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THE DEVELOPMENT OF COMMUNITY RECREATION IN NORTH DAKOTA

A Thesis
Submitted to the Graduate Faculty of the University of North Dakota

by
Donald Arthur Clark

In Partial Fulfillment of the Requirements for the Degree of Master of Science in Physical Education

August 1949
This thesis, offered by Donald Arthur Clark in partial fulfillment of the requirements for the degree of Master of Science in Physical Education in the University of North Dakota, is hereby approved by the committee under whom the work was done.

Chairman

Director of the Graduate Division
ACKNOWLEDGMENT

The writer desires to express his gratitude to Mr. Leonard R. Marti, Professor of Physical Education at the University of North Dakota, under whose professional guidance and constructive criticism this study was conducted.

The writer wishes to acknowledge the assistance given him by his wife, Mary, whose understanding and encouragement made this study possible.
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This thesis is devoted to the study of the relationship which exists between the recreation movement in the state of North Dakota with that of the national program.

The major portion of the data used in this study was secured from two questionnaires. Supplementary information was gathered from books, periodicals, state legislative manuals, private correspondence and informal interviews with North Dakotans interested in and informed about recreation as it now exists in the state.

The first questionnaire, which is found in Appendix A, was sent to 75 state municipalities—all of those communities whose population exceeds 400 persons. Of the 45 who replied, 9 reported full-time programs, 14 reported part-time programs, and 22 reported they had no program of community recreation.

Since the number of those municipalities which did not reply to this questionnaire within a sufficient period of time seemed large, they were urged by mail a second time to report their information. Replies were received from 23 municipalities, and it was discovered in every case that failure to return the original questionnaire came as a result of their being no existing program in the said community.

A second questionnaire, found in Appendix B, was sent to the 23 municipalities sponsoring recreation programs in North Dakota. The purpose of this questionnaire was to gather more specialized data concerning objectives, organization
and sponsorship, activities, and facilities.

A major difficulty in preparation of portions of this study was the gathering of statistics in a state whose relatively small population is concentrated in rural areas having no organized recreation. When mailing the questionnaires, it was decided not to send the data sheets indiscriminately to communities smaller than 400 in population since there was little evidence, real or hear-say, of recreational programs in villages of smaller population.
CHAPTER II

THE BACKGROUND OF RECREATION
IN THE UNITED STATES AND IN NORTH DAKOTA

In the general patterns of social change, recreation assumes an ever-increasing position of importance in individual and social well being. Recreation takes its place with religion, education, health and work as one of the five essential factors molding individual personality and affording a community more abundant living. While these processes, functioning in balance, achieve growth and progress, the neglect of any process can create individual and social pathology.

The need for recreation, the uses of recreation, and the benefits from recreation are constantly increasing. Patterns of wholesome recreation shaped into effective programs of activity constitute a "must" as a living force in a modern democratic society.

The factors conditioning recreation are receiving increased attention. The social changes that have affected community life in modern society have conditioned both the quantity and the uses of leisure, and they are largely responsible for the almost universal demand for recreation in all types of communities—cities, towns, villages, and rural areas.
The past few decades of national experience, and particularly the recent war years, have demonstrated dramatically that adequately and properly organized community recreation, properly trained professional personnel, using large numbers of volunteers, contribute importantly to building sound physical and mental health, to curbing crime and delinquency, to molding democratic citizenship and character, to vocational and educational growth, and to the social, cultural, and moral well-being, satisfaction, and solidarity of families and communities.¹

Recreation is an important segment of the living process. "From the cradle to the grave all people have some time on their hands which they may call their own. In this time they do many things for their own satisfaction and pleasure."² Increasing leisure time, the achievement of satisfactions of working hours in a machine age, and the pressures and regimentation of a swiftly moving age accentuate the importance to the individual and the community of variegated, appropriate, and adequate recreational opportunities.

The varied recreational activities available to present generations are largely the results of the efforts of pioneer


²Mark McCloskey, Director, Recreation and Community Activities, New York Board of Education. 1937 Annual Report, p. 5.
recreation leaders. It would seem that a brief glance at the early development of typical recreation programs in North Dakota and the early period in the United States would provide a basis for evaluating the programs as they exist in this state.

The recreation programs of five North Dakota cities, which will be discussed in detail, are typical of the origin of the recreation movement throughout the state of North Dakota.

History of Recreation in North Dakota

Bismarck

The year 1929 first noted some interest in planned recreation in the capital city. In that year the Bismarck Park Board hired Mr. John Reel as full-time recreational director, but two years later he was released because of insufficient funds. The embryonic program was then discontinued.

A partial resumption of a program of recreational activities was resumed in 1932 when Mr. George Schaumberg, a high school instructor, was appointed on a part-time basis as a recreational director. During W.P.A. days Mr. Schaumberg

\[3\text{This information comes from personal correspondence with Mr. Schaumberg, the present recreational director in Bismarck.}\]
assumed leadership with the assistance of the recreation workers employed as a phase of the W.P.A. program. The director left in 1943 for overseas service and upon his return he assumed the duties of a full-time recreation director. Very close cooperation between three municipal boards—parks, school and city—kept the program functioning to a certain degree during Mr. Schaumberg's absence.

In 1947 Bismarck residents voted in favor of the tax levy referendum when they authorized a two-mill levy for recreational purposes. Simultaneously, a Recreation Board of eight members was designated the governing body of the proposed program.

The salaries for the one full-time director and his seasonal assistants are paid by the Recreation Board. In addition, the Recreation Board supplies equipment.

The Park Board supplies funds for maintenance and improvement of play areas and grounds while the School Board furnishes buildings and play areas and some recreational areas.

Most credit for the initial development of the recreational program in Bismarck goes to Mr. M. H. Atkinson, City Auditor; Mr. A. C. Van Wyk, Superintendent of Schools; Mrs. Kenneth Piper, State Game and Fish Department; Mr. O. S. Gonser, Scout Executive; and the Park Board members. Civic groups such as the Business and Professional Women's Club, Community Council, School Board, Service Clubs, Elks and
Eagles were active in sponsoring and developing the program. These individuals and groups succeeded in presenting the original plan to the community and they effectively demonstrated to the Bismarck citizenry the grave need for a community recreation program.

The activity program is divided into four seasonal categories. During the summer, swimming pool hours are maintained daily for children and adults. One manager and four life guards provide leadership for this activity and special swimming events include a novelty meet, swim meet, pageant and midnight swims for married couples.

Play centers located at three schools operate six days per week on a 9:30 a.m. - 11:30 a.m. and 2:00 p.m. - 4:00 p.m. schedule with a director stationed at each school. The average daily program consists of a flag raising ceremony, story hour, quiet and active games, sand box activities, coloring and performing simple crafts.

Two playgrounds offer many types of active sports on a morning, afternoon and evening, six days a week schedule. The range in age is from small children to adults. Special events of this program include pet and doll parades, pushmobile and bicycle races.

An inclusive baseball program sponsoring eight teams at different age levels in addition to a Junior Legion base-
ball team receives special leadership. Softball teams for boys, men and women, golf and tennis teams divided according to sex and age, function on the city's ball diamonds, golf courses and tennis courts. Tournaments in each sport are held several times each summer.

The Youth Canteen provides recreational leadership and social activities for young people on Tuesday and Saturday evenings during the school year and three days a week during the summer.

Participation in dramatics and plays, square dance club, and activities at veterans trailer camps provide additional recreational opportunities.

During the autumn months, such carry-over activities as the Canteen, golf, tennis, parks, dancing club, and dramatics club continue to function in addition to grade school touch-ball, hiking clubs, and outings.

Five skating rinks provide fine recreational activity during the winter months. The recreation room located in the high school provides planned programs and an elaborate series of basketball tournaments and games provide major interest during this time. The Canteen, dance club, square dance and dramatics club are carry-over activities from the fall program.

In the spring softball, track and field meets, marble tournaments, are accentuated activities. Kite flying contests,
model airplane club, majorette contests, and certain carry-over activities draw many participants.

According to figures compiled in a report of the year's activities by its director, approximately 600,000 persons participate, either actively as participants or passively as spectators, during the year's program of events and activities.

