

REPORT
On the
ORGANIZATION AND ADMINISTRATION
Of the
RECREATION COMMISSION

Prepared by the
DETROIT BUREAU OF GOVERNMENTAL RESEARCH, INC.
December, 1918

**DETROIT BUREAU OF
GOVERNMENTAL RESEARCH, INC.**

100 GRISWOLD STREET

THE DETROIT BUREAU OF
GOVERNMENTAL RESEARCH IS
ORGANIZED WITH A TWO FOLD PURPOSE—
1. TO GET THINGS DONE FOR
DETROIT THROUGH CO-OPERATION WITH
PERSONS WHO ARE IN OFFICE, BY
INCREASING EFFICIENCY AND
ELIMINATING WASTE, AND
2. TO SERVE AS AN INDEPENDENT,
NON-PARTISAN AGENCY FOR KEEPING
CITIZENS INFORMED ABOUT THE CITY'S
BUSINESS

January 3, 1919.

Mr. Oscar B. Marx,
Mayor of Detroit,
Detroit, Michigan,
My dear Mr. Marx:

More than a year ago you invited the DETROIT BUREAU OF
GOVERNMENTAL RESEARCH to make a study of the administration and
operation of the recreational activities of the city of Detroit.
You stated that you wished to know whether the Recreation
Department had an adequate program, and whether the funds spent
were sufficient to meet the recreation needs of the community.
In order to secure an adequate idea of the operations of the
Recreation Department, it was necessary to study both the summer
and winter activities, which accounts for the length of time
taken in the preparation of this report.

The report is herewith transmitted to you. We have also taken
the liberty of sending copies to Mr. James Couzens, Mayor Elect
and to the Recreation Department.

Very truly yours,
LENT D. Upton,
Director.

--FORWARD--

In the fall of 1917, at the request of Mayor Marx, the Detroit Bureau of Governmental Research undertook a survey of the organization and administration of the Recreation commission, including its program for Detroit. The quality of the work done by play leaders was not touched upon.

In order that a true comprehension of the work done might be obtained, the time of the survey was extended to allow for observation of a complete years' work, winter and summer activities of 1917-18.

In making this survey of the extent and operation of the recreational facilities of Detroit it has been assumed that the city has recognized and endeavored to meet two distinct needs:

First, the need of adequate means for utilizing the "leisure time" of the adult and juvenile population.

Second, the needs of social as well as of educational means to help assimilate Detroit's unusual cosmopolitan population.

From these starting points an effort has been made to determine whether the program of the Recreation Commission has been adequate to meet these needs and whether the program has been supported by sufficient public funds.

The general conclusions reached regarding these two questions are:

First, that the Recreation Commission has a broad conception of its function and possibilities, but that is an endeavor to realize its vision it has prematurely spread its energies and resources over a wide field of activities, carrying on a broad skeleton program, which will be adequate when it becomes substantial.

Second, that while the City of Detroit is not spending nearly so much as it should for a full "leisure time" program it has been well, considering that the Recreation Commission has been established only three full years and considering the definiteness of the program presented to the appropriating bodies.

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--SUMMARY OF RECOMMENDATIONS--

The consideration of the Mayor and the Common Council is directed to the recommendations:

1. That as a basis for budget appropriations the appropriating body of the city request the Recreation Commission to present a work program of its various activities, summer playgrounds, organized recess play, afternoon centers, community centers, etc., with the amounts of money necessary for each.
2. That the museum of Art be encouraged to become the agency for all art extension work of the city work which is now being carried on by the Recreation Commission.
3. That the recreational activities of the Park Department bathing and band concerts be placed under the jurisdiction of the Recreation Commission.
4. That before more money is appropriated for the purchase and erection of buildings by the Recreation Commission, it be definitely ascertained that school buildings in the vicinity are used to their fullest extent.
5. That the Common Council also establish, if within its province, a definite basis for the use, by the Recreation Commission, of the p
6. That the administration adopt the policy of providing a large property of other departments, particularly the Board of Education number of small play spaces at the direction of the Recreation Commission, where the children in all parts of the city can play with safety near their homes.
7. That more all-year bath houses, similar to the Clara Bath House, be established for the Recreation Commission.

8. That the Recreation Commission be considered the official agent of the city in planning public celebrations and festivals.
9. That the salaries of the executive officials and full time supervisors be increased and made commensurate with the responsibilities of the position and the training required.
10. That consideration be given to the merging of all park and recreational activities.

The consideration of the Recreation Commission is directed to the recommendations:

1. That the work of the Recreation Commission be organized on the basis of two general activities junior and senior, and that responsibility for each be allocated in one person respectively.
2. That one of the general supervisors be designated assistant superintendent.
3. That play leaders and directors be employed on a part time basis for specific work, organized recess play, afternoon centers, evening centers, etc., and that they be paid according to the number of sessions, this is an extension of the plan followed in hiring play leaders for summer play grounds.
4. That community associations whereby people of the neighborhood are organized to carry on social activities be promoted and that school houses be used as community centers.
5. That the Recreation Commission emphasize its functions of providing facilities for recreation and organizing recreational movements rather than teaching children to play.
6. That the inspection of commercial recreation be extended and a staff built up for that purpose.

7. That the facilities of the summer camp be increased, a permanent site bought and a rotary fund be created for the purchase of food and supplies.
8. That the recreation centers be established upon the decision of the Recreation Commission and without regard for the attitude of school principals this does not apply to the extension of "recess play" during school hours.
9. That the Recreation Commission cooperate closely and persistently with the City Plan Commission for the creation of play spaces.
10. That more accurate attendance and work records be installed.

WHY THE CITY SHOULD PROMOTE A "RECREATION" PROGRAM.

The manner in which a community spends its "leisure time" reflects the character of that community. The working hours of the people are well taken care of; the employers attend to that. But it is the use of free time, that period of the day or week of which the people themselves are masters, which measures the plane of living, Regarded from this angle a recreation program is more than a "fad" activity of a city.

Philanthropic motives are not alone responsible for the club houses, tennis courts, baseball fields, garden plots and other recreational facilities provided employees by progressive and farseeing corporations. Evenings and holidays spent in wholesome diversion have been found wonderfully productive of good morals.

No less benefits accrue to a community as a whole if its inhabitants use their leisure hours in wholesome recreations.

Supporting a public recreation program does not mean that the city supply the actual entertainment or amusement. It means that the city furnish adequate facilities and a body of leaders to stimulate and guide the people of the community to a utilization of the best forms of "leisure time" employment. All persons n the city do not require this stimulus nor are they

dependent upon the city's initiative in order to enjoy wholesome recreation, but neither do all parents depend upon the medical inspection in the public schools for the discovery and correction of physical defects of children has resulted in immeasurable benefit to the community in health returns.

