pamphlet issued by the Playground and Recreation Association of America. Price, 5 cents.

Weekly play evenings or monthly play days. In several cities recreation workers have found a weekly play evening or monthly play day a good substitute for a festival. On such an occasion people of all ages come together to play the game or to take part in the activity they enjoy most. Baseball and other competitive games are scheduled. There are leaders in the various groups and everybody plays for the fun of it. In one city play evening brought out a group of neighbors (Lithuanian men and women) who danced their national dances to the music of the concertina. It brought working men out to watch the game, and the town in general lined up to see the fun. There was
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no attempt at entertainment and no publicity was sought, but it came quite normally.

Community Day. A special celebration which is unique in its scope is Community Day which has been organized in a number of cities. On Community Day, the citizens themselves do the actual manual labor of laying out a piece of land as a park or playground. The ground is cleared, apparatus is installed, and shelters erected by volunteers. At noon the workers eat luncheon together and take time to get acquainted. At night there is a dance or some kind of a social occasion in celebration of the successful completion of the task. The advantages of such a community day are obvious, and the plan should be suggestive to superintendents of recreation.

Community picnics and parties. The Community Day gives opportunity, too, in the luncheon feature mentioned, for a community picnic on a small scale. The community picnic, as such, is a feature which can be developed to great advantage, particularly in smaller communities. Athletic events, contests and stunts add interest to the affair. Such picnics provide admirable means for introducing newcomers to the community folk. Other activities along this line are

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campfires, marshmallow roasts and beach parties with food cooked over campfires. Hay-rick rides, hikes or walking excursions to local points of interest, Fox and Hounds, and similar activities may advantageously be organized. Such parties, if properly chaperoned, help to make possible the right kind of companionship for young people.

Water sports, swimming. Water sports are a popular form of summer festival. Contests should be emphasized, such as boat races and tournaments in which each man stands in a shaky boat with a long pole having a padded end with which he tries to push his opponent into the water; boat races with handicaps, such as one oar, or a pair of big table spoons for oars, or a sail made of a bandana handkerchief; diving and swimming contests; running races through shallow water; tugs of war where the losers are dragged into the water, and similar features. Swimming is perhaps the most popular of all forms of summer sports, and every possible effort should be made to provide facilities for it. Safe beaches should be selected, cleared, roped in or fenced, and provided with life guards. Floating bathhouses may be de-

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vised for some streams where bathing beaches are not available. "Learn to Swim" week may be organized with an instructor to whose activities publicity is given in the newspapers, church programs, store windows and other places with a view to getting all the townspeople to turn out for classes in swimming. Such a week with a swimming instructor of national reputation was successfully used in Oshkosh, Wisconsin, to inaugurate the summer recreation program.

Vacant lot play. Vacant spaces should be studied with a view to developing useful surfaces and providing equipment for such games as volley ball, tether ball, playground ball and possibly tennis. Local committees organized in connection with each of these vacant lot centers could do much to help.

In Chester some very interesting developments in vacant lot play have come about through the utilization in connection with vacant lots of a play equipment box, secured at a cost of twenty-five dollars, which contains a volley ball and net, a basket ball with two goals, playground baseball and two bats, a medicine ball, a set of quoits and a repair kit. Leaders are paid a small sum per night to direct activities. Through such a plan

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as this it is possible to develop neighborhood play, particularly for adults in their free hours in the evening.

Athletic contests and games. Athletic contests and games may be organized as community activities with special emphasis upon competition between the various groups. Baseball schedules may be worked out which will keep many boys and men occupied. Twilight baseball leagues are a very important feature of the recreation program for older boys and men. Park athletics will bring out unsuspected resources. It might be possible to revive the old Southern tournaments in which men on horseback—perhaps men and women in autos—ride each in turn under three frames from each of which a small iron ring is hung, which the rider must impale on his spear as he hurries by. The winner selects and crowns the queen of love and beauty. Other riding contests will select her maid of honor and the tournament culminates in an evening ceremonial and dance.

Dances. During the war period dancing came to assume an important place as an activity through which the community extended its hospitality to the men in uniform and very carefully

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organized and chaperoned dances were conducted. Dancing will always remain as a popular form of recreation, and in this connection superintendents of recreation have a distinct responsibility along two lines:

(1) In seeing to it that public dance halls are as wholesome as possible. Very often much good can be accomplished by securing cooperative working relations with the dance hall managers and helping them to raise and maintain high standards. Where conditions cannot be improved in this way, recreation superintendents can play an important part by seeing to it that public opinion is aroused. Whether or not public recreation departments should have any direct responsibility for controlling dance halls is a question on which there is a division of opinion, the consensus of opinion being that recreation officials should devote their attention as far as administration is concerned to providing substitutes for public dance halls.

It is essential, however, that recreation superintendents shall be in touch with managers of commercial amusement enterprises, such as motion-picture houses and theatres, who will very often be found willing to cooperate in following

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special programs, arranging programs for special evenings, or making other arrangements which are helpful.

(2) In providing through recreation departments wherever it seems wise community dances under wholesome surroundings and proper chaperonage. In summer these dances should preferably be open-air affairs. Special dance platforms may be provided, as has been done in Hartford and other cities, or beach pavilions may be erected. A city block with a smooth asphalt surface which has little traffic may be made a neighborhood dance floor for certain evening hours, prettily decorated with Japanese lanterns, and other lights, and the surface soaped or made slippery in other ways. Block dances should be very carefully supervised and safeguarded or there may be serious dangers associated with them.

There is often danger, however, of dancing being emphasized to the exclusion of other activities, such as games, and it is suggested that evenings of games, followed by an informal dance, be organized, and that the plan be tried of interspersing dances with games. *Ice Breakers*, by Edna Geister, published by the Publica-
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tion Department of the National Board of the Y. W. C. A., contains excellent suggestions for games and stunts to be played by young men and women. "Games and Dance Figures," published by the Chicago W. C. C. S., is another book full of suggestion for dance diversions and games. Other recent publications giving helpful directions for games, contests and stunts of various kinds are "Community Recreation," by George Draper, published by the War Work Council of the Y. M. C. A., 247 Madison Avenue, New York City; "Social Games and Group Dances," by J. C. Elsom and Blanche Trilling, and "Athletic Games and Physical Education," by Mel Sheppard, published by Community Service of Chester, Pa., and Vicinity.