The fundamental philosophy guiding the Bismarck recreational program is one of service to all members of the community who feel a need for self-expression through the various recreational channels. Mr. Schaumberg, the city director, expresses his views on recreation thus:

"My philosophy is based on the attempt to meet the demands of all groups who desire any type of recreation; this approach, of necessity, demands a very diversified program... Since it is almost impossible to meet every demand placed on the recreation department, it behooves us to determine where we must draw the line because of lack of facilities, leadership, or finances. Generally speaking, however, there are ways and means to meet almost any demand... Facilities can be obtained through schools or other civic organizations; leadership can be secured through volunteers which automatically alleviates some of the financial problems. Because we lack personnel, our program includes a considerable number of activities which ultimately become self-sustaining financially."

The varied, expansive, and well-supervised community recreation program in the city of Bismarck is a model for all others in the state to emulate.

—

"Quoted from a letter from Mr. Schaumberg on April 4, 1949."
The city of Crosby, North Dakota, while its population is not great, sponsors a flourishing full-time program of community recreation. Although the program is in its infancy, response in this community of approximately 1,500 residents has been enthusiastic, and progress has been marked in the development of the new venture.

The original thinking for inaugurating a planned leisure-time program began among school officials—the superintendent and athletic director. By January, 1946, their thoughts were organized into concrete plans which were made public. As a result of this careful preparatory work, enthusiasm was aroused to the degree of appointing a Citizens' Committee to study the ways and means of organizing a program. While this committee was functioning, the State Legislature passed the Recreation Enabling Act and the local tax referendum was favorably carried.

The Crosby Park Board was then approached by the committee, who succeeded in securing the former's sponsorship for a program of planned recreation. The result was that in

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5 Source of this information is correspondence with Mr. O. A. Parks, Recreational Director.
January, 1943, the Park Board appointed seven persons to constitute the Crosby City Recreation Commission. One of the first actions of the Commission was to appoint O. A. Parks, High School Athletic Director, as recreational director on a full-time basis June 1 through September 1 and daily after school hours during the school year. Actual supervision of play areas is in the hands of assistants who are selected and hired by the director.

The program of activities in Crosby is varied. Encouragement and actual financial support is given to the city baseball team and the Junior Legion baseball team. A kiddies' park, complete with suitable equipment and adequate supervision is maintained. A popular phase of the recreation program for the older children is the summer band program, a coordinated venture of the recreation program and the public school system. A program of active sports activities is popular with both participants and spectators alike.

The Commission procured from the city council complete control of a community hall, which is adjacent to the school and ideally suited to a program of varied indoor recreational activities. This two-story, 40 feet by 100 feet building provides ample room for a reading library, Girl Scout room, Boy Scout room, "Coke" counter, general recreation room, ping pong room, and a gymnasium 40 feet by 80 feet for volleyball, basketball, badminton, roller skating, and dancing.
Other new construction includes a concrete wading pool, 20 feet by 40 feet, in the kiddies' park, three hard-surfaced tennis courts, and a hard-surfaced outdoor volleyball court.

Although the mill levy as a source of income has proved inadequate in Crosby, the program has been able to develop and expand through the efforts and interest of its residents, who seemingly have recognized the benefits to be reaped from planned recreational activities. Remarkable evidences of public support is the expensive construction under way with the objective in mind increasing Crosby's recreational facilities. By utilizing a plan of organization sponsorship of various phases of the recreational program, the Crosby recreation commission has been able to raise enough funds without attempting popular subscription drives. For example, the local Kiwanis Club has undertaken the task of financing the construction of the tennis courts, while the city firemen sponsored the addition of the wading pool. The city council provided the funds necessary for the repair and painting of the community building. The total expenditures for the current year will approximate $6,000, about $1,950 of which is provided by the mill levy. In all cases of organizational aid, however, the commission reserves the right to complete control over specifications, constructions, and usage.

The philosophy of its director mirrors the fundamental purpose of all recreation.
"I believe it is the proper function of the community to promote the general welfare, and the proper use of leisure time through recreational activities falls in this category. To this end, we are directing our efforts in an attempt to provide our citizens a proper and satisfying outlet for their yearning to indulge in worthwhile recreational activity."

The small community of Crosby, with its public-spirited citizens, is on the threshold of reaping benefits from a satisfying and worthwhile program of community recreation.

Grand Forks

History of recreation in the city of Grand Forks dates back to the year 1929 when a program of summer-time recreational activities was inaugurated in response to public demand and interest in supervised recreation. A member of the girls' physical education staff at Central High School served as summer activities leader for two seasons after receiving professional training at the National Recreation Association's leadership institute. From 1931 to 1943, Grand Forks benefited from some type of organized summer-time recreation; leaders usually were chosen from the staff of the

6 Quoted from Mr. Park's letter of April 4, 1949.
7 This information is based upon correspondence with Mr. Abbott, City Recreational Director, and Mrs. Kannowski, Park Superintendent.
physical education department at the local high school. The difficulty of securing adequate personnel during the war years necessitated temporary suspension of the program during the summers of 1943 and 1944. The summer playground program was resumed in 1945 with the help of one supervisor and a few volunteer workers. Larger scale operations were initiated in 1946 when a year-round program of planned recreation became a reality. The leadership was expanded to include five full-time leaders and five part-time workers. Mrs. M. B. Kanneoowski in her dual role as Park Superintendent and Recreation Supervisor must be credited with much of the improvement and expansion of recreational programs in Grand Forks. Prior to the appointment of a full-time director, Mr. Elton Skarperud, director of the summer program, was in charge of that season's many activities. A forward stride in the history of recreation in Grand Forks was begun with the appointment of Homer D. Abbott, who assumed the duties of a full-time recreation director on January 1, 1949.

The passage of the mill levy referendum by the residents of Grand Forks in April, 1948, will permit greater expansion, more facilities, and larger numbers of personnel working together to provide more opportunities for recreation.

The four playgrounds open June 15 for a nine weeks' period. In addition to supervised sports and games, such features as "Family Night," when parents join their children
"Community Night," when planned programs are witnessed by parents and friends; "Doll Day"; "Indian Pow-wow"; "Playground Pied Piper"; and "Track Meet" are very popular. Several clubs function with the playgrounds of which perhaps the most successful is the "Bicycle-Tour Club" whose members visit places of interest in the city on their bicycles each Tuesday. Other clubs include the Safety Club, Nature Club, and the Kite Club. Midget golf course, shuffleboard courts, and an archery range are facilities that encourage much participation in those active sports under playground supervision. The playground season closes with play-offs in all competitive games and sports, the annual Hobby and Craft exhibit, and the annual "Playground Parade."

A softball association, made up of several adult teams together with a park league of sixteen teams, commands a very popular place on the sports program, as does organized golfing and tennis. Both of the latter sports provide club and tournament play.

Swimming instruction and supervision at the municipal pool is a major activity in the summer program. Classes for children and adults are held, as well as junior and senior life saving. A diving show and a two-day water carnival, in addition to swimming meets, round out this phase of summer-time recreation.
Other activities such as band concerts, community sings, folk dances, nature study, story hours, guided tours, and handicrafts command their share of enthusiastic participation.

During the winter, nine skating rinks provide for various types of skating activities. Hockey teams, fourteen in number divided into two leagues, carry on a schedule of games during January and February with play-offs held at the University of North Dakota Winter Sports Building in March. Figure skating exhibitions and pleasure skating are made possible with these winter-time facilities. A holiday program of free sleigh rides, skating races, snow modeling contests, skiing, tobogganning, and hockey is carried out.

Statistics of participation and onlooking are available only for the following activities: playgrounds, winter sports, and swimming. These three activities alone account for a total of 100,000 persons either classed as participants or spectators.

The recreational program in Grand Forks is a credit to the community and is making a valuable contribution to the recreational development of its youth and adults as well.

It is the opinion of Mrs. Kannowski and her staff that recreation plays an important role in community life.

"The use of leisure time underlies the whole scheme of living. . . . We who work with the right use of leisure time do so to promote health,"
happiness, and spiritual growth to the end that the individual may go through life with the proper blending of work, play, and service.  