An additional reason for promoting a recreational program is the assimilation or Americanization of the large foreign population of Detroit. The Board of Education conducts classes in English for foreigners but it has been demonstrated that the inclusion of the foreign elements in public social programs such as are conducted by the Recreation Commission and by which the "Stranger within our gates" is made to feel an integral part of the community life is a most potent factor in the solution of the Americanization problem.

POWERS AND DUTIES OF RECREATION COMMISSION

Organized in November 1914, by a charter amendment and now incorporated in the new charter, the Recreation Commission has vested in it the power of furnishing all public recreation and the responsibility for the proper conduct of commercial recreation. The new charter provisions of pertinent interest are:

Sec. 7. The powers and duties of the commission, which shall be exercised and performed as herein provided and in conformity with the general ordinances of the city, shall be as follows:

(a) The commission shall have power to conduct playgrounds and indoor recreation facilities on the grounds and in the buildings in charge of the board of educations, subject to its consent; to supervise and equip playgrounds and playfields on property under the control of the commissioner of parks, and boulevards; and to manage and direct centers, debating clubs, gymnasium, public baths and other means of recreation as may be provided by the common council.

(b) Shall have power to inspect all forms of commercial recreation such as theatres, moving picture shows, pool and billiard halls, bowling alleys and other commercial recreation places for which license is required by the ordinances of the city, and such license shall be issued only on the written recommendation of the commission that such recreation place is furnishing recreation of a wholesome and

moral quality: Provided that nothing in this section shall be construed to abridge the powers of the police department to enforce order in such commercial recreation places, or to abridge the powers of the building and safety engineering, lighting, health and fire departments to insure the safety and sanitary conditions of the buildings where such commercial recreations are conducted.

(c) Shall have the power, subject to the general regulative control of the common council, to call upon any other department of the city government for assistance in performing its duties, and it shall be the duty of such other department to comply with any proper request of said commission, and any question as to what shall constitute a proper request for assistance shall be decided by the council;

-EXPENDITURES-

For the three complete years of its existence the Recreation Commission has spent for all purpose, including permanent improvements-

Year ending June	30, 1916.....	\$123,902.09
" " "	30, 1917.....	\$166769.89
" " "	30, 1918.....	\$170,863.87
" " "	30, (1919)-(approximated)...	\$393,455.30

These figures exclude the appropriation to the Museum of Art which is granted thru the Recreation Commission.

A comparatively small part of this money has been spent for the acquisition of property by the Commission, the greater amount having been used for operating expenses. The Recreation Commission owns only one building used for recreational purposes, the field house now completed at Northwestern Field. In addition \$165,000 has been appropriated for the purchase of the Detroit University School property. Other property owned by the commission is the Clara Bath House, two athletic fields, Atkinson and Riverside Parks, two well-equipped playgrounds, one at Forest and Rivard, and the other at Vinewood and McGraw, and a store house where supplies and equipment are kept.

Comment at this late date will not refund the expenditure of \$12,500 for the Northwestern Field House, but will serve as an example of useless expenditure of money to be guarded against in the future. The Northwestern High School with its swimming pool, shower baths and locker rooms is complete and McMichael Junior High, another fully equipped building, is now being constructed on Northwestern Field. These buildings contain all the facilities necessary for indoor recreational activities and all accommodations in connection with an athletic field. Riverside or Atkinson Park could have used a fields building to real advantage. The Northwestern Field needs such accommodations as are provided by the newly erected field house but according to Mr. Jayne, Superintendent of Recreation, the Recreation Commission would not have erected this building had the Board of Education afforded the Commission the necessary use of its school adjoining the field.

In this connection it is suggested that the City of Detroit proceed with caution in its appropriation for recreational buildings aside from facilities planned in connection with schools and libraries, for there is danger of establishing another series of buildings which will duplicate material already available.

Whether compared with expenditures for recreation by other cities or considered by itself, the amount appropriated for recreational purposes in Detroit is moderate, less than what is should be for a city the size of Detroit. Information received from other cities shows that for 1917 total appropriations for all recreation are as follows:

Philadelphia - operation.....	\$214,266.57
Philadelphia - Improvements.....	590,434.58
Chicago - (appropriated).....	1100,000.00
St. Louis.....	531,000.00
New York.....	2373,961.82

Because of the ambiguity of the information received, the above figures are used merely to give an idea of the extent to which other cities invest in recreation.

—GENERAL POLICY—

In addition to using the usual public buildings such as schools and public libraries the Recreation Commission has followed the commendable policy of utilizing all existing means in the community which offered an opportunity for carrying on recreational work. Following this policy, advantage has been taken of private social settlements, hospitals and other institutions of a similar nature, the ART Museum, and even industrial plants, where not only were physical facilities provided, but where an established clientele was found, In this manner all groups of all races and religions in the community have been reached, groups all of which do not frequent public buildings.

By furnishing all kinds of recreation, from playground work for children to community singing in industrial plants, the Recreation Commission has committed the fault of spreading its resources over an extended field at the expense of more intensive work over a more limited field.

This criticism must be qualified, however, because by entering into a diversified field of activities, the Recreation Commission has forestalled possible duplication of work on the part of other public or private agencies; has a large skeleton program which can be built up to advantage when the community is

ready to appropriate more funds for the purpose; and has shown the way for the schools and the art museum to broaden their activities.

In regard to the actual carrying out of the program, the impression conveyed by a study of the workers' reports and by two weeks continuous observation in the office is that the activities carried on are in a state of flux and change that the opportunity of the moment decides the nature of the work to be done. As the interest of a club or group in its original program lags, a change is instituted, and when evening or afternoon centers must be shut down because of insufficient attendance, efforts are made to increase the "recess" play periods in the schools. Also the subsequent celebration or festival seems to be the goal towards which the program planned, instead of allowing the "show event" to evolve naturally from a regular and steady conduct of the daily work.

For the most part play leaders and directors are frequently transferred from one center to another, so that the frequenters of a center must become acquainted with new individuals and new methods of doing things.

The calls made almost daily at the office by some of the play leaders, in order to learn where they are assigned for

that day, seem to indicate that schedules are not regularly maintained in many cases.

—PRESENT ORGANIZATION OF WORK—

Executive Head

The superintendent, as executive head of the Recreation Commission, is in charge of all the activities, and responsible for the general program of the Commission. The present incumbent, who has been superintendent since the Commission was organized, is a social worker. Professionally a wise precedent was set in this choice of the first superintendent and it is one that should be followed in the future.

Organization of Activities

Immediately under the direction of the superintendent, the activities of the Commission are divided into two general branches—one including all women's and girls' activities, the other men's and boys' activities, each in charge of a general supervisor as follows:

Miss Bock

Women's and girls' activities; school gardens; reports of activities, attendance, etc; surveys, maps, etc; Patriotic League activities; celebrations and festival days; investigations of commercial permits; art work; training course.

Mr. Brewer

Men's and boys' activities; Detroit Amateur Commission relations; baseball league permits; construction, maintenance and supervision of permit fields; store keeper and stores; supplies and equipment; Clara Bath House; community singing.