DANGER IN MAKING COMMUNITY WORK SPECTACULAR

Community expression should never become a "show." Everyone knows the effect of having children show off. Folk dancing, for example, is a means of simple expression highly social in itself, but many people feel that if children learn folk dancing for exhibitions there is grave danger of their never having any interest in such

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dancing unless it is for exhibition purposes. Similarly all group expression is in danger of becoming a "big show" for someone to look at instead of expression for its own sake. It is essential that we keep the spirit in back of activities genuine and free from pretense.

NEIGHBORHOOD ORGANIZATION

In developing the activities and forms of work suggested, the wise superintendent of recreation will not fail to recognize the importance of neighborhood organization. Experiments in neighborhood associations and civic associations which have been worked out in a number of cities, have shown the value which such groups have in the life of the community.

In large cities it is impossible to bring about adequate community wide recreation without the formation of neighborhood groups representative of all the elements of the neighborhood who will come together for the purpose of discussing their own problems as they relate to the recreational life of the district and of creating a wholesome neighborhood spirit. Thus a neighborhood group, seeing the need for playgrounds in its neighborhood, takes steps to secure one. It ar-

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ranges for block parties and dances, develops backyard playgrounds, organizes community singing, forums and dramatics of various kinds, secures the use of schools and other meeting places as social centers of the neighborhood and provides the centers through which the municipal recreation system may operate. Further, through neighborhood organization the art interests of the people may be advanced and local talent be developed. Exhibits of paintings and art craft of the various nationalities represented in the neighborhood, held at different centers, concerts and musicals given by local talent go far to arouse interest and pride in the neighborhood and through this channel, in the community.

When several associations have been organized in various neighborhoods of the city they will naturally become related to each other and a central organization may be the outgrowth. Such groups will do much not only to intensify the recreational life of the community but to strengthen the municipal system by providing centers for it, giving it publicity, by pointing out neighborhood needs and standing back of the department in every way.

Neither neighborhood organizations nor any

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other form of activity can be effective unless the superintendent of recreation is closely in touch with all the local groups. It is essential that he recognize from the beginning of his work that his is a field in which he cannot operate independently; that without the cooperation of all local agencies touching in any way the leisure time interests of the people, he cannot achieve full measure of success; and that upon the utilization of all community forces, the interweaving of their activities and interests with those of the public recreation department under a unified plan, depends the efficiency of the movement as a force in democracy.

Appendix

EXHIBIT A

General Bibliography on Play and Recreation

A library is an essential part of the equipment of every superintendent of recreation. A few of the books and published material which will be found helpful are the following:

General

Play in Education. Joseph Lee. Macmillan, 64 Fifth Avenue, New York City. \$1.50.

The Spirit of Youth and the City Streets. Jane Addams. Macmillan. \$1.25.

Education by Plays and Games. George E. Johnson. Ginn & Company, 29 Beacon Street, Boston, Mass. \$90.

The Play Movement and Its Significance. Henry S. Curtis. Macmillan. \$1.50.

Play and Recreation for the Open Country. Henry S. Curtis. Ginn & Company. \$1.25.

Equipment and Administration

The Practical Conduct of Play. Henry S. Curtis. Macmillan. \$1.50.

American Playgrounds. Everett B. Mero. Baker & Taylor Company, 354 Fourth Avenue, New York City. \$2.00.

Playground Technique and Playcraft. Arthur Leland. Doubleday Page & Company, New York. \$2.00.

Games and Athletics

Games for Playground, Home, School and Gymnasium. Jessie S. Bancroft. Macmillan. \$1.50.

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Handbook of Athletic Games. Bancroft and Pulmacher. Macmillan. \$1.50.

Games and Dances. William A. Stecher. McVey, 1229 Arch Street, Philadelphia. \$1.25.

Physical Education and Athletic Games. Melvin S. Sheppard. Community Service, Chester and Vicinity. Free.

Children's Singing Games. Marie Hofer. A. Flanagan Company, Chicago. \$.75.

What Shall We Do Now? Dorothy Canfield. Frederick A. Stokes Company, 443 Fourth Avenue, New York City.

Ice Breakers. Edna Geister. National Board Y. W. C. A., 600 Lexington Avenue, New York City.

Community Recreation. National War Work Council, Y. M. C. A., 347 Madison Avenue, New York City. \$.20.

Social Games and Group Dances. J. C. Elsom and Blanche M. Trilling. J. B. Lippincott Company, East Washington Square, Philadelphia. \$1.75.

Folk Games and Gymnastic Play. Neva L. Boyd and Dagny Pedersen. Saul Brothers, Chicago, Ill. \$.75.

School Room Games. Neva L. Boyd. School of Civics and Philanthropy, Chicago, Ill. \$.25.

Dancing

Dances of the People. Elizabeth Burchenal. Schirmer Music Company, 3 East 43rd Street, New York City. \$1.50.

Folk Dance Book. Dr. C. Ward Crampton. A. S. Barnes & Company, 381 Fourth Avenue, New York City. \$1.50.

Country Dance Book. Cecil J. Sharp and H. C. McIl-
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waine. H. W. Gray & Company, 2 West 45th Street, New York City. \$1.25.

Lithuanian Dances. Mrs. Guy Shippo. Clayton F. Summy & Company, Chicago, Ill.

Old Familiar Dances. Gott. Oliver Ditson Company, New York City. \$.50.

Surveys

Recreation surveys made by The Playground and Recreation Association of America

Surveys made by the Russell Sage Foundation, 130 East 22nd Street, New York City

Pamphlets

Pamphlets published by the Playground and Recreation Association of America on all phases of playground and recreation work. (List of publications may be secured from the Association.)