Mayville

Recreation in the city of Mayville is in its infancy—a condition applicable to almost all North Dakota communities—but its rapid growth since its inaugural in April, 1947, is ascertained by the fact that one year later the enthusiastic populace passed the recreation tax measure by a six to one majority. Informed of the rapidly growing recreation movement in nearby communities, a group of public-minded citizens petitioned the City Council to make provisions for supervised recreation in the City of Mayville.

Mr. Lewy Lee, Director of Athletics at Mayville State Teachers College, has served as the director of summer recreation. He has been assisted by students in physical education courses at the College. While Mayville's program is currently functioning on a summer basis only, the possibility of establishing a year-round program with supervised activity is looming nearer.

8Quoted from Mrs. Kannowski's letter of March 31, 1949.

9Information gleaned from correspondence with Mr. Lee, Director of Recreation at Mayville.
At the present time such activities as the following are achieving good response: tennis, horseshoes, shuffle-board, badminton, volleyball, bowling, billiards, archery, and swimming. League play in softball and baseball includes youth groups as well as adults. Additional competitive activities include table tennis, checkers, marbles, croquet, and bridge.

During the spring and summer months, picnics, weiner roasts, camping activities, treasure hunts, roller skating, and boating are scheduled. Horseback riding under leadership is an innovation in community recreation programs in the state and is proving to be popular with residents of Mayville.

Staging plays, organizing clubs, planning safety programs, and sponsoring dancing and parties are activities that contribute toward a well-rounded community leisure-time program.

A start has been made during the past winter to include some winter-time recreational activities. Limited leadership has been provided for skiing, skating, and tobaggoning. Plans to greatly expand this season's activities will be realized when funds from the referendum are made available for sponsorship of a full-time program of community recreation.

Expansion of facilities and recreational opportunities for the entire community is the fervent hope of the present director. Mr. Lee expresses his beliefs as follows:

"To be effective, recreation must include all types of activities which promote the mental and
physical relaxation of all members of the community. To achieve this end, recreation must be established on a continuous year-round basis involving competent full-time leadership. Recreation also implies the use of all possible facilities in the community with the full co-operation of all citizens to insure the most adequate and complete supervision of leisure time activities of which our community is capable."

Mayville is in a position to receive considerable stimulus for its recreation program from the local Teachers College which is a potential reservoir of collegiate leadership as well as an aid in providing facilities for use in the expanding community program.

Minot

In January, 1946, the Minot Recreation Association was formed by a committee representing nearly twenty community organizations including civic, service, religious, educational, and labor groups. This association was formed to promote, develop, and administrate a program of public recreation with the emphasis on the school age boy and girl. The association expanded to the point of including thirty-one community organizations in its membership.

The financial start was received from the Community Chest, the Park Board, and the School Board. The former group turned

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10 Quoted from Mr. Lee's letter of April 2, 1949.
11 Data from correspondence with the Reverend J. R. Hogan, Chairman of the Minot Recreation Commission.
over a previously made allocation for YMCA activities to the
recreation organization, while the Park Board earmarked an
amount of money in their current budget, and the School Board
provided office and activities space along with some equip­
ment for the program. As activities developed and additional
financial aid was needed, local organizations such as the
Elks, Eagles, Rotary Club, Junior Chamber of Commerce, and
the Central Labor Assembly contributed sizeable amounts of
money for the conducting of a summer playground program.

A full-time director of recreation was employed by the
Association; and using existing facilities in the community,
activities were started in February. A basketball program of
64 organized teams, which started with the fifth grade boys
and carried through the high school boys and girls in various
classifications, brought nearly 700 youngsters into organized
play. In addition, bowling for high school girls and boys
and volleyball for the junior high girls added several hundred
more.

During the spring months, softball and baseball teams
were organized with forty-five softball teams for boys and
girls in grade school and junior high school. A league of
six baseball teams was set up among the high school boys.

The summer program featured the opening of seven play­
grounds in widely scattered areas of the city during the
month of June. Each playground is supervised, five having
both a man and a woman, while two are termed Tot-lots and have a woman supervisor. Although the sites of these areas are not well equipped with apparatus and facilities usually identified with playgrounds, many activities are provided as the areas are open from nine in the morning until nine at night.

For the pre-school children, handcraft, story telling, sand boxes, games, music, and special events hold their interest. The older children have basketball, softball, volleyball, horseshoes, croquet, tennis, archery, handcraft, singing games, and many other things to enjoy. Each playground holds a special event every two weeks, such as: Carnival night, Hobo night, picnics, weiner roasts, and Amateur nights during which special activities and planning, coupled with costumes and food brought by the youngsters, provides a pleasant climax for the week.

Integrated with the seven play areas are a series of all-city events spaced throughout the summer to satisfy the desire for competition. A marbles tournament, horseshoes tournament, croquet tournament, Playground Olympics, and bicycle derby bring together the various playground champions in a contest for the city titles. Teams, such as mixed volleyball and softball for boys and girls, are organized on each playground to visit and play teams from other playgrounds.

Emphasis has been placed on a Junior Baseball Program which has eleven teams in two leagues, Midget and Junior, taking
care of the boys between the ages of 10 and 14. Each team is sponsored by a commercial organization, which provides shirts and caps. The sponsorship is handled through the recreation group. The Minot Recreation Association, with the cooperation of the recently reorganized Minot Tennis Club, is sponsoring a series of free tennis lessons. Eight sessions each week are available to any boy or girl in Minot. A concerted effort is being made to increase the interest in tennis.

In June, 1947, the voters of Minot approved the levying of a 2.5 mill tax to support an organized recreation program in the city. The Minot Recreation Commission of seven members was then established to administer the program. Since passage of the referendum, the recreation activity program in Minot has expanded to include more varied age groups, interest groups, and special hobbies and events.

The adult baseball league has five teams and is conducted by the Recreation Commission. This self-supporting league is proving beneficial to players and fans alike.

Tennis tournaments and golf tournaments, as well as individual free instruction in each sport, are popular summer-time activities.

During the fall, contact football on a six-man basis is sponsored with the cooperation of Minot Junior High School and St. Leo's School. Three teams from Minot and one from
St. Leo's form a league, whose equipment and coaches are provided by the respective schools.

The Model Aircraft Club, called the Minot Aeromoders, provides recreation for twenty boys and men who are active model builders.

During the winter, basketball assumes leadership in popularity of activities. Ninety-five teams, comprising about 950 players, engage in a minimum of two practice sessions and one game each week.

The grade school (5th and 6th grades) have 21 teams playing in two leagues; Junior High (7th, 8th, and 9th grades) have 28 teams playing in three leagues; High School boys (10th, 11th, and 12th grades not on any high school or reserve squad) have 14 teams in two leagues; and High School girls have 12 teams in two leagues.

Volleyball, with 27 teams and 300 players, and bowling, with 20 teams and 100 players, are recreational activities attracting much enthusiasm. Boxing and photography are included in the winter schedule.

The outstanding spring activity is softball with a total of 46 teams playing twice a week. An adult women's league has been formed into a six-team league.

The Commission conducts a marble tournament each spring as a climax to the activity indulged in by approximately 150 boys.
Response to Minot's program has been very enthusiastic, and the prospect is for increased facilities in the proposed erection of a $450,000 city auditorium and youth recreation center. In the meantime, both the schools and the parks are providing the facilities under their supervision to the city's recreation program.

The Reverend Joseph R. Hogan, chairman of the Minot Recreation Commission and a long-time advocate of planned recreation in his community, expresses his viewpoint on recreation as follows:

"In the period of post-war readjustment when Americans are struggling to solve the weighty problems of establishing an era of peace and economic security, it is more important than ever to achieve a proper balance between work and leisure time activities. . . . In a democracy the nation's morale is directly dependent upon the wholesome, worthwhile activities of a populace who understand the meaning of working hard and playing well. It is the duty of a recreational movement to build better citizens by directing their leisure time toward fruitful objectives."12

12 Quoted from Father Hogan's letter of March 29, 1949.
Background and History of Recreation in the United States

1900 - 1913

Theoretically, the nineteenth century opened the way for the eventual establishment of recreational activities by waging a slow struggle against the existing "taboos" (social and religious), intolerance, and "wasting of time" beliefs so prevalent in an artificial society. This gradual campaign prepared Americans for the potential interest and benefits to be gained from a future movement not yet a part of actuality.