To the above it should be added that all women employees are responsible to Miss Bock and all men to Mr. Brewer.

This vertical arrangement of the work and of the supervision result in s a division of responsibility and in a duplication of labor for practically all of the activities for the Recreation Commission.

For instance, the winter program consists of the following natural divisions, recess work in the public schools, afternoon playground work in the schools and settlements and work at evening recreation centers in schools and settlements. Both of the general supervisors are equally responsible for these units of activities, and each visits and supervises the various play centers; one, primarily, to look after the work in connection with the women and girls. The other to follow the work of the men and boys. Neither is wholly responsible for the successful operation of any one of these units and in cases like

social dancing, where both sexes participate, both supervisors visit the center and make their reports to the superintendent. While each supervisor is primarily interested in but one phase of the work, both observe it in its entirety and instruct and report accordingly. Presumably, the individual reports of the two supervisors are reconciled by the superintendent, because there is no evidence which would indicate that the two supervisors have any well-defined method of unifying or correlating their work.

The important point to be noted is that no one executive below the superintendent is responsible for a whole unit of activity; and the superintendent, whose responsibility includes all the activities of the Commission, cannot take immediate charge of recreation centers, playgrounds, or other functions.

Qualifications of Play Leaders and Directors

"Every candidate for the position of director or play leader shall be required to have completed the four year standard High School course. In addition to the High School course, every candidate shall be required to have graduated from a college, normal school, or university or recognized standing offering a course in play directions, physical training or teaching, or to

show successful experience as a paid employee in regularly organized playground work. Further, that candidates who have completed the four year standard High School course, but who have not the professional training or practical experiences above mentioned, be required to put in a minimum of one year studying the theory and practice of play direction on the City Playgrounds under the supervision of the Recreation Commission, and that each candidate be required to show a certificate of health and a reasonable proficiency in simple physical exercises."

The above extract from the Civil Service rules shows that the standards for play leaders are high and should result in the acquisition of a strong staff. However, in addition to technically proficient play leaders it is necessary to have leaders with broad social viewpoint qualified to build up community centers. It is recommended therefore that such "social" training qualifications be incorporated in the requirements for those persons to be selected as community center leaders. Mr. Jayne, superintendent of Recreation, has made it a point to impress upon his workers that they are social workers as well as lay leaders or directors.

Beginning the semester of February 1919, improved facilities for training play leaders in Detroit will be provided

at the Martindale Normal School, the public training school for teachers, when a special course worked out by Mr. Jayne and Mr. Thomas, principal of the normal school, will be introduced.

-PROPOSED ORGANIZATION OF WORK-

It is felt that a vertical separation or division of the work and supervision, from the very top, according to sex, is illogical from the point of view of the results to be accomplished and is unnecessarily complicated from the standpoint of organization and administration.

To interest adults in taking advantage of public recreational facilities is a problem quite different from that of organizing playground and play centers for children or organizing play during school recess periods. Each is sufficiently distinctive to require individual attention, which can be given satisfactorily only if responsibility is definitely allocated. In view of this fact, it is recommended that activities or functions be made the unit of organization and that units be assigned to supervisors.

Under the proposed organization the regular winter program which divides itself into three units of activities,-- recess work, afternoon centers, and evening recreation centers-- would according to such division place full responsibility for a whole unit with one person, and give that person control of all directors and play leaders, whether male or female, in that unit.

The summer program does not segregate itself as naturally as does the winter one, but a suggested division of labor and responsibility between the supervisors is the children's' playground activities under one, and the Detroit Amateur Commission and construction and maintenance of grounds under another supervisor. In that case the supervisor of playgrounds would be in charge of the work of all directors and play leaders and assistant supervisors of playgrounds, whether male or female.

Without attempting to outline definitely or in detail the organization, it is desired to point out emphatically that no matter how the work is distributed and assigned, one person should be in charge of a whole activity and of everybody connected with it.

Assistant Superintendent

At this point it seems pertinent to discuss the advisability of appointing or designating an assistant superintendent, for which no provision is made in the charter. At the present time the two general supervisors are next in rank to the superintendent, and in his absence one of them is acting superintendent, and arraignment which did not seem to prove fortunate when the superintendent was absent on government work

last year. Furthermore in the event that succeeding superintendents of recreation will not be professionally equipped for the work an assistant superintendent would insure qualified direction to the technical activities of the Recreation Commission.

An assistant superintendent in addition to the two general supervisors is not believed necessary at this time. It is recommended, however, that one of the supervisors be designated assistant superintendent. This will not conflict with carrying out the proposed organization as the assistant superintendent can for some time to come take charge of some of the recreational activities as well as such administrative duties as would fall to the office.

Part Time vs. Full Time Employees

For the year ending June 30, 1917, a permanent staff of 40 directors and 30 play leaders was employed, supplemented by a temporary summer staff of 26 directors and 60 play leaders. The work of the Recreation Commission is varied and requires a versatility of accomplishments to do it all effectively. Social dancing, folk dancing, athletics, gymnastics, literary clubs, dramatic clubs, and efforts to conduct successful community centers for adults are a few of the tasks exacted of the same

person. During the winter a day's program may include organized recess lay with small children, conducting a social dance for adults. When the warm weather arrives outdoor games, athletic and general playground activities including manual work are directed by the play leaders. Obviously these are considerable requirements to be exacted from one individual.

The plan of hiring year-round employees has three defects; first, it is not reasonable to expect one person to be adequately proficient in all branches of the work undertaken by the Recreation Commission; second, because of the salaries paid and the limited opportunities for advancement, it is difficult to get well qualified play leaders and directors, particularly men, on a full time schedule; third, with a full time staff to be kept busy throughout the year, emphasis may be placed upon merely "doing things" so as to keep the staff busy.

To remedy these defects it is recommended that the plan now being followed in employing part time workers for the summer playgrounds be extended to all branches of the Commission's activities, -- evening recreation centers, afternoon centers, etc. This plan does not preclude the employment by the year of specialists such as those in the art and crafts division and others whose work may touch all branches of the Commission's activities.

Payment for seasonal workers would be based upon the number of sessions served per week.

It is realized that this plan of employing workers is more complex than the current one and that it will necessitate more advanced planning of a program, but on the other hand it is believed that a suitable personnel for all purposes can best be obtained in the manner suggested. Detroit has a large number of professional persons, school teachers, social workers and others with adequate training and experience, who are not available now but would be under a part time plan. Furthermore, employment of workers for particular branches would tend to encourage a more vigorous prosecution of all parts of the recreational program, because at present play leaders hired by the year know that work will be found for them in some branch or other should their original assignments meet with failure.

Records

It is recommended that daily reports from play leaders and directors in charge of centers of playgrounds be required, the reports to contain the nature of the activity carried on, attendance according to men, women, boys and girls, and a definite statement of the kind of work done that day.