Pamphlets published by Russell Sage Foundation

Magazines

The Playground, published by The Playground and Recreation Association of America

The American City

The Survey and other magazines publish occasional articles on recreation.

Bibliography

For an exhaustive bibliography, see Sources of Information on play and recreation published by the Department of Recreation of the Russell Sage Foundation. \$.10.

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EXHIBIT B

Publicity

Since there can be no community work without the interest and participation of the community itself, one of the most important tasks of a recreation superintendent is the interpretation to the community and its groups of the meaning of the work and the arousing of interest through active participation. There are a number of channels through which the approach to the community may be made.

Utilization of Community Groups for Publicity

Since community recreation is the concern of the community itself and must be developed from within, the most natural and logical channel for securing publicity for the work should come through the community groups themselves. Parent-teachers' associations, mothers' clubs and women's clubs of all kinds, and civic associations might well devote certain of their programs to a discussion of the city's recreation work. Such groups should visit all the centers so that they may have personal knowledge of the work. Much interest and real service might result from arranging for such clubs, for Chambers of Commerce and other community groups to have special afternoons or evenings at the centers when they will be responsible for the program.

The arousing of the people of the community to thinking and talking of the work and to taking a part in it involves the giving of much time on the part of the recreation superintendent to conferences with individuals and small groups and to speaking before clubs and organizations of all kinds in the interest of the

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work. This is a legitimate and necessary part of his work.

Newspaper Publicity

The cooperation of all the local newspapers should be secured in order that city-wide notification of special activities at the playgrounds and neighborhood centers and of all forms of community recreation can be given. The wise superintendent of recreation will seize the opportunity of doing a real educational work through the press by inserting articles on the general movement and its development nationally as well as locally. In every possible way he will keep the movement constantly before the public through the press.

Publicity through Posters and Bulletins

Posters announcing special events should be posted in schools, at the headquarters of local organizations, in stores and all public places. In a number of cities handbills are printed telling of neighborhood center activities, which are distributed broadcast through the city and which reach many homes through the school children.

Annual Report

The annual report can be made a valuable means of giving publicity to the work. It should not be so long that people will not read it and it should be printed in so attractive a form that people will want to read it. It should be placed in the hands of as many as possible of the citizens and of course should be given wide publicity through the papers.

Special Celebrations as Publicity Features

Anything which is done of a spectacular nature, such as festivals or the arrangement of children's days

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should always be used to help crystallize and interpret public opinion so that it will express itself at the time when money is needed to continue the work. Whatever there may be in such special events which can legitimately be used in crystallizing public opinion in regard to developing the recreational needs of the city should be emphasized. The chief value of such functions lies in the fact that they supply one of the means of bringing home certain phases of the work to the public. They should, therefore, be wisely handled and ought not to be attempted unless much thought and care can be put into planning them; otherwise they will fail of their purpose and injure rather than help the work.

Exhibits and Demonstrations

An occasional exhibit of photographs showing children's play activities or of charts with quotations of the need and value of play, placed in the public library or other centers may reach a number of people in the community to whom a pictorial display of this sort will make a special appeal. Such exhibits, however, do not have the human appeal which a demonstration of play activities by the children themselves has to offer. It is suggested, therefore, that emphasis be laid on uniform play demonstrations, in which play leaders gather groups of children together and teach them games, rather than on formal exhibits.

EXHIBIT C

Michigan Enabling Act. Passed May 2, 1917

Act 156 of the Public Acts of 1917

Introduced by Senator Foster, March 22, 1917.

Senate Bill 301

File No. 261

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COMMUNITY RECREATION

Ordered printed and referred to the Committee on
Education and Public Schools

Received Governor's signature as public act one fifty-
six, May 2, 1917

A BILL

Authorizing cities, villages, counties, townships and
school districts to operate systems of public rec-
reation and playgrounds.

The people of the State of Michigan enact:—

1 Section 1. Any city, village, county or township
2 may operate a system of public recreation and play-
3 grounds; acquire, equip and maintain land, build-
4 ings or other recreational facilities; employ a super-
5 intendent of recreation and assistants; vote and ex-
6 pend funds for the operation of such system.

1 Sec. 2. Any school district may operate a system
2 of public recreation and playgrounds, may vote a
3 tax to provide funds for operating same, and may
4 exercise all other powers enumerated in section 1.

1 Sec. 3. Any city, village, county, township or
2 school district may operate such a system inde-
3 pendently or they may cooperate in its conduct in
4 any manner in which they may mutually agree; or
5 they may delegate the operation of the system to a
6 recreation board created by any or all of them, and
7 appropriate money, voted for this purpose, to such
8 board.

1 Sec. 4. Any municipal corporation or board given
2 charge of the recreation system is authorized to
3 conduct its activities on (1) property under its cus-
4 tody and management; (2) other public property,
5 under the custody of other municipal corporations
6 or boards, with the consent of such corporations or

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7 boards; (3) private property, with the consent of
8 the owners.

EXHIBIT D

LAWS OF NEW YORK.—By Authority Chap. 215

AN ACT to amend the general municipal law, in relation to playgrounds and neighborhood recreation centers in cities and villages.

Became a law April 19, 1917, with the approval of the Governor. Passed, three-fifths being present

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. Article thirteen and sections two hundred and forty and two hundred and forty-one of chapter twenty-nine of the laws of nineteen hundred and nine, entitled "An act relating to municipal corporations, constituting chapter twenty-four of the consolidated laws," are hereby renumbered, respectively, article fourteen and sections three hundred and three hundred and one, and a new article thirteen added to read as follows:

ARTICLE 13

Playgrounds and Neighborhood Recreation Centers

Section 240. Application of article.