Initial interest in recreation first directed itself toward the existing parks and settlement house programs in mid-western cities. In 1903 the opening of the South Park Playgrounds in Chicago under public auspices heralded the debut of a new and important phase of American life. Simultaneously in New York, Luther Gulich founded the first public athletic league, post dating by a year Ernest Thompson Seton's organization of the Woodcraft Indians, which was to form the

13While historical information of the recreation movement was gleaned from many sources, Community Recreation by Meyer and Brightbill proved most helpful, especially Chapter I, pp. 7-21.
basis of many boys' and girls' club programs. The birth of the Playground and Recreation Association of America in 1906 is a significant bit of datum. Now called the National Recreation Association, this organization, supported by voluntary contributions, has for forty odd years stood at the helm of the recreation program guiding its course. The many services it supplies, such as, sending field representatives throughout the United States, stimulating recreational organizations, giving consultation service and aiding in establishing workshops and institutes, and publishing informative material on recreation, has resulted in its recognition as a stalwart champion of this national movement.

In 1907, the city of Rochester, New York, contributed a great recreational "first" when it permitted use of public school buildings for recreational purposes. Seconded by the city of Gary, Indiana, approval of such use of school buildings in 1908, the trend toward general use of such buildings rapidly grew. In 1911 the National Education Association approved the use of school buildings and grounds for recreation.

The organization in 1910 of the Boy Scouts of America, the Campfire Girls and Girl Scouts in 1912, proved significant in community recreation, for since their beginnings they have contributed valuable services to the movement.
The years immediately preceding World War I witnessed great growth in college and high school athletics as well as in the camping movement. More effective administration resulted in greater numbers of participants, and it was during this period that intramural programs became firmly entrenched in the curriculum.

1914 – 1920

By the time the United States became involved in the conflict in 1917, the community recreation movement, firmly established in the earlier years of the twentieth century, had established a secure foundation. The restrained normalcy typifying this early period of the era enabled the two accentuated divisions of the program—namely, the neighborhood and the community—to become paramount. The important "play movement" was possible in many ways because of the successful development of neighborhood organization.

1. An emphasis upon "self-government" and "self-support" of play activities in a decentralized scheme of administration in order that the economic resources of government might be made sufficient for adequate provision of facilities in all communities.

2. The selection of the "neighborhood" or "local community" in the place of city or county as the field of decentralized control and support of the play activities of the people.
3. The development first of "neighborhood associations" designed to carry out given projects of common interest, and second of "community councils" to correlate local institutions into a dynamic whole, functionally related to both philanthropic agencies and departments of government.

4. The utilization of the energies of the residents of local communities in the control and support of definite projects under the leadership of trained persons, "community secretaries," elected and employed by the people involved.

5. The designation of schoolhouses, fieldhouses, and "community houses," designed especially for play use, as meeting places or "centers" of common interests to which neighborhoods and "little communities" were becoming conscious.

6. The grant of neighborhood groups using public property of the right to charge admission, collect dues, and solicit funds for the support of the community projects.

7. The evolution in some localities of elaborate schemes of "overhead" organizations for securing cooperation between "councils" and "associations" in handling money-getting devices, exchange of talent, and control of athletic and literary competitions.

8. In other districts, of extensive efforts on the part of government and philanthropy to encourage local autonomy in the solution of community problems.

9. The incorporation in the field of activities of the play movement of certain phases of the "community center," "country life," and similar movements involving given projects of common interest to the neighborhood groups.

10. The cooperation of social workers and students of social science in defining the concept of the function and the structure of the play movement,
resulting in the acceptance of less sentimental and more "socio-rational" objectives, as the substitution of autonomy for philanthropy, both public and private, in the support and control of facilities for play.\footnote{Clarence E. Rainwater, The Play Movement in the United States (Chicago: University of Chicago Press, 1922), pp. 135-178.}

With the entrance of the United States into the war and the establishment of a universal draft system, the early well-planned community recreation systems underwent a complete upheaval. This was particularly true in communities near military centers whose recreational facilities were taxed to their limits and beyond. To help meet the demands of these abnormal conditions, the War Camp Community Service (W.C.C.A.) was organized. The leadership for this program was provided for by the organization now called the National Recreation Association. The plan was based on neighborhood organization. In the brief time the war was waged, the W.C.C.A. organized over six hundred communities near military posts and over fifty industrial districts.

Organizations such as the Young Men's Christian Association, Knights of Columbus, Salvation Army, and Friendly Service League of the Quakers sponsored programs, too. Although these programs emphasized religious activities, nevertheless recreational factors were part of the organizational
pattern of operation. Following the end of the war, these groups returned to their community tasks throughout the nation.

1920 - 1930

The decade following the first World War witnessed extensive expansion of all types of recreational activities. The rapidity of this growth had a marked effect on community recreation and stimulated community acceptance of responsibility to provide and promote recreation programs.

The rising growth of industry, accompanied by shorter hours, monotony of work, machinery, rapid growth of cities, and inadequate rural amusements, all brought increased interest in recreation. Moreover, this period was marked by greater possession of money among average Americans, thus developing higher standards of living and a greater need for use of the accompanying increased leisure. The observer could also note that the more simple means of recreation were giving way to a preference for pleasures that required increased expenditures for facilities and participation.

This period of expansion was also marked by an increased understanding on the part of the public for benefits to be gained from recreational programs. Draft board statistics showing the nation's physical and mental fitness, significance of recreation as a morale builder, and its growth as a
preventive and cure of social ills brought greater appreciation for the establishment of recreation as a force to build character, to develop physical and mental health, and to give man a finer environment in which to live.

1930 - 1941

Following the period of the "lush twenties," the nation settled into the most widespread depression in its history. The establishment of the New Deal agencies to meet the problems of the depression brought into being the most extensive public recreation program ever to be attempted. The theory that any kind of work was better than idleness and that the government had a responsibility to supply this work when private enterprise was unable to do so, resulted in the establishment of the various agencies, among them a project in the field of public community recreation. So extensive was this program that many are of the opinion that recreational activities were advanced twenty-five years. Practically every state had a state-wide program of recreation with many specialized features.

The Federal Emergency Relief Administration approached recreation in two ways: (1) construction of facilities, and (2) development of recreational programs and activities under trained leadership. The Work Projects Administration enlarged these opportunities and enhanced their values to community and
individual life. Later a functional recreation organization was set up under the name, Community Organization for Leisure, and it was under this unit that recreation advanced so steadily. So successful was the establishment of this minor unit that the W.P.A. deemed it valuable to create a separate division known as the Division of Recreation Projects in 1936.

Until 1933 small towns were forced to struggle unassisted to maintain adequate recreational facilities for their own communities. It is estimated that in 1930, 22,000 individuals, volunteers, and professionals were engaged in the field of recreation, only 2,500 of these being employed full-time. Within three years after the advent of the works program, approximately 45,000 full-time workers were added to the field by the Work Projects Administration to meet this community need.15

The demand increased for recreational workers to administer the new facilities and to provide adequately directed programs. W.P.A. leaders whose work was integrated into the recreation program of the local community worked with such units as park boards, recreation departments, recreation councils, welfare boards, departments of education, and planning

boards. By the close of 1937 about $500,000,000, approximately
ten per cent of the total expenditures of W.P.A., had been
allotted for building 3,700 buildings, 881 new parks, 1,500
fields for athletics, 440 swimming pools, 3,500 tennis courts,
123 golf courses, and 28 miles of ski trails.16

1941 - 1945

With the Japanese attack on Pearl Harbor in December,
1941, the entire nation went to war as did recreation. Every­
where military personnel was stationed there was also found
recreation, whether at training camps, at embarkation stations,
on troop ships, in industrial centers, in convalescent areas
and rest centers. As a morale builder, reliever of strain
and tension, or an organ of cheer, recreation was recognized
as an essential force in wartime living.

Among major units of the armed forces the program con­
tributed and operated thus:

In the Army the Special Service Division, manned by twelve
thousand special service officers, several times that number
of enlisted men, and thousands of volunteers, provided for
recreational facilities on the many military posts.