It is suggested also that assignment records of the workers be maintained showing every center in which they worked and the kind of work they did.

- SUMMARY OF ACTIVITIES -

Winter

During the winter recreation work is carried on principally in the recreation centers. Clubs or classes are organized for folk dancing, social dancing, hand work, Red Cross work, dramatics and games. A few gymnasium classes are also organized. Practically all of the indoor work is among girls, though there are a few boy's clubs. Outdoor activities take the form of skating and hockey for the most part.

Summer

The work of the Recreation Commission in the summer is almost entirely play ground work. There are fifty five playgrounds where games and folk dancing are taught. Handwork classes at the playgrounds are being conducted successfully. Another activity is swimming, for which the Commission gives an opportunity to a limited number at seven (in 1918) high school pools and at the Clara Bath House.

Art Work

The art work consists of lectures and exhibits. Lectures are given by directors to the sixth, seventh, eighth grades in the schools, at which attendance is optional with the children. Other lectures are given to clubs - Y.W.C.A. groups,

the Girl's Patriotic League, etc. All of them are "Art Appreciation".

Exhibits of objects of artistic value gathered from homes and from the Museum were given at two centers.

Special Days

At each center all holidays are appropriately celebrated. In addition to this, special entertainments at which the centers unite are given. The Municipal Christmas Tree, Kite Day, Recreation Day, and others are specially featured. Frequently the Commission cooperates with other organizations for special features such as the Patriotic fund parade.

- DESCRIPTION OF ACTIVITIES -

WINTER PROGRAM

It was found that in October, 1917, the beginning of last year's winter program, indoor recreation centers for all purposes had been established in 27 schools, 7 libraries and 6 social settlements. In May, 1918, near the close of the season, there were centers in 27 schools, 6 libraries, and 9 settlements, in addition to which work was carried on in 4 hospitals and community singing in groups were found organized at Fort Wayne, Burroughs Adding Machine Company and at the Art Museum. The latter is used by the Commission all year for various purposes described later. 23 of the 27 schools used in October were still used in May.

Junior Activities

The work is organized by play leaders into self-governing clubs, each club comprising members of approximately the same age who are interested in the activity to which the club meetings are devoted. Frequently the children of two grades in school unite to form one club; another of similar size and purpose being organized for older or younger children if sufficient interest is shown. The average membership per club is about 35 for girls clubs; the boy's organizations are much smaller and fewer in number. Altogether 113 clubs were formed

during the 1917-1918 season, 95 of these girl's organizations, 14 were boys' and four were for both boys and girls.

For the most part the activities carried on at each center are folk dancing, games, dramatics, and handicraft. Others are introduced when the occasion arises and sufficient interest in the project is shown by the children. An interesting example of this is found in the increasing number of clubs formed for patriotic purposes during the winter, either as divisions of the Patriotic League or under the Red Cross.

As a matter of fact, all of the work hinges upon the demand for the activity being carried on. Clubs frequently retain the same membership but change from one activity to another as the children's interest varies. A group organized for folk dancing may give this up for dramatics or sewing or some other activity more popular at the moment.

It is for this reason perhaps that no detailed advance plan of work is attempted. The directors usually work from one event to another, centering the attention of each group on some future event or celebration.

Another reason for the lack of a continuous program carefully carried out during the year is the fact that membership in these clubs changes constantly so that the same children may not be reached all the time.

However, at most of the centers work in folk dancing, dramatics, games and handicrafts is carried on regularly.

The following table shows the junior activities for the winter season and the number of clubs organized for each:

<u>Activity</u>	<u>October</u> <u>(1917)</u>	<u>May</u> <u>(1918)</u>
Athletics	3	5
Boy's Clubs		12
Camp Fire	1	1
Debating	3	
Dramatics	10	10
Folk Dancing and games	41	46
Folk Dancing and dramatics	5	6
Gymnasium	5	
Handwork and sewing	13	12
Knitting	6	2
Patriotic League		7
Red Cross	1	5
Singing	2	
Social	2	5
Story Telling	<u>3</u>	<u>2</u>
Total	95	113

While the above figures show an increase in the number of clubs for May over the preceding October, it does not mean that the same clubs are represented at the beginning and at the end of the season. Changes go on continually, clubs being dropped and added all the time.

Senior Activities

Evening Recreation Centers

In addition to the work organized for school children, the recreation centers are opened also for adult club meetings in the evening. These clubs are self-governing bodies.

The principal activities carried on are dancing, games. Red Cross and athletics. At one center, the Hosmer Library, there is also a literary club. For the most part these clubs meet one evening each week, the center being kept open for this purpose alone. That is, the center is opened for just one meeting at a time. No entertainment is provided for anyone except those interested in particular activity to which the club meeting is devoted. For example, if the young men and women of a neighborhood are interested in a social club which meets one evening a week, there is nothing to attract either older or younger people than this particular group to the recreation

center on that evening. There are, however, three exceptions to this rule,--at the Gray and Hosmer Libraries and the Jewish Institute the centers are open for more than one club on the same evening at least once each week, giving an opportunity for groups of different ages and interests to use the building at the same time. These facts are taken from data furnished by the Recreation Commission.

There are 31 centers at which self governing clubs for adults have been organized. Of these centers 13 are open one evening per week, 10 have clubs twice during the week, 3 are open for three evenings, 4 are open four times and one (Jewish Institute) five times during each week. Centers in the public schools are open from 7 to 9 P.M: awkward hours for evening activities. In the settlement and other institutions centers are open until 10 and 11 P.M. It is suggested that 7:30 to 9:30 or 8:00 to 10:00 P.M. be the hours for keeping centers open in the public schools.

The following table shows the activities carried on and the number of clubs organized for each.

<u>Activities</u>	<u>October</u>	<u>May</u>
Athletics	7	3
Cooking		
Dramatics and games	2	3
Gymnasium	7	
Handwork and sewing	9	5
Knitting	5	
Literary	1	1
Red Cross	1	5
Singing	1	
Social	<u>23</u>	<u>21</u>
Total	56	38

Community Centers

With the exception of the Jewish Institute, where the Recreation Commission operates a center there are no public social or community centers in Detroit. By such center is meant a building open six nights a week which is the headquarters for all public social and recreational activities for the neighborhood, for old and young, Centers in which activities are organized are open in the majority of cases one or two evenings a week and then for only one activity. Social dancing is the principal feature of the evening recreation centers.

In the recreation centers of Detroit. The general practice has been for the Recreation Commission not only to organize activities but to furnish leaders for each individual phase of the work, demanding only that the people of the neighborhood attend the centers required to assume the responsibility of organizing themselves into self-governing clubs. To carry out such a program on a desirably large scale is financially out of the question, even if it were a wise plan to follow. On the other hand, it is possible to carry out to the maximum a recreational and social program if the organized efforts of the respective communities are enlisted.