241. Dedication or acquisition of land or buildings for playgrounds or neighborhood recreation centers.

242. Equipment and operation.

243. Recreation commission.

244. Organization of commission.

245. Expenses incurred under article.

246. Annual appropriation.

[*one-hundred and seven*]

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Par. 240. Application of article. This article shall apply to cities of the second and third class and villages.

Par. 241. Dedication or acquisition of land or buildings for playgrounds or neighborhood recreation centers. The board of estimate and apportionment of a city, or if there be no such board, the common council, board of aldermen or corresponding legislative body, or the board of trustees of village, may designate and set apart for use as playgrounds or neighborhood recreation centers any land or building owned by such city or village and not dedicated or devoted to another inconsistent public use; or such city or village may, with the approval of such local authorities and in such manner as may be authorized or provided by law for the acquisition of land for public purposes in such city or village, acquire lands in such city or village for playgrounds or neighborhood recreation centers, or if there be no law authorizing such acquisition, the board of estimate and apportionment of such city, or if there be no such board, the common council, board of aldermen or corresponding legislative body, or the board of trustees of a village, may acquire land for such purpose by gift, private purchase or by condemnation, or may lease lands or buildings in such city or village for temporary use for such purpose.

Par. 242. Administration, equipment and operation. The authority to establish and maintain playgrounds and neighborhood recreation centers may be vested in the school board, park board, or other existing body or in a recreation commission as the board of estimate and apportionment, common council, board of aldermen or corresponding legislative body, or the board of trustees in a village, shall determine. The local au-

[*one-hundred and eight*]

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thorities of a city or village designated to equip, operate and maintain playgrounds and neighborhood recreation centers as authorized by this article, may equip such playgrounds and recreation centers, and the buildings thereon, and may construct, maintain and operate in connection therewith public baths and swimming pools. Such local authorities may, for the purposes of carrying out the object of such playgrounds or recreation centers, employ play leaders, playground directors, supervisors, recreation secretary, superintendent or such other officers or employees as they deem proper.

Par. 243. Recreation commission. If the board of estimate and apportionment, or if there be no such board, the common council, board of aldermen, or corresponding legislative body, or the board of trustees of a village, shall determine that the power to equip, operate and maintain playgrounds and recreation centers shall be exercised by a recreation commission, they may, by resolution, establish in such city or village a recreation commission, which shall possess all the powers and be subject to all the responsibilities of local authorities under this article. Such a commission, if established, shall consist of five persons who are residents of such city or village, to be appointed by the mayor of such city or the trustees of such village to serve for terms of five years or until their successors are appointed, except that the members of such commission first appointed shall be appointed for such terms that the term of one commissioner shall expire annually thereafter. Members of such commission shall serve without pay. Vacancies in such commission occurring otherwise than by expiration of term shall be for the unexpired term and shall be filled in the same manner as original appointments.

[*one-hundred and nine*]

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is a correct transcript therefrom and of the whole of said original law.

FRANCIS M. HUGO,
Secretary of State.

EXHIBIT E

Instructions to Playground Workers George E. Dickie

Rules for Opening and Closing the Playground

1. Be present on the playground fifteen minutes before the official time for opening.
2. Open all gates and all doors to toilets, dressing rooms, exactly on time. Hoist the flag on all playgrounds having flagpoles.
3. Check out supplies, making sure that the proper person is charged with the article taken out. Individual responsibility prevents loss of equipment.

Closing

1. Call in all supplies at least fifteen minutes before closing time and see that all are returned and checked up before closing.
2. See that all hydrants, gas and electric switches are shut off.
3. See that the children are all out.
4. Close and lock all doors to field houses, toilets, dressing rooms. Take down the flag and put away carefully. Be sure that all windows are locked. Close and lock all gates. Be the last one off the ground.

Boys' and Girls' Sections

Each playground should be divided into two sections, one for boys and one for girls and boys under six
[*one-hundred and eleven*]

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years of age. See that the children stay in their proper places.

Conduct on Playground

Permit no smoking or chewing of tobacco, quarreling, climbing of fences, or the use of improper language on the playground. Allow no rough usage of any property in your charge, and teach the children to take a personal pride in the care of the apparatus and the playground in general.

Supplies

Athletic supplies are liable to be lost unless a careful check is kept on each article. In giving out different materials take the name of the receiver and hold that person responsible for the same until returned to you, being sure to check name when article is returned. Also, check up all athletic supplies each night; see that everything is put away properly.

Daily Work (Don't get into a rut)

During the day you will have children of all ages and sizes visit your ground. Do not lose the opportunity to make it interesting for them. To do this you will have to plan your work each day and carry out your plan. When the children know that there are interesting things going to happen they will tell others all about it and come and it is for you to select those interesting things for the various divisions. During the hot hours of the day story-telling, reading, quiet games, will be appropriate, thus saving the more strenuous events for the cooler hours.

Equal Attention to All Children

Give all the children an equal chance, paying partic-
[one-hundred and twelve]

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ular attention to children that are rather slow and backward. Encourage competition in games that can be played by large numbers. Be sure to have a responsible umpire that you can rely upon. See that the children are not continually objecting to decisions. Train them in self-control.

There will be a tendency on the part of the men especially to devote too much time to the older boys. It is pleasant to work with them, but that is not your whole duty. Get the small boys started. Give your leadership to all groups.

Discipline

If it is necessary to discipline a child be careful to find out the facts of the case before acting; then, as to the form of punishment always think of the results. For instance, you might have a boy leave the ground for some offence, and when he leaves the ground you lose all hold on him and he may get deeper into trouble—whereas if you had been careful and given a different form of discipline he would still be under your supervision and give you an opportunity to encourage him. Do not be too severe in the management of the children. Say what you mean, and mean what you say but in such a manner as not to gain the ill-will of the children.

Teach Cleanliness

The matter of cleanliness is very important. Have the children appear as neat as possible, and set an example yourself along this line.

Shower Baths

The bathing and use of showers has to be carefully watched, as there is danger of overdoing. Two

[*one-hundred and thirteen*]

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minutes is long enough for a child to stand under a shower. If warm water is used see that cold is used to finish.