16 Report on Progress of the Work Projects Administration
Program, June 20, 1938, pp. 20-24, 51.
In the Navy the recreational program functioned through the Welfare and Recreation Section of the Bureau of Naval Personnel, with about fifteen thousand officers assigned to its administration. The Coast Guard, Marines, and Seabees functioned as a part of the Navy, but in 1945 the Marines established their own recreation service.

The U.S.O., made up of six private organizations—Jewish Welfare Board, National Catholic Community Service, Salvation Army, National Travelers Aid Association, the Young Men’s Christian Association, and the Young Women’s Christian Association—made a wonderful contribution to the war effort.

Community provision of recreation opportunities for all ages has come a long way since the beginning of the century. Many hundreds of cities and towns have established community recreation programs, under Recreation Boards and Commissions, supported out of tax funds. City, County, and State Park Departments have been set up. Multiplied hundreds of local units of youth serving agencies have been established. Schools, public and private, have slowly but gradually made available their resources for after-school and vacation recreation purposes. Churches, civic, social and service clubs, and fraternal and veterans’ organizations have greatly expanded recreation opportunities to special age and social groups, and in many cases to the entire community. Commercial recreation facilities have multiplied rapidly, ranging from
roller-skating rinks and bowling alleys to large amusement parks with a variety of attractions.

Prior to 1940, large parts of the population had come to recognize proper and adequate community recreation opportunities as vital and indispensable factors in our national life, but recreation has received its greatest attention and impetus during the recent war. The Army and Navy spent tens of millions of dollars in the provision of recreation facilities and services for the enlisted personnel both at home and abroad. The Federal Government, through the Recreation Division, Federal Security Agency, has helped more than twenty-five hundred communities during the period 1940-1946 to develop varied programs of many kinds to serve the recreation needs of service men and women and war workers and their families.

During the period just discussed, the United Service Organizations have established more than 3,000 clubs and centers for the members of the armed forces, and more than 1,500 additional club and center programs have been operated by local communities. Approximately 6,000 industrial plants have interested themselves in recreation programs for employees and their families. Organized labor has joined with the community and industrial management in promoting recreation as a factor contributing to improved welfare and morale and as a means of reducing turnover and absenteeism and of keeping production levels high. More than 3,000 youth clubs and centers have been
organized during the war. During the war period over 300 new towns and cities established legally constituted and tax-supported community recreation systems. Community recreation facilities in housing projects have expanded enormously. Twenty-three states have organized State Recreation Committees and four states—to date—have made advisory and technical recreation service to communities permanent through the enactment of legislation. The Federal Works Agency, on the certification of the Federal Security Agency, has constructed more than 450 Recreation Buildings for enlisted personnel and war workers at a cost of more than $30,000,000. Already multiplied tens of millions of dollars, raised through private subscription, bond issues, and gifts have been earmarked for post-war recreation developments in hundreds of communities.17

Through public conscription drives U.S.O. received more than $200,000,000, and at its peak, served one million people a day in over three thousand operations.

The sole agency to operate with the expeditionary forces, the American Red Cross, established 750 clubs in all theaters of operation, 250 mobile units with some 4,000 workers, and more than 1,500 hospital recreation workers.

17
Memorandum of the National Recreation Policies Committee, March, 1946.
These major services, together with some minor organizations, contributed great benefits to the comfort, happiness, and well-being—both physical and mental—of millions of Americans engaged in total war effort.

In two decades, from 1909 to 1929, expenditures for publicly sponsored recreation programs grew almost thirty times. In 1941 municipal expenditures for recreation and parks reached a total of $170,503,000. This was a per capita expenditure of $1.28 (recreation and parks) and amounted to 2.3 per cent of total municipal expenditures for all purposes that year. In 1942 all incorporated cities and towns in the United States spent over $81,000,000 for recreation.

The 92 major cities (populations over 100,000) reported as collecting a total of $8,046,000 in fees and charges for recreation in 1942, expended that year on operation of recreation programs a total of $55,737,000. Over half of this total was spent on municipal parks. The next largest amount was for organized recreation, other than golf. Of the total

20 U. S. Department of Commerce, Census Bureau, "Summary of City Finances--1943."
21 U. S. Department of Commerce, Census Bureau, "City Finances--1942" (Cities Having Populations Over 25,000).
expenditures, $7,435,000 was for cultural and scientific recreation, such as galleries, museums, zoos, and botanical gardens. Outstanding long-term debt (bond issues) reported by these 92 cities for recreation in 1942 totaled $224,436,000.22

Total investments in land, buildings, and facilities used in community programs are almost incalculable. The Work Projects Administration, up to September, 1942, had spent $833,000,000 for construction of recreational facilities (excluding buildings) in addition to one-fourth of that amount for recreation services. During the same period, local sponsors of recreation projects spent $212,000,000 for construction service.

In 1940 about one-third of the cities and towns in the country with populations over 2,500, 1,465 in number, had 444,121 acres of municipal park area. The value of park properties reported by 1,031 of these cities was $1,654,507,043 on 353,184 acres. This evaluation of municipal park acreage averaged $4,685 per acre.23

22 U. S. Department of Commerce, Census Bureau, "City Finances—1942" (Populations over 25,000).

23 George D. Butler, "Municipal and County Parks in the United States, 1940" (U. S. Department of Interior, National Park Service).
In 1940 expenditures by 1,367 cities on their parks for land, buildings and improvements, and for operation and maintenance, including salaries, wages, equipment and supplies, was $83,381,840.24

Comparison of the Development of Recreation in North Dakota and the United States

Comparing the development of community recreation on national and state levels, we find that North Dakota has lagged behind the progress of the national movement in financial appropriations, local consideration of state legislation, and trained personnel. This fact apparently has resulted from the combination of depression years, small population, drought, and minority of urban centers. Considerable hope exists that the movement in the state will gain momentum and parallel the national picture as the result of favorable legislation, awakened interest in recreation, appreciation of its need and importance, and growth of centers providing training for recreation leaders.

It is interesting to note that each of the five cities whose typical programs and brief histories have been included

24 Ibd.
in this survey, share a common experience in the origin of the procedure which culminated in the passage of each local Enabling Act. In Bismarck, Crosby, Grand Forks, Mayville, and Minot, the members of the local Park Board in cooperation with public school officials and public-minded citizens succeeded in motivating the citizens of each locality to demand the legal opportunity to vote on the passage of local recreation referendum.
CHAPTER III

OBJECTIVES OF RECREATION

Objectives of North Dakota Recreation Leaders

A greater understanding of the specific objectives of community recreation in North Dakota and their correlation with those objectives established for the national program is more readily understood by analyzing the objectives of each. To accomplish this end, recreation leaders in North Dakota, when questioned concerning the specific objectives of the recreation program in their community, verified the importance of essential objectives which are in harmony with those generally established for community recreation throughout the nation. These objectives, as reported by North Dakota leaders, may be consulted in the accompanying Table 1.

The recreation movement is not styled alone for little children or adolescent boys and girls, or any special group. If the program is to fulfill its destiny, it must of necessity be concerned with these groups but also it must meet with the problems and needs of adult Americans. In addition to age and sex groups, the movement should serve all racial, national, and religious groups in the United States.

Too often recreation problems are thought of as problems of larger centers of population—as a problem of safe play—
Table 1
Recreation Objectives of North Dakota Communities
Sponsoring Community Recreation Programs

<table>
<thead>
<tr>
<th>City</th>
<th>Happiness of Participants</th>
<th>Satisfaction</th>
<th>Good Health</th>
<th>Character Development</th>
<th>Social Adjustment</th>
<th>Good Citizenship</th>
<th>Democratic Living</th>
<th>Curbing Juvenile Delinquency</th>
<th>Individual Self-Expression</th>
<th>Worthy Use of Leisure</th>
<th>Group Participation</th>
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<td>YEAR-ROUND PROGRAM</td>
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grounds for city children, as a problem of welfare activity for the industrial worker, or as a problem pertaining to a specific city dweller's group. It is highly important to emphasize that recreation is the problem of all people in all communities, whether large cities, small cities, small towns, or rural areas.