Considerable information has been published upon the organization of the "Community Associations" and their efficiency as agents of socialization and democratization, the latter naturally involving Americanization of the people touched by such organizations. The United States Bureau of Education urges the creation of small democracies with the school house as the capitol—which should be the center of social and extra-occupational life of the community affected. This involves the organization of the people of a community into an association with board of directors and officers, who conduct the affairs of this social democracy, outline its policies, decide upon the activities, etc. while the plan of the Bureau of Education is

more applicable to rural districts and small towns, a modified form of center adapted to urban conditions may be organized.

Detroit conducts no such community associations unless the Colored Young People's Club at the Bishop School organized and advised by the Recreation Commission may be considered one. It is recommended that the Recreation Commission organize such associations or rather become instrumental in organizing them, by furnishing a leader who will be the motivating agent in the neighborhood by acting as a general guide and adviser. He will be adviser to the community association, be employed on full time and responsible for working up a successful organization. Whatever additional help is needed to operate the center should be employed on part time as is suggested in the discussion on "organization". It is believed that most of the clubs and activities in a center should provide their own advisors and club leaders as is being done and has been done in successful private social settlements. The mainspring of the whole project of a community center is the personality of the general leader and adviser. For this innovation the Hely and Russell Schools because of their equipment and location seem to offer workable territory. Such centers are usually operated every night in the week, except Sunday.

Apparently the "center" at the Bishop School, operated in cooperation with a young colored people's club, although limited to dancing was a success as an experiment in active participation by an organized community. This club, with by-laws and regular officers and with dues of 10 cents per month plus 10 cents for each additional dance. Has been drawing record crowds and has a surplus in the treasury after paying for music, light, etc. While dancing is the only activity carried on now by this club, the by-laws provide for expansion in every direction—athletic, literary, etc.

Recess Work

During 1917-1918, recess work at eight schools throughout the city was a feature of the Recreation Commission program. The work has been very successful in those places where it has been tried, since in this was many more children have been reached than would otherwise been possible. In six of the eight schools no other work was done by the Recreation Commission so that recess periods offered the only opportunity afforded the children for supervised play.

The following table shows the schools where recess play was under supervision of the Recreation Commission and average daily attendance:

<u>School</u>	<u>Average Attendance</u> <u>Per Period</u>
Brownson	66
Campbell	334
Capron	244
Lillibridge	66
Logan	255
Monteith	140
Morley	132
Pingree	81

Because of the great number of children who can have the benefit of organized play by its introduction at school recess periods, it is recommended that the Recreation Commission stress this activity more than it has in the past, and, if necessary, because of a limited number of play leaders, that afternoon work be sacrificed at the expense of recess work.

Dr. Chadsey believes in the efficiency of organized play during recess periods, and would, it is believed urge the cooperation of the school principals if "recess work" were presented to him as one of the important phases of the

Recreation Commission's program. Since the Board of Education is not carrying on any organized play activities with the children, The Recreation Commission should be welcome.

In this connection, it may be said that the after-school recreation program should not be limited by the wishes of the school principals. The Recreation Commission knows or should know best in what localities after-school centers are most needed, and when a school is decided upon in which to establish a center, the Board of Education should sanction it without being guided in its judgment by the principal of the school. In fact, it is inconceivable that a principal will not cooperate to the fullest possible extent, instead of objecting to having a center established in the school-provided the Recreation Commission fulfills its part of the contract.

Moving Pictures

During 1917-1918, moving picture shows were a feature of the work of the Recreation Commission, entertainments being given at regularly established recreation centers and at various hospitals and charitable institutions. At the centers, these picture shows have proved this one form of entertainment (except for some occasional celebration) which appealed to the public in

general These entertainments have attracted both the adult and juvenile population of the neighborhoods.

Between October and April, 277 performances were given at which the attendances average was 125. Altogether approximately 354,000 people were entertained.

A regular bi-weekly schedule was maintained at the Children's Free Hospital, the Rescue Home, St. Joseph's Home, and St. Vincent's Orphanage. Weekly performances were given at Harper Hospital, Woman's Hospital, Conley Library, the Jewish Institute and the Franklin Street Settlement House. At regular recreation centers the performances were supervised by the play leaders; at the other institutions the Commission merely supplied the apparatus and operators without attempting any supervision.

In addition to the regular schedules, pictures were provided at any center whenever the play leaders requested a performance of this kind. Movies have proved most popular in centers where facilities for entertaining large numbers of people were limited.

The library centers for example, cannot accommodate large groups for dancing, etc., but in most cases have sufficient space for holding moving picture shows. Many of these shows were given as part of the program of some athletic, social

or debating club. On the whole, movies were featured about once every month during the winter at centers where regular schedules were not arranged.

The attendance records show the interest which the public has taken in the movie shows given by the Commissioner.

	Number of <u>Shows</u>	<u>Attendance</u>
October	28	3,694
November	45	5,591
December	37	5,925
January	38	4,009
February	34	4,650
March	61	5,680
April	<u>34</u>	<u>4,480</u>
Total	277	34,029

The films used at these performances were censored by some supervisor at the Recreation Commission offices before they were placed upon the programs for any of the centers.

Drama, comedy, animated cartoons, concurrent events and popular science were the subjects most commonly chosen. The film designated as "educational" in subject were not used

because in many instances they repeat what has been given in the regular school program of moving pictures.

The equipment for these performances consisted of two machines, a Pathoscope and a Devry owned by the Commission. Films for the Pathoscope were ordered from New York on a two weeks schedule. This necessitated the selection of films from the Pathoscope Company's catalogue since it was impossible to use other films in this machine. For the Devry machine the General Film Company of Detroit furnished films. The Ford Weekly News pictures were supplied by that company and many of the Detroit theaters cooperated with the Recreation Commission in contributing special features.

The expense of carrying on this activity has been small in comparison with the number of people who have been interested in the work of the Commission by means of these entertainments. The greatest expense after the initial cost of the machines has been the salary of the operators. There are two operator, paid at the rate of \$1.75 for each performance, making a total of nearly \$500 for the season.

These operators were allowed the use of the Ford Company's plant for overhauling and repairing the machines every other week. Hey were paid for the time thus sent at the same rate (1.75) as for time spent in giving a show. It was found

that this service obviated the necessity for sending the machines back to the factories for any repairs and has proved much cheaper. Lights for these machines cost about \$10.00 per year.

In addition to this service, the Ford Company contributed their films without charge. He films furnished by theaters and the General Film Company were also donated. The films furnished for the Pathoscope machine on a two weeks schedule cost \$136.00 per year. The total cost of the movies was:

Salaries (2 operators)	\$500.00
Lights	10.00
Films	<u>136.00</u>
	\$646.00

The cost was, therefore, slightly less than two cents per person attending.

Although the number of persons benefited by the exhibition of moving pictures was comparatively large for the financial outlay of overhead expenses, it is debated whether the city of Detroit or any other city should furnish recreation of this type without direct cost of any kind to the beneficiaries.