Towels

Keep careful account of towels. See that no two children use the same towel.

Testing Apparatus

Persons in charge of the different grounds should examine carefully every piece of apparatus on Monday of each week. Faulty apparatus must not be used. Promptly report all accidents and broken apparatus.

Accidents

In case of an accident on the ground have the injured person removed to a quiet, cool corner and apply first aid. In the meantime have someone notify the parents or family physician. If these cannot be found and the accident is serious call the Emergency Hospital.

Any accident that may be serious—such as a broken arm or leg or falls which may render a child unconscious—should be reported to the office of the Superintendent as soon as possible. Report all minor accidents on the monthly report blank.

One of the best ways to avoid accidents on the playground is for the supervisor to keep his eyes open and ears alert at all times and to move about frequently to the different sections of the ground.

Promptness

Do not allow the children to lag as they are leaving the ground after the signal to close has been given, but see that they respond promptly to this signal and

[one-hundred and fourteen]

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leave the neighborhood of your playground immediately.

Treatment of Visitors

Make it a point to act in a courteous manner to all visitors and take pleasure in showing them over your ground. This does not mean that you should neglect your work if it is at a time when your services are needed by the children.

Absence from Grounds

During the hours specified for playgrounds to be open supervisors should not leave the playground without making special arrangements for a substitute.

Enrollment on New Playgrounds

After you have the playground well started fill out enrollment cards with addresses of children attending.

Insignia

The supervisors should wear some insignia to inform the public of their official status. A special uniform is used in some cities.

Object

The object of this work is to give expression to the play instinct—to educate through play leadership and to introduce new games and plays. These suggestions are made, not to hamper you in the large work, but rather to make for uniformity and efficiency. Your slogan should be, "Play and Recreation for every member of the community."

We want new methods so as to reach this goal. You know your conditions. Think out new plans and try them out.

[*one-hundred and fifteen*]

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In playground work no small part of the emphasis is placed on initiative. In judging your efficiency not only the above outlined matters should be considered—but most of all initiative.

EXHIBIT F

SAMPLE PROGRAM FOR A PARK PLAYGROUND AND PICNIC GROUND OF FIVE ACRES

Time: September. Weather: Cool. Day: Saturday.

Supervisors: one man and two women; one field house attendant to attend to the supplies, shower baths, towels and lockers.

Program for the Girls

- 9:30 to 10:30 a. m.—Free play for small children; apparatus, sandbox
- 10:00 to 11:00—German bat ball, volley ball—for girls 10 to 15 or over
- 10:30 to 11:00—Story hour by the supervisor or special story-teller
- 11:00 to 11:30—Dramatization of the story; singing and dramatic games
- 11:00 to 11:45—Folk dancing, relay and ball games, free play, play on the apparatus for the older children
- 11:45 to 1:30 p. m.—Luncheon hour. Picnic parties
- 1:30 to 2:00—Free play
- 2:00 to 2:30—Organize different groups for baseball, volley ball, German bat ball, 9 court basket ball, and provide captains for the various groups, if possible one of the women supervisors attending to the instruction

[one-hundred and sixteen]

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- 2:30 to 3:30—Ring games and singing games for the babies and all who care to play
3:30 to 3:45—Trip around the grounds to see if all are busy and happy, and to count the attendance
3:30 to 4:30—Folk dancing for older children and grown-ups and new groups organized for the team games
4:30 to 5:15—Free play
5:15 to 5:45—Relay races, Beetle goes round, Dodge ball
5:45 to 6:00—Call in supplies and close the grounds

Program for the Boys—Same Ground

- 9:30 to 10:15 a. m.—Soccer—70 pounds and under
9:30 to 12:00—Hand ball (different groups by winners)
9:30 to 12:00—Quoits
9:30 to 12:00—Free play
9:30 to 10:15—Basket ball—100 pounds and under
10:00 to 11:45—Relay games, circle games, ball games, for younger boys
10:15 to 11:00—Soccer—85 pounds and under
10:15 to 11:00—Basket ball—115 pounds and under
11:00 to 11:45—Rugby—High School boys
11:00 to 11:45—Basket ball—130 pounds and under
11:15 to 11:45—Apparatus tag for younger boys
12:00 to 1:30 p. m.—Luncheon hour
1:30 to 6:00—Hand ball (different groups by winners)
1:30 to 6:00—Tennis (different groups by winners)
1:30 to 6:00—Quoits (different groups by winners)
1:30 to 2:15—Football practice—115 pounds and under. High School boys only
1:30 to 2:15—Basket ball—70 pounds and under

[*one-hundred and seventeen*]

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- 2:15 to 3:00—Football—130 pounds and under. High School boys
2:15 to 3:00—Basket ball—85 pounds and under
3:00 to 3:45—Quiet games; checkers; throwing for baskets
3:45 to 4:30—Soccer—100 pounds and under
3:45 to 4:30—Basket ball—unlimited
4:30 to 5:00—Practice throwing baskets
4:30 to 5:00—Apparatus tag for all ages
5:00 to 5:45—Football unlimited
5:00 to 5:45—Basket ball—100 pounds and under
5:00 to 5:45—Free play
5:45 to 6:00—Closing time. Supplies in

SAMPLE PROGRAM FOR A SCHOOL YARD PLAYGROUND

Size: 4 and 2/100 acres. Time: Vacation in July.
Weather warm Supervisors: one woman, one man

Program for Girls

- 9:30 to 10:00 a. m.—Free play
10:00 to 11:00—German bat ball practice for girls nine to eleven. Sand box for the younger children
Practice in throwing baskets for the older girls
11:00 to 12:00—Story hour
11:45 to 12:00—Collect supplies and close the grounds for the noon hour
12:00 to 1:30 p. m.—Noon hour
1:30 to 3:00—Sewing Club girls, twelve to fourteen years. Girls take turns entertaining the club by stories, recitations, songs, while the others sew
1:30 to 3:00—Curtain ball and German bat ball for girls twelve to fourteen
Free play in the sandbox for the younger children