Above all, the recreation program must aim at making American culture and way of life a living thing—a civilization based on the importance of the welfare of the individual. The twentieth century mode of life, while predominantly based upon mechanized industry, must keep as its goal human mastery over machines, not slavery to the machines fashioned out of human inventive genius. Leisure secured, the recreation program must endeavor to assist in the wise use of free time in order that our populace lives fully, happily, and intelligently.

Public recreation shares with other institutions in the responsibility for the progressive realization of the following objectives which may be summed up in terms of a good life. "That leisure may be a boon and not a curse, that it may up-build and not break down the morale of a people is an objective, a common cause to whose support we may perhaps devote more effort than we have ever given to leisure's opposite—
work."

(A statement by Clarence E. Sherman voices well a common objective of recreation.)

A major objective of recreation is to contribute to the happiness and pleasure of all individuals and groups. This objective must be recognized in planning a recreation program, mindful that an effort should be made to improve the quality of stimulus and response. In planning a program, administrators should attempt to provide facilities and programs which induce participation in activities that contribute to the immediate objective of happiness. The criterion of all planning, administering, functioning of every recreational program will fulfill its purpose only insofar as it concentrates above all else to bring maximum pleasure and joy to all its participants.

A companion objective and one bearing close relationship to happiness as an objective is that of satisfaction. Recreation provides an outlet for our human need to satisfy inner drives. The very acquisition of knowledge, learning a skill or reaching a goal, engenders in us a deep-seated pleasure and sense of personal accomplishment. Recreation provides

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many opportunities for participation in activities both on an individual and group basis, and the praise of one's team mates, approval of a crowd, and self-recognition of achievement contributes forcibly to the happiness objective. Happiness through recreation comes by doing and by sharing, or as Lord Byron so aptly phrased it:

"All who joy would win, must share it
Happiness was born a twin."

Recreation is the satisfaction of human hunger—a hunger for self-expression and creativity, or belonging to a group and being united, for recognition, for competition, for adventure, and for combat, appetites which exist to a greater or minor degree in every normal human being. Recreation is not a matter of motions but of emotions. It is an approach, a psychological response—a way of life. It differs from work only in its motivation and its form of compensation. "The pay check for work is money, prestige or power; the pay check for play is the gratification in the doing—fun, joy, happiness, satisfaction."²

Next to happiness perhaps the leading objective to be strived for is that of good health. Physical, mental, and

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² Statement of G. Ott Romney, Director of Recreation and Clubs, American Red Cross, made before a Senate Subcommittee hearing, 1946.
spiritual health are essential to the community recreation program and every opportunity should be provided to coordinate all the forces of health and recreation. Certain recreation contributes toward developing functional power and endurance through muscular activity, as well as providing an emotional relief so necessary to good health. The person with good health has a decided advantage in everyday life; moreover, he possesses the vigor to fight the battles of life enthusiastically.

Public recreation seeks to provide recreation largely out-of-doors because of its appreciation for the rules of health. The recreation programs for children are partially designed to counteract sedentary and nervous strains of school life, while for adults the program is geared as a supplement to the individual's occupation supplying necessary exercise and mental activity which is missing in work. Thus the contribution points toward development of the whole man. The recreation movement with its defense of the right of childhood to play, its education of children in health, its emphasis on activity for all, and its compelling program which is constantly enriching the leisure hours of adults, is doing much to advance the cause of health.  

A fourth important objective of recreation is the development and growth of character. The value of play in the promotion of character has long been recognized by foremost educators and the principle that character is at its best when allied with a healthy body and mind has achieved recognition. Although recreation alone does not build character, the mere participation in recreational activities, armed with a proper attitude, will assist the individual in acquiring traits acceptable to society. These traits, formulated by doing and being rather than by teaching, are given free rein in the recreational scheme. Character formation is an active vigorous process, not a passive interest in the activities of life and as such develops more richly and deeply by "doing" rather than "being." Jay B. Nash lists the following conditions which must be present if an activity is to present character building opportunities:

1. Education must be a doing phenomenon.
2. The child must be interested in the act.
3. Participation in activities must be satisfying.
4. The activities should offer opportunities for complete integration.
5. Activities must provide for leadership and fellowship.
6. Activities must offer opportunity for self-direction.  

It is the responsibility of the recreation movement to provide all the conditions necessary for the character fulfillment and personal growth of each individual.

Social adjustment is another worthy objective of recreation. Through it, a person can discover for himself a satisfying place among his fellows. By cultivating basic human virtues, he may learn to live happily and peacefully among his neighbors with the resulting knowledge that he is appreciated, revered, and respected by his acquaintances. By playing together, people learn to live together and become adjusted to complex social living.

Wherever steps have been taken to establish local recreation, they have been paid great dividends by developing good citizenship—a sixth objective of the movement. Properly supervised recreation creates situations through which wholesome attitudes are established and habits of good social conduct begun. The ethics of sportsmanship, principles of fair-play, and fair administration are closely patterned on the general tenets of good citizenship. With the play spirit in his work—a quality all successful businessmen have—and a

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capacity for recreation activities when away from that work, the individual should become a contented and contributing citizen.

The great stress laid in recent years upon curbing juvenile delinquency brings forth another objective of recreation—that of prevention and cure. Law enforcement officers and recreation workers have observed that a well-conducted recreation program for children and youth has a very beneficial effect in keeping them occupied with constructive activities. Solving of the child delinquency problem is complex because the sources giving rise to delinquency are many and varied; however, in combination with other influences, recreation can be valuable. Most recreation programs emphasize positive objectives, but as secondary aims, preventative and curative measures are deserving of consideration. The seriousness of the problem is recognized by Dr. Harry Emerson Fosdick, who states, "Play is one of the most important spiritual forces in the world. Bottle up the play life of boys and girls, or let it be perverted to evil ends, and we have hurt their characters beyond any power of preaching to undo the wrong."

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Tom A. Clark, Attorney General of the United States, has expressed his views concerning the role of community recreation in the fight against increasing juvenile delinquency as follows:

"Experience has shown that desirable qualities can be more easily developed and permanently retained when they are incidental to enjoyable interests, such as may be found in competitive games and sports, playgrounds, wholesome literature, good music, handicrafts, constructive hobbies, and other worthwhile forms of recreation. Unfortunately the records of juvenile delinquency in this country today reflect that interests of an alarming number of our youth have not been properly developed. . . . More persons aged 17 are arrested than any other group. Those under 21 years of age represent 15 per cent of all murderers, 36 per cent of all robbers, 51 per cent of burglars, 34 per cent of thieves, 26 per cent of arsonites, 62 per cent of automobile thieves, and 30 per cent of all rapists. The records also indicate that high delinquency and inadequate recreation go hand in hand. It is significant that most juvenile delinquency occurs between the hours of 4 p.m. and midnight and during vacation holidays; or in other words, during time that should be devoted to wholesome recreation."6

The limitations placed upon the individual for self-expression in his occupation provides another objective toward which recreation may contribute—that of self-realization. People increasingly are forced to depend upon recreation for the continuation of developmental processes begun during childhood. Public recreation creates an opportunity for

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6 Quoted from a letter written by Attorney General Tom Clark to the Chairman of the Education and Labor Committee, United States Senate, May 13, 1946.
balanced development and a continuation of education in activities not for utilitarian purposes but rather for self-realization and personal satisfaction. The impulses toward creative expression are found potentially in everyone, and through well-planned leisure time programs opportunities for discovering latent talent may bring about a great new phase of satisfactory and profitable worthwhile living through self-expression.