There is no question about furnishing moving pictures or concerts or other appropriate recreation free to those confined in hospitals or eleemosynary institutions, but what should be the limit to free entertainments of this nature furnished by the community?

The community is its own master and if it wishes to provide recreation for itself on a community plan, the cost to be met from taxation, nobody can deny it such policy. However, it is believed that more appreciated entertainment and recreation can be furnished on a communal plan if the beneficiaries will pay directly the nominal sum necessary to finance such ventures. It seems feasible for the Recreation Commission to furnish a community center, for instance, with the moving picture machine, operator and films for an evening at cost price which will be met by the dues or contributions of the organized center. It is recognized that the payment of fees in the public school centers is prohibited, but if the value of operating activities on a self-sustaining basis becomes apparent, some plan could probably be worked out that would meet all legal requirements.

Continuing the same thought it is believed that the community through the Recreation Commission should promote high grade concert courses during the winter for the people of

Detroit. At present two courses are offered in this city of 800,000 inhabitants, the cost of which is prohibitive to thousands who would appreciate the opportunity to hear good music. The Recreation Commission itself could finance such ventures or it could be the agent to induce public spirited citizens to finance such projects which could be more than self-supporting while furnishing recreation to thousands at a moderate cost.

Such a venture has proved successful in at least one Middle Western city for the last five years, where the attendance at \$3.50 for a course of six concerts by the foremost artists and orchestras of the country has been limited only by the size of the auditorium. Unfortunately it seats but 3000 persons.

This seems to be a function properly to be promoted by the Recreation Commission.

Art Extension & Exhibits

An interesting and valuable phase of the Recreation Commission's activities is the work of the Art Extension Division, which by talks at the Art Museum, community singing, and by neighborhood exhibits promotes an appreciation of art through direct contact with available material in Detroit.

The Commission must be given credit for having inaugurated activities which no other agency whose legitimate function it was perhaps did. Although these activities are barely organized, their value is undoubted and are worthy of prosecution with greater vigor and a more orderly plan. Consideration must be given, sooner or later, to the question of whose legitimate function it is to carry on art extension and under the direction of which departments of the city government it can develop the greater good to the greatest number.

Walk Talks

This is the name applied to a series of talks on Art Appreciation given by the Art Extension Branch of the Recreation Commission to the school children and the Girl's Patriotic League. The talks are given at the Museum of Art.

They Y.W.C.A. and the Girl's Extension Course were booked for six lectures and the girls made to sign up before the

course was started, and the Girl's Patriotic League had five special talks.

Attendance by classes of school children was left optional with the principals of the schools to whom notification was sent of the presentation of the course.

Sixty-four classes representing fifteen Detroit Schools and the Highland Park schools attended twenty-five lectures. There was no set course and no regularity of attendance, i.e. the same classes did not always return.

That these talks are of great benefit and should be continued on a larger scale there is no doubt. However, it is a question as to which agency in the community can best develop a universal interest in it. Due credit must be given the Recreation Commission for making a beginning and for showing the way, but it is believed that the program should contemplate finally the taking over of the activity by the schools and by the Art Museum.

Apparently the Board of Education will cooperate with the Recreation Commission only to the extent that it now does, resulting in a very limited attendance. Furthermore, the Board of Education is taking steps for furnishing eventually this

phase of education through the schools so that a maximum number of children will be reached.

As to adults outside the control of the schools, it is believed that the Museum of Art should become the general art center for the whole community, encouraging the use of the museum, giving lectures, and in all ways promoting an intelligible interest and appreciation of art. To do this it is proper and logical for the Art Museum to employ such a staff as is now employed in the Art Extension Division of the Recreation Commission.

Special Art Exhibit

Last year two neighborhood exhibits of home articles of artistic value supplemented with objects from the museum were held in the Hosmer and Butzel Libraries. The articles exhibited--many of them brought over from the European continent--were furnished by the people of the neighborhood. Aside from any artistic value they may have, these exhibitions are an excellent means of Americanizing and assimilating the foreigner in the community, it makes him feel himself a greater factor in the community because he feels he has something to contribute.

Three exhibitions of the works of local artists were held at the Butzel, Bowen and Lothrop Libraries. This is also a proper sphere in which the Art Museum should lead.

Community Singing

From last October to June the Recreation Commission conducted "sings" which it organized according to the following weekly schedule:

Monday Evening	Central High School
Wednesday Noon	Burroughs Adding Machine Company
Wednesday Night	Fort Wayne
Sunday Afternoon	Art Museum

On various public celebrations and festivals community singing was conducted by the Commission.

All this is commendable work and merits expansion. It is hoped that industrial corporations will recognize the value of such work sufficiently to organize and conduct it themselves, after the Recreation Commission has initiated the singing.

SUMMER PROGRAM

Playgrounds

Covering, as it does, a period of only two months, the summer season constitutes the smaller and of the general program of the Recreation Commission. It is quite important, however, from another point of view because all the school children have so much leisure time.

In the summer of 1917, fifty-five playgrounds were opened on school grounds and other suitable sites. Aggregate attendance including children and grownups on the playgrounds during the nine weeks they were open in 1917 was 545,127. In 1918, the aggregate attendance for the entire season was 6582,674. It is of interest to note that Detroit has more than 100,000 children alone who can use play spaces at some time or other during every day which would give a maximum attendance of 600,000 a week or 5,400,000 during a nine week season. In other works about 10% of the children are reached by the playgrounds. This condition is not peculiar to Detroit alone and does not necessarily mean that playgrounds are not effective. Rather, it would seem that children play in the streets and alleys and that safe play spaces are needed at more frequent geographical intervals.

An inspection of the playgrounds themselves causes surprise at the number of children so interested in play as to overlook the discomfort of the Detroit school playgrounds, gravel or cinder grounds under a hot baking sun without any shade during the greater part of the day.

In addition to the regular playground sewing, weaving, manual training, Red Cross work and clay modeling were taught. At the close of the 1917 season work done by these classes was exhibited at the Art Museum and also at the State Fair. It was in these classes that the children made their costumes for the pageant. About 1400 of these were completed as well as 300 articles in the manual training classes. Altogether 5206 pieces of work were finished.

Moving picture shows were another feature of the summer work at the playgrounds. These were given in the early evening at the various centers under the direction of the play leaders. This form of entertainment was probably the most popular features of the work, attracting large crowds of adults and children, the average attendance being about 500.

Organization of Playgrounds

Playgrounds are open under supervision from noon to dark daily except Sunday. Most of the playgrounds have at least two play leaders, one man and one woman. A few have only one, while the larger ones have more than two.

Four playground supervisors, two on the east side and two on the west side, are employed, who report to the general supervisors; the two men reporting to Mr. Brewer and the two women to Miss Bock. A suggested reorganization was outlined in another section of the report.