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- 3:00 to 4:00—Singing and circle games for the younger children
- 4:00 to 5:00—Playing of league game of German bat ball between the senior athletic clubs
- 4:00 to 5:30—Baseball games with soft ball for the older girls of the playground
- 5:00 to 5:45—Free play
- 5:45 to 6:00—Call in supplies and close the grounds

Program for Boys—Same Ground

- 9:30 to 9:45 a. m.—Organize baseball and German bat ball for the younger boys
- 9:45 to 11:00—Umpire, if necessary, the league game of baseball between your team of intermediate boys and a visiting team
- 11:00 to 11:45—Play with the smaller boys such games as Bull in the ring, Dodge ball, Three Deep, Cat and Rat
- 11:45 to 12:00—Call in supplies and close the grounds for the noon hour
- 1:30 to 3:00 p. m.—Baseball for the older boys
- 3:00 to 4:00—Small boys' games and instruction in the rules of basket ball
- 4:00 to 5:15—Team games, baseball, volley ball, kick ball
- 5:00 to 5:45—Baseball for the small boys
- 5:00 to 5:45—League games for the older boys in soccer football and baseball
- 5:15 to 5:45—Apparatus tag, instruction in use of the apparatus, tumbling
- 5:45 to 6:00—Call in and check up supplies and close the grounds

[*one-hundred and nineteen*]

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SAMPLE PROGRAM FOR A SCHOOL YARD PLAYGROUND

Size: 2.3 acres. Time: October. Weather: cool.
Supervisors: one man, one woman. Hours: 3:00 to 6:00 (after school.) Equipment: play field, used for football or baseball, 2 volley ball courts, 2 basket ball courts, 1 set gymnasium apparatus, 4 hand ball courts

Program for Girls

- 3:00 to 3:10 p. m.—Organize activities
- 3:00 to 5:00—Women's Outdoor Club (Volley ball—gymnastic drill, ring games, folk dancing, relays, nine court basket ball; two or more of these activities a usual program for our women's clubs).
- 3:10 to 3:45—Ring games—younger boys and girls
- 3:10 to 3:45—German bat ball—twelve to fifteen years
- 3:10 to 3:45—Basket ball practice—7th and 8th grade pupils
- 3:10 to 3:45—Free play
- 3:45 to 4:30—Ball games and relays—twelve to fifteen years Senior Athletic Club
- 3:45 to 4:30—German bat ball—Junior Athletic Club.
- 3:45 to 4:30—Jacks, checkers and quiet games
- 3:45 to 4:30—Volley ball—older persons
- 4:30 to 5:15—Junior Athletic Club
- 4:30 to 5:15—Basket ball throwing practice
- 4:30 to 5:45—Free play and quiet games
- 5:15 to 5:45—Running games, Follow the Leader, for all
- 5:45 to 6:00—Call in supplies and close the ground

Program for Boys—Same Ground

Hand ball played constantly with "winners," One o'cat, Strike out, German bat ball, and volley ball need

[one-hundred and twenty]

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little supervision after being organized.

3:00 to 3:10 p. m.—Organize groups for basket ball, football and volley ball

3:10 to 3:45—Soccer—100 lb. teams

3:10 to 3:45—Basket ball—115 lb. teams

3:10 to 3:45—Volley ball—unlimited (Challenge game between upper classes)

3:10 to 3:45—German bat ball—70 lb. teams

3:10 to 3:45—Running games and free play for younger children

3:45 to 4:30—Soccer—85 lb. teams

3:45 to 4:30—Basket ball—70 lb. teams

3:45 to 4:30—Volley ball

3:45 to 4:30—Apparatus tag—unlimited

4:30 to 5:45—Rugby—High School boys

4:30 to 5:45—Ball games for younger boys

4:30 to 5:45—Practice and teaching of "stunts"

4:30 to 5:45—Basket ball practice—unlimited

5:45 to 6:00—Call in supplies and close grounds

SAMPLE PROGRAM FOR A SMALL SCHOOL PLAYGROUND— BOARD OF EDUCATION, PHILADELPHIA

8:30 to 9:00 a. m.—Free play

1:00 to 2:00 p. m.—Free play

9:00 to 9:30 a. m.—General activities

2:00 to 2:30 p. m.—For all—songs, stories, sense exercises, riddles

9:30 to 10:15 a. m.—Teacher in charge of younger children; older children play under leaders on apparatus or in games, dances

2:30 to 3:15 p. m.—Teacher in charge of younger children; older children play under leaders on apparatus or in games, dances

10:15 to 11:00 a. m.—Teacher in charge of older children; younger children play under older leaders in the sand or on apparatus

3:15 to 4:00 p. m.—Teacher in charge of older

[*one-hundred and twenty-one*]

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children; younger children play under older leaders
in the sand or on apparatus

11:00 to 12:00 a.m.—General activities for all

4:00 to 5:00 p. m.—Handwork

Noon intermission from 12:00 to 1:00. The ground
is not closed during this period.