A ninth objective of recreation is that of social adjustment. That man is a social being dependent upon other men for the very basic needs of satisfying relationships is a cardinal principle of sociology. The importance accorded the family as the crux and center of the state and of civilization necessitates that some consideration be given socialization as a factor in recreational objectives. Satisfactory family relationships and pleasing recreation can form the basis for similar fruitful qualities in group recreation. Recreation can enrich and revitalize family relationships by creating deeper understanding and increased mutual pleasure. The individual becomes a personality only when he lives with others, and a program whose objective is to create a well-balanced community, when sociability is stressed, makes the community a happy place in which to live.
Democracy as the final aim toward which every recreation program should strive implies an ability for citizens to live democratically and to employ the democratic processes in many aspects of living. In recreation the essential dignity and worth of the individual is recognized and his success is determined by his ability to cooperate with others. It is in recreation that some of the finest opportunities for promoting democratic habits can be found. If the essence of democracy—that of free choice as an individual combined with submission to self-imposed laws for the greatest pleasure to be derived of that free choice—is employed as a basic principle of recreation, it will probably be a guiding force in other phases of living. Concerning government and leisure, Ralph F. Gates, Governor of Indiana, makes this thoughtful observation:

"In this age of expanding production through almost incredible technological advances, government must not overlook the fact that one important by-product will be an increase of leisure time for our citizens. The manner in which an individual utilizes his leisure time not only reflects on his own character and happiness but also on his value to the community as a citizen. Man finds satisfaction in doing things of his own choosing and government must share the responsibility for providing opportunities for wholesome recreation in the form of parks, playgrounds, community centers, and organized programs. By such means any tendency toward moral decline in our national life can be effectively resisted, and each of us will be able to live fuller and richer lives."

7 Quoted from an address of welcome to State Recreation Commission, Indianapolis, Indiana, 1946.
The right to pursue happiness in leisure, as guaranteed in the Declaration of Independence, must be considered a basic principle of American democracy, and in protecting this principle, the ideal of democracy is assured. Approval for the part the recreational movement has played in democratic living is expressed as follows by President Harry S. Truman:

"It is decidedly in the interest of the national welfare that so many local recreation agencies in cities, counties, and towns are providing the leadership and financial backing necessary to insure wholesome recreation facilities.

"The right of children to play, to sing and to dance; the right of youth to sport for sport's sake; the right of men and women to use leisure in the pursuit of happiness in their own way, are basic in our American heritage."8

Recreation is an inevitable part of everyone's life—an important segment of the living process. Provision of adequate opportunity for recreation is a fundamental responsibility of a democratic society and of immeasurable importance in making democracy work. It is primarily in and through local community government that the people must exercise their right and responsibility to provide adequate and proper recreational opportunities for all the people. This means an aroused and enlightened public policy in this country,

8Quoted from a letter written by President Truman to Howard S. Braucher, President of the National Recreation Association, May, 1947.
which makes the local community the focal point in a vast increase of public provision for wholesome uses of leisure, and the acceptance in practice of the democratic principle that the fruits of qualitative recreation are for each and for all members of all communities.  

The Recreation Platform

Recently committees from three of the leading professional groups in recreation, the American Recreation Society, the American Association of Group Workers, and the American Association for Health, Physical Education, and Recreation, issued a Recreation Platform which has been endorsed by many national groups. It forms the general basis of simple agreements on which the field can move ahead cooperatively.

Preamble

Recreation is a basic need for living in a democratic society. It may be an organized or a spontaneous activity under governmental, voluntary, or private auspices. For the individual recreation may be any wholesome leisure experience engaged in

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9 Sherwood Gates, Director of Recreation, Office of Community War Services, in a bulletin published by the Federal Security Agency.

10 Meyer and Brightbill, Community Recreation, pp. 28-30.
solely for the satisfaction derived therefrom. It includes games and sports, camping, hiking, dancing, picnics, discussion groups, drama, music, arts and crafts, and other activities of personal choice. Recreation may be an individual hobby or an experience shared with others. It is man's principal opportunity for enrichment of living.

The present mechanized age and its prospect of increased leisure demands comprehensive planning for recreation. In every community there should be a citizens' recreation council representing all interested groups and, in addition, a board or commission officially responsible for direction of a tax-supported public recreation program. As part of the complete community plan, the voluntary and private agencies can provide significant opportunities for individual and group recreation.

The modern community supports education, health, recreation, welfare, and related services as essential to the individual and society. The provision of these services is a responsibility of the entire community including public, private, and voluntary agencies.
Platform

1. A program of recreation should be provided in every community, rural and urban; and for all people, children, youth, and adults.

2. Opportunities and programs for recreation should be available twelve months of the year.

3. The program of recreation should be planned to meet the interests and needs of individuals and groups.

4. Education for the "worthy use of leisure" in homes, schools, and other community institutions is essential.

5. Community planning for leisure requires cooperative action of public and voluntary agencies including civic, patriotic, religious, social, and other groups which have recreation interests and resources.

6. A recreation plan for the community should result in the fullest use of all resources and be integrated with long-range planning for all other community services.

7. Wherever possible, federal, state, and local agencies should correlate their plans for the planning, acquisition, and use of recreation facilities.
8. Recreation facilities, public and private, should be planned on a neighborhood, district, and regional basis to provide the maximum opportunities and services for all age groups.

9. Local planning boards, recreation commissions, boards of education, and park boards should cooperate in long-range planning for the acquisition, development, and use of recreation facilities.

10. Schools should serve as adequately as possible the education-recreation needs of pupils and be planned so that they will be efficient centers for community use.

11. Parks should be planned wherever possible to include facilities for sports, games, and other recreation activities which are suitable for children, youth, and adults.

12. Recreation personnel should have professional training and personal qualifications suited to their specific services.

13. Civil service and/or state certification procedures should be adopted to insure the employment of professionally trained and qualified personnel in public recreation programs.
14. Each agency, organization, or group which has recreation functions and facilities should employ an adequate staff of qualified personnel to meet its share of the community needs.

15. Professional associations and societies on national, state, and local levels should cooperate in establishing and improving professional standards and in achieving the objectives of recreation.

16. Every state should create necessary and appropriate enabling legislation which permits every community to plan, finance, and administer an adequate public recreation program.

17. Public recreation programs should be financed by tax funds under a department of the local government.

18. Adequate financial support for the recreation services rendered by voluntary agencies should be provided by contributions.

19. A fundamental and continuing obligation of all responsible agencies is to develop a public awareness of the social significance of recreation by interpreting its needs, services, and opportunities.
20. Recreation services, actual and potential, should be evaluated continuously in terms of their contributions toward enriching individual and community life.

Concerning the general recreation objectives just discussed, North Dakota leaders echoed the worth of these aims as coinciding with those established in their own communities. Most leaders agreed on the importance of essential objectives of happiness, good health, character development, social adjustment, good citizenship, democratic living, worthy use of leisure and group participation. The objectives of satisfaction, curbing juvenile delinquency, and individual self-expression, while considered important in North Dakota programs, seem to be less vital to the programs in this state.
CHAPTER IV

ORGANIZATION OF COMMUNITY RECREATION

Organization in North Dakota

The possibility for an expanding program of much-needed community recreation looms brighter and nearer for the state of North Dakota. The greatest milestone in the state recreational history—passage of the Recreation Enabling Act—opens wide the door of opportunity for those whose aim it is to foster expansion of a state-wide community recreation program. A state predominantly comprised of rural areas, villages, and small towns, North Dakota faces a great challenge in striving to bring home to her citizens the benefits of well-planned and well-administered programs of recreation. Numerous states of greater population and large industrial areas have been reaping for a considerable time the fruits of complex and highly organized recreation programs to the point of taking such activities as their just due; the residents of North Dakota cannot make such fortunate claims since relatively few communities in the state offer planned programs.

This, therefore, is the situation with which we are confronted in North Dakota: a great upsurge of interest in recreation programs; communities, ready and anxious to do something—many somewhat uncertain concerning what should be done
or how to do it. It is extremely important that communities establish desirable policies and practices at the outset because after these become fixed, it is difficult and often wasteful to change them. Great harm may be done both to the community and to the cause of recreation by ill-advised programs and procedures.

**National Objectives for Recreation Organization**

To develop these objectives necessitates the effective, persistent, and orderly development of the five P's: Purposing, Planning, Preparing, Publicizing, and Projecting the Program.¹

For the purpose of conciseness, adaptability, and utility, discussion of the procedure for establishing a community recreation program will be confined to elaboration on a ten-point plan of suggested aids.

I. **Assembly**

The first question that may come to the minds of those who wish to instigate a community recreation program might be, "Who sponsors or starts a program for community organization?"

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The answer is that a community may make the start. At this point it might be well to elaborate upon the meaning of the word "community." By this word is meant a group of people gathered together in any geographical area, whether large or small, united by common interests, and working together as one body to satisfy common needs and ambitions. As the family is the basis of society, the community is the basic institution which protects and cares for its social well-being; it is the workshop of democracy. So any of these workers in the cause of America's citizenry may take up the cudgel in his community and initiate a plan for recreation organization, whether he be a teacher, clergyman, merchant, banker, county agent, or other community leader. Once the idea has seized the imagination of a leader or leaders, the cause progresses in ratio to the organizer's thoughtful procedure. To promulgate any idea one must give it publicity, since selling a recreational plan to a community is like selling any other commodity—the article for sale must be propagated to point up its desirability, need, and worth in the minds of the public. Advertising in the business world is for the purpose of directly selling or creating sales;

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Meyer and Brightbill, Community Recreation, p. 133.
publicity makes no actual sales but promotes good will and understanding—it is the latter type that is a necessary first step to establish a need for organizing community recreation. The publicity campaign can and should involve as many of the following means as are available in the community: printed circulars, personal contacts via word of mouth, newspapers, editorials, radio, exhibits, window displays, public speeches, and the like. It is to be noted that some of these means of publicity demand unified cooperation of several or groups of individuals because they involve schemes of publicity too involved for a single organizer to undertake.

It is not practicable to include a total list of the objectives of recreation publicity, but included among them are:

1. To have the public thoroughly understand the purposes, aims, values, and services of the agency or department.

2. To mold and arouse public opinion in favor of the program and build general goodwill.

3. To provide a means for reporting on the stewardship of funds.

4. To enlist participation and secure maximum use of facilities and services.

5. To counteract false impressions and correct misunderstandings.

6. To keep the public conscious of the organization's continued willingness to serve.

7. To popularize self-supporting or partially self-supporting activities.
8. To condition the public to changes in policies, rules, regulations, methods of operation, and plans.

9. To achieve greater financial support through legislative changes.

10. To appear for support and help on special projects.

11. To report events which have taken place, or which are planned for the future.

Once the publicity campaign is well underway, it is time to plan preliminary conferences with individual community leaders, stimulating their interest and enthusiasm in the project and ultimately enlisting their support. Persons who are active in all community organizations are potential leaders in a movement to secure general recognition of the need for community recreation, so at least one representative for each organized group within the community should be approached. Service clubs, churches, lodges and fraternities, private agencies, city councils, youth groups, and ladies' societies present opportunities for support, and consulting some of the leaders in these groups is a necessary prelude to establishing a public need for recreation.

Assuming this preliminary work has been carefully carried on, it is now time to set a date for a public assembly--the

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Ibid., pp. 618-19.
first actual step in this overall organizational plan. All interested individuals are to be aware of the meeting as a result of the previously discussed publicity; special emphasis is laid on representation by officials of community government and representatives of appropriate and more important community agencies and organizations. Organizers in recreation frequently obtain quick results by educating community leaders on the great need existing in their community for a sound program of recreation. A tentative plan of organization and action should be ready for proposal at this meeting. The real nature of the recreation function can be made clearer by drawing an analogy between the work of recreation and education departments. The primary function of an education department is not to build schools and to maintain grounds and buildings, but to teach children in activities which contribute to their growth and development according to the ideals of good citizenship. It should be pointed out at this meeting that the effectiveness of the proposed recreational program is to be judged not so much from the standpoint of the material facilities provided, such as parks, pools, and playgrounds, but rather from the standpoint of the program of activities and its value and extent in contributing to worthy social objectives.

The question might be asked at this meeting, "What actually do we possess in our community that may be organized
in connection with recreation?" The organizer might suggest the following list as an answer:

Land and water areas

1. Intended primarily for recreation
   A. Playgrounds
   B. Lakes
   C. Beaches
   D. Streams and rivers
   E. Park lands

2. Intended secondarily for recreation
   A. School lands
   B. Forest lands
   C. Harbor lands and rivers

Buildings and structures

1. Intended primarily for recreation
   A. Playground buildings, or field houses
   B. Play apparatus and equipment
   C. Community club houses
   D. Gymnasiums
   E. Bath houses
   F. Boat houses
   G. Swimming pools

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II. Camp structures
   Etc., Etc.

All the people of the community, differentiated according to:

1. Neighborhood
2. Age
3. Sex
4. Interests
5. Traditions
6. National culture
7. Leisure available
8. Economic status
9. Artificial groupings
    Etc., Etc.

Activities

1. Differentiated according to their nature
   A. Arts and crafts
   B. Music
   C. Drama
   D. Physical education activities
      (1) Athletics
      (2) Gymnastics
      (3) Games
      (4) Combative sports
      (5) Water sports
      (6) Winter sports
Environmental or nature activities

Literary activities

2. Differentiated according to environment or equipment required

A. Playground activities
B. Park activities
C. School activities (extra-curricular)
D. Beach activities
E. Swimming pool activities
F. Camping activities
G. Woodcraft
H. Boating activities
I. Stadium sports
J. Golf
K. Neighborhood social activities
L. Scientific hobbies
M. Activities of the workshop and studio
   Etc., Etc.

3. Differentiated according to degree of expertness required

A. Elementary
B. Secondary
C. Advanced

Services required to administer recreation

1. Planning
2. Management
3. Construction
4. Maintenance
5. Horticultural services
6. Organization
7. Promotion
8. Supervision

II. Planning Committee

The Planning Committee should be composed of a representative from each of the groups represented at the assembly. In order to achieve overall planning, it is important that the Committee draw up a complete prospectus setting forth in some detail a specific planning program. It should list all the agencies, departments, and organizations of the community which can make a contribution to the program and prepare an effective strategy for enlisting their cooperation. Under any condition, a plan for recreation must be built around the general needs of people of various ages and interests, providing a sufficiently wide range of opportunities to satisfy them. Community planning should take into consideration the importance of public opinion. As a factor in "step I" it was pointed out that arousing public support and gaining public interest was a major factor in organizing a program. As a result of the recent war, interest in recreation has reached new heights because Americans came to know and under-
stand the importance of leisure time activities in the armed services as well as wartime industry. Now is the time to capitalize on that interest factor, and it is a function of the Planning Committee to utilize public support. The work of this Committee will probably be more effective if it does not exceed seven in number. It is suggested that the planning board secure and analyze data on the social and economic conditions of the community; occupations and employment; housing conditions; social problems; patterns of government; finances and information on neighborhoods.

III. Survey

This survey is to be made by or under the supervision of the Planning Committee to determine:

1. Availability and accessibility of existing areas and facilities.

2. Possibility of strengthening present program, areas, and facilities.

3. Additional expansion needed to meet demands.

4. Cost of additional expansion, sources and methods by which cost is to be underwritten.

5. Present leisure time activities of children, youth, and adults.

6. Recreational interests of all age groups and their activity preference under proposed program.5

The Planning Committee undertaking the survey should be admonished not to follow too closely the form of a survey undertaken elsewhere, but rather to fashion their survey after the needs and existing conditions of their own community. Care should be taken that the recommendations are sound and within reasonable reach of the community and not based upon existing conditions in recreational programs of other localities or those set up according to national standards. Comprehensive surveys of communities include information concerning the natural physical conditions, population, significant historical events, economic conditions and material wealth, political organizations and government, education, family life, social welfare agencies, religious activities, amusements, various social problems, and related factors. Surveys must provide more than statistics; they must include in detail not only the objectives sought but practical information as to how the recommendations can and should be carried out. After official adoption of the survey, the report might well be distributed for public perusal. It can serve as an added basis for publicity campaigns which can do much to point out existing deficiencies; measure community resources; and planning a course of future action.

IV. Local Organization for Recreation

The purpose of local recreational legislation is to provide legal authorization for the community to furnish recreation services. In the state of North Dakota where authority is derived from the Enabling Act, local legislation is provided through ordinance. Securing the adoption of such an ordinance in accordance with existing state law must be undertaken at this point in the endeavor to establish a community recreation program. Regardless of the form of local authority to be employed in administering the program, it is essential to bring about