Attendance on the playgrounds is heaviest in the late afternoon and early evening. The hours originally were from 10 A.M. to 8 P.M. but in order to reduce the cost of "janitorial service" the two morning hours were discontinued. The Recreation Commission can best decide what hours are the most profitable for maintaining supervision on the grounds, and should, it seems, try to make that the prime consideration, inaugurating evening playgrounds and adjusting the janitor's hours and compensation after this has been done. The question of janitor's compensation is discussed in another section.

Summer Camp

A summer activity of the Recreation Commission which merits commendation is the operation of a summer camp for boys and girls located for this summer (1918) on an excellent site at Elizabeth Lake. The camp was open for 11 weeks, boy's and girl's camps alternating every two weeks. Altogether about 1250 children attended camp during the season. A fee of \$3.00 per week is charged each child.

A director for the camp, three assistants and a cook are employed by the Recreation Commission which also supplies camp equipment, such as tents, pillows, dishes, etc. The cost of the food is supposed to be covered and practically is met by the fees received from the children. It is suggested that a rotary fund be established to be used by the director in purchasing food that all revenues be deposited with the department and all outlays of money be advanced by the department.

At present the camp accommodates about 100 children one time, and was large enough to take care of all those who applied. This camp reaches a class of children who ordinarily are deprived of such advantages. Provision is made at other camps by philanthropic organizations and by the Detroit Free Press for children not able to pay, and for the wealthy there are of course innumerable camps where children may be safely

sent alone. But it is the type of child who can pay only a moderate amount for itself and whose parents cannot afford to go out with the whole family, for whom no adequate provision has been made. It is recommended, therefore, that the Recreation Commission enlarge its camp and advertise it more extensively, and that a permanent site be bought, both because good sanitary conditions can thus be assured and because it will increasingly difficult to find suitable sites to lease which are easily accessible to the city.

The cost to the department for supervision and labor for the whole season of 1918 was \$1791.07, about \$1.50 per capita. The facilities can be increased to accommodate more children for the same overhead cost or at least with comparatively small increase.

SPECIAL CELEBRATIONS

In addition to special city wide functions such as Recreation Day, Kite Day, athletic meets, and games in which children from all over the city participate. The Recreation Commission the official leader and organizer in all public celebrations of the city.

The Municipal Christmas Tree celebration, for which an elaborate program is arranged, is managed by the Recreation Commission. This year the most notable event was the official celebration of Americanization day by the city on July 4, when an elaborate public program which thousands attended was held at Belle Isle. The Recreation Commission also participated in the celebration of Bastile Day, July 4.

It is urged that this phase of the Recreation Commission's functions be developed to its fullest degree. The value of public festivals and celebrations is inestimable, particularly in cosmopolitan Detroit, and effective leadership always available for such occasions should be encouraged.

-INSPECTION OF COMMERCIAL RECREATION-

Commercial dance halls, movies, theaters and pleasure resorts furnish the bulk of recreation to the greatest part of

the population, and will continue to do so for a long time so far as is known. Under the charter, the Recreation Commission is delegated with the responsibility of enforcing proper standards for commercial recreation.

Dance hall licenses are issued by the police department only upon recommendation of the dance hall commission which is composed of three members of the Recreation Commission. Two play directors, one man and one woman, visit dance halls upon notification by the police that an application for license has been made, and ascertain facts as to physical conditions of the hall, nationality and general conduct of the people attending, type of dancing and other pertinent social conditions. Upon the basis of this investigation the dance hall commission makes its recommendations. No re-inspection or follow-up investigations are made during the year unless the Commission asks for them before reporting to the police department.

Up to this time, beyond its inspection of dance halls, the Recreation Commission has not exercised the authority granted it by the charter in this respect. Appropriations requested for this purpose refused in previous years but allowed for 1918-1919. Its whole program, and properly so has emphasized hitherto the creation of organized public recreation. However,

since it is evident that public recreation will not supplant commercial recreation for a long time, and in any case it is incumbent upon the Recreation Commission to be responsible for the furnishing of wholesome commercial recreation to the community. In fact, this seems to be the important phase of the commission's work,--first because the extent to which the city should venture in furnishing recreation is a serious question and second, because commercial recreation with all its facilities will be more attractive to the great mass of people for some time to come.

In this year's budget a supervisor and an assistant supervisor of commercial recreation were allowed, at a salary of \$1300 and \$900 per annum respectively. Although the salaries are entirely too low it is a beginning and it is recommended that the Recreation Commission begin to assume more responsibility for the character of commercial recreation sold in Detroit. All dance halls should be visited at frequent intervals, a censorship over movies and theaters should be built up, pool and billiard parlors inspected, etc, etc. At present the police department has two plain clothes men as censors of the moving picture theaters, theatrical performances and all shows visiting in Detroit. The cooperation of the police department should of course constitute part of the plan of supervision.

CLARA BATH HOUSE

The Clara Bath House, located at Erskine and Orleans Street, in the heart of a congested district, is the only all-year public bathing house in Detroit. It is divided into two sections, one for men and boys, and the other for women and girls, each section having a swimming pool and shower baths.

Except in a few instances where persons are not able to pay, a charge of 5 cents per bath is made for adults and 1 cent for children. For this charge bathers are furnished soap, a towel and swimming trunks for men and bathing suits for women; and extra towel costs 1 cent.

Water in the pool is changed daily except in the cold weather during the winter when the attendance is small, at which time water is changed every other day.

The bath house is operated efficiently but the building is in apparent need of renovation. The procedure of handling funds and rendering reports is satisfactory. To operate the building there are employed:

- 1 Superintendent
- 2 Engineers
- 2 Janitors
- 2 Janitresses
- 1 Laundress (summer only)
- 1 Cashier

The need for public bathing places open all the year around in similar sections of Detroit is obvious by the attendance records of the Clara Bath House and it is recommended that among the improvements contemplated by the city in the immediate future public bath houses be given consideration.

Following are figures showing the attendance for the past five years and the cost of operation during that time.

TABLE SHOWING ATTENDANCE

At Clara Bath House for fiscal years

1913-14 through 1917-18

	<u>Men</u>	<u>Boys</u>	<u>Women</u>	<u>Girls</u>	<u>Total</u>
1913-14	78,221	38,387	16,357	13,644	146,709
1914-15	66,129	35,890	14,768	11,940	128,627
1915-16	81,621	41,750	12,979	10,399	146,748
1916-17	60,985	26,002	4,449	5,693	97,129
1917-18	46,251	34,234	7,195	12,727	100,407

* One side closed part time for repairs.

Closed for lack of cash.