Activities

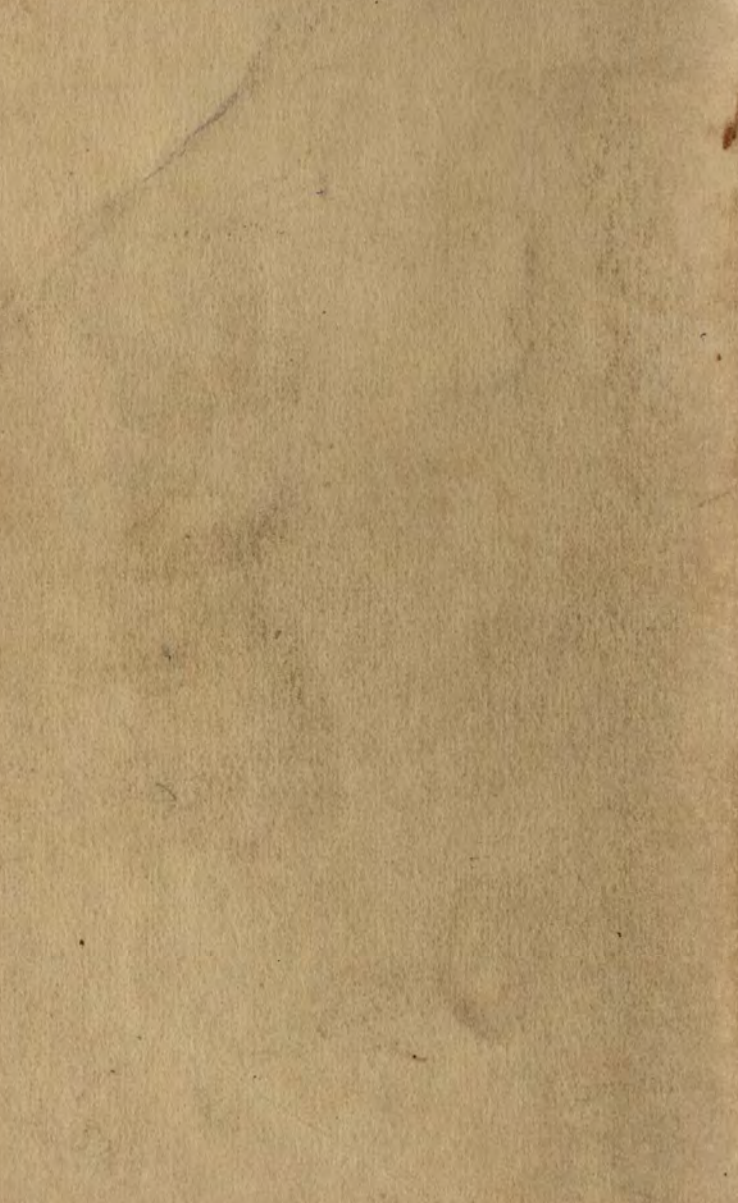
The opportunities for variety in arranging a playground program are limited only by the number of activities available and the ingenuity of the director. The following classification will serve as a key to hundreds of separate games and activities.

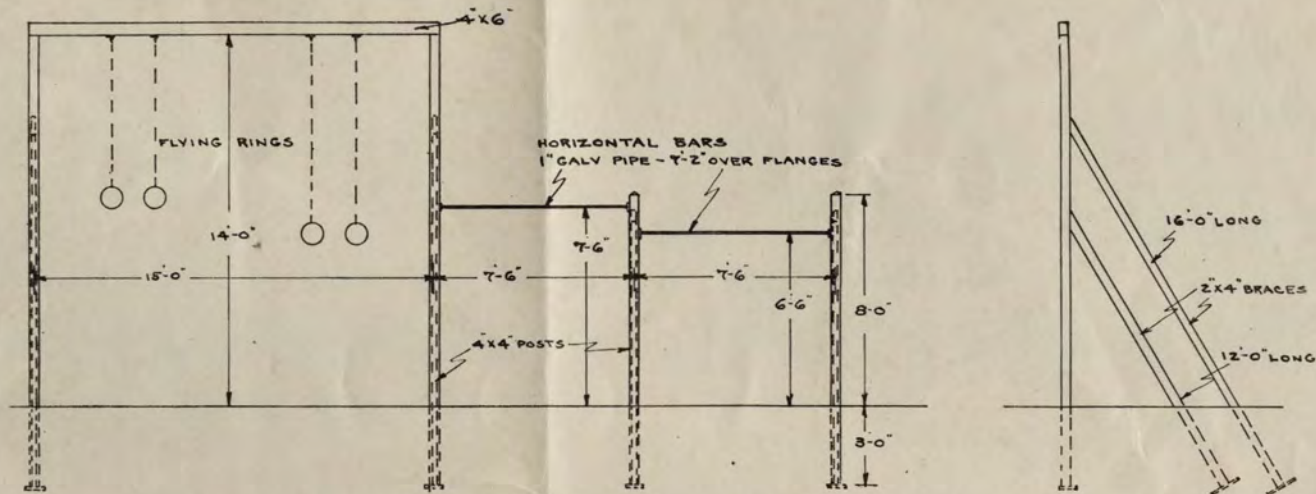
Athletics: baseball, basket ball, rugby, track and field events, soccer, swimming, tennis, hand ball, German bat ball, volley ball, tug-of-war, regattas, quoits, cricket, football, golf, riding, skating, cycling, hockey, fencing, boxing, wrestling, boating, archery, curling, bowling.

Games: ball games, running games, field games, circle games, singing games, playground games.