TABLE SHOWING COST PER

Bath per Person

	<u>Disbursements</u>	<u>Receipts</u>	<u>Net Expenditures</u>	<u>No. Baths Furnished</u>	<u>Cost per Bath</u>
1913-14	13,920.45	5,346.97	8,573.48	146.709	1913-14-\$.058
1914-15	13,504.19	4,602.98	8,901.21	128.627	1914-15- .069
1915-16	12,944.20	5,358.16	7,586.04	146.748	1915-16- .051
1916-17	12,303.49	3,647.70	8,655.79	97.129	1916-17- .089
1917-18	13,919.97	3,225.95	10,694.02	100.407	1917-18- .106

HOSPITAL WORK

Another opportunity for extending the work of the Recreation Commission was offered during the winter when about 150 girls were interned in Detroit hospitals by the state medical authorities. Classes for dancing and games, programs for short sketches, music and plays were given for their entertainment at five hospitals throughout the city,-Grace, Harper, Herman Kiefer, Miriam Memorial Branch and the Salvation Army Reuse Home. In some places handicraft classes were also organized.

Because of the changes constantly being made as some girls were discharged and others admitted, it is difficult to estimate the value of this phase of the work by the number of persons reached. It may be said, however, that the hospital authorities were in all cases most enthusiastic over the results obtained and urged a continuation of the services of the Recreation Commission along these lines.

RECREATION COMMISSION AND JUVENILE DELINQUENCY

Arrests of Juvenile Delinquents for the Past Five Years, 1914-1918

	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
1914	1154	229	1383
1915	1310	205	1515
1916	1406	223	1629
1917	1911	281	2192
1918	2427	344	2771

This table, showing the increase in the number of juvenile delinquents (all cases under 16 years) during the past five years in Detroit, speaks for itself. Obviously, there is need for increased efforts to provide proper facilities instruction for the use of leisure time, the misuse of which is often the cause of juvenile delinquency.

RECREATION COMMISSION AND CITY DEPARTMENTS

RECREATION COMMISSION AND BOARD OF EDUCATION

Although the charter vests in the Recreation Commission the power to conduct, supervise and manage outdoor and indoor recreation facilities, it is a question where the Recreation Commission should begin its work with the children and how far it should go. The functions of the Board of Education and its relationship to the children must be considered.

If the hypothesis is true that children need to be taught to play is a means by which education is promoted, then it naturally follows that every child should receive the benefits of this method of improving itself. Under our present system in Detroit, whereby all extra organized play is extra - school and voluntary, attendance at playgrounds and school play centers includes only about 10% of the children in the city. The obvious conclusion, therefore, is the incorporation of organized and supervised play periods by the Board of Education as part of the school curriculum.

There is no doubt that the continual enrichment of the school curriculum will necessitate a longer school day, part of which will be given over to play. At present, however, the

Detroit Schools make no provision for organized play above the kindergarten, so that the Recreation Commission which is essentially an agency to provide for the proper occupation of the leisure time of both children and adults, finds a legitimate field in organizing play both during and after school hours.

Should the time arrive when the schools provide organized play for the children, the proper field of activity for the Recreation Commission will then be, it is believed, to provide facilities whereby the child can apply in its hours of leisure, its hours out of school, that which it has learned in school.

Cooperation with Board of Education

There is unnecessary friction between the representatives of the Recreation Commission and those of the Board of Education. Misuse of the property has been reported by the Board of Education, while lack of proper spirit of helpfulness and even instances of hindrance on the part of Board of Education employees have been reported by the Recreation Commission.

Interviews with Dr. Chadsey upon this subject revealed a spirit of cooperation and a belief in the policy of the widest use of school buildings for recreational purposes. He believed,

however, that the employees for school property as do the employees of the Board of Education. It may be noted here that the Recreation Commission is granted funds annually to be used for repairing damage done to school property though its use of the schools. Bills for damage done are presented by the Board of Education and paid by the Recreation Commission.

It is not the intention of the Detroit Bureau of Governmental Research to act as an umpire between the two departments, but it is evident that the executive heads of these departments must eliminate or reduce the friction by some means. Possibly, definite instructions to employees in the rights of the other department would help.

Payment of Janitors and Engineers

For the extra services of janitors and engineers in the school buildings, the Recreation Commission pays \$2.00 per night at the evening recreation centers and 75 cents per afternoon at the afternoon centers. During the summer, engineers in the schools where playgrounds are conducted receive \$1 per day from the Recreation Commission in addition to the regular pay from the Board of Education.

No objection can be found to paying janitors and engineers for extra time, but there seems to be no reason for

the \$3600 expenditure during the summer. Engineers stay at the schools from noon to 8 P.M. and care for that part of the building—usually the toilets—used by the children. During this time, however, the engineers receive their regular pay from the Board of Education, which is the same amount as paid during the winter when the schools are in session. So long as they do not work more than eight hours, and do considerably less than their regular work, there seems to be no reason for the City of Detroit paying the extra \$1 per day or \$3600 for the summer.

-RECREATION COMMISSION AND CITY PLAN COMMISSION-

Statistics show that only a small percent of the children go to the playgrounds and centers for recreation, that apparently they stay nearer home and play in the streets and alleys and vacant lots adjoining their homes.

The thousands of Detroit children must be given places in which to play safely and comfortable and it is suggested that the close cooperation of the Recreation Commission with the City Plan Commission in securing play spaces be continued. New streets, new blocks of houses, should be built with a plan providing ample spaces for children to play safely and near home.

Safe play spaces close to home will not deprive the mother of the responsibility for her children, a responsibility which she should have and towards which the whole social program is tending by emphasis upon maintaining the integrity of the family.

The play learned by the children at school will be given expression in these play spaces so that supervision, it is believed, will be necessary only in the larger centers to which children come from a considerable distance, where there is the danger of the bully and undesirable behavior.

In addition to the need for these small play spaces, such recreation fields as Atkinson Park, Riverside Park and Ferry Field should not be overlooked by the City Plan Commission, although extreme caution must be exercised not to over-emphasize elaborate and costly recreation fields at the expense of these numerous and important smaller areas.

RECREATION COMMISSION AND PARK DEPARTMENT

Band concerts in the parks are given under the auspices of the Park Department. This activity is undoubtedly one of recreation and, it seems, should be handled by the Recreation Commission.

The same applied to the swimming at Belle Isle- The Recreation Commission already has charge of swimming in all schools during the summer and operates the Clara Bath House, so that the inclusion of Belle Isle swimming facilities would be an extension of the work already carried on by the Recreation Commission, as well as affording proper unified control of the service.

Merging Parks and Recreation

Any study of recreation leads naturally to a consideration of the use of parks. The park system of Detroit including its boulevards is maintained essentially for the purpose of recreation. It seems that the larger ordinary use by the public of parks is a matter which should be controlled and directed by the authorities having charge of the recreation policies of the city. Any other direction and control means that parks become merely a matter of landscape artistry with city life largely left out. Under these circumstances it seems very questionable whether the control of the parks should not be

invested in the recreational authorities rather than maintained as separate activity of the city government. Such a unified control would mean that the recreational facilities of the parks would be more extensively developed. The purely mechanical processes of park maintenance should in no wise be impaired by this transfer.