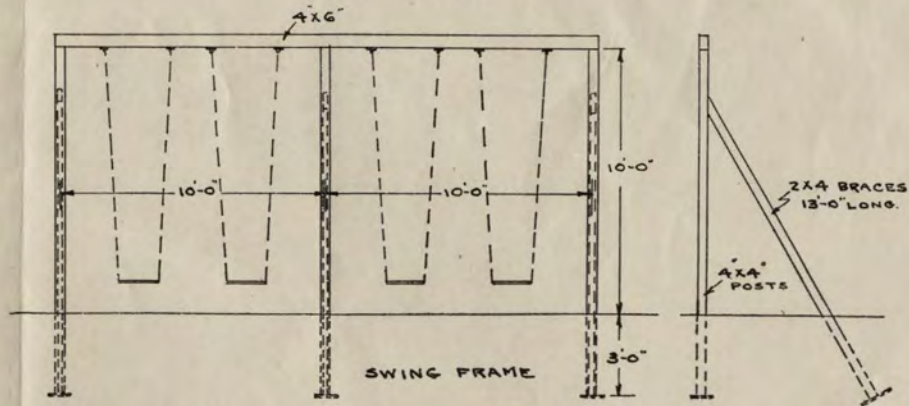
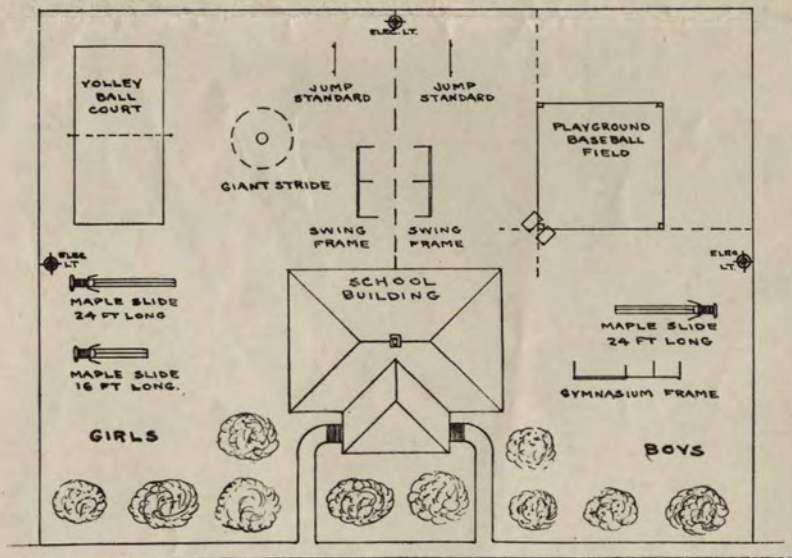
Gymnastics, dancing, dramatics, storytelling, clubs, Boy Scouts, Camp Fire Girls, camping, hiking, social centers, industrial work, gardening, music, boating, swimming, pageantry and festivals, kite flying, model yachts, model aeroplanes.

Acquired as part of the Wellesley Collection. 1958 744924





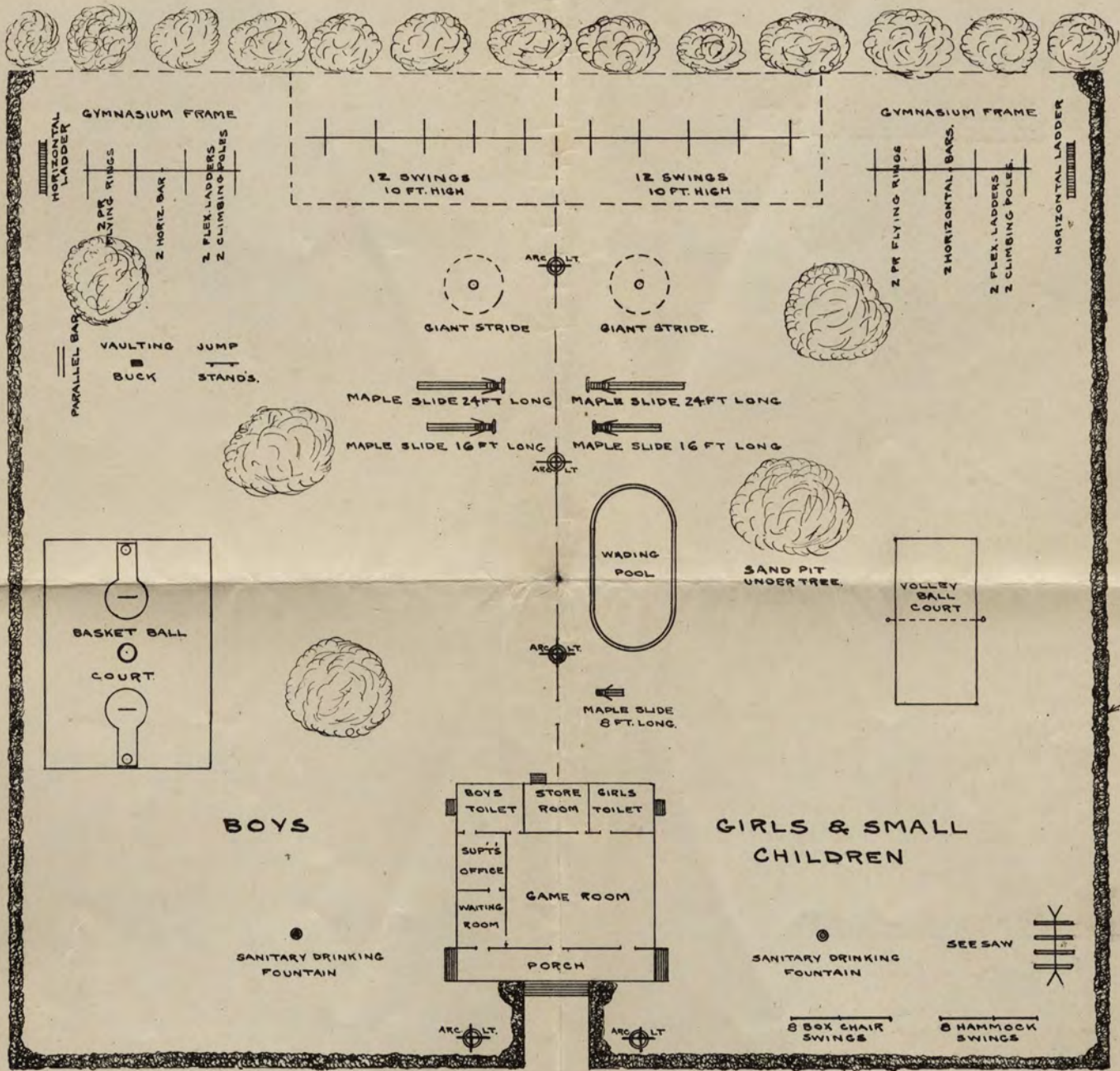
DETAIL OF GYMNASIUM FRAME



Scale: 1 Inch—54 Feet

PLAYGROUND PLAN NO. 1

PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA
1 Madison Avenue, New York City



Scale: 1 Inch—45 Feet

PLAYGROUND PLAN NO. 2

PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA
 1 Madison Avenue, New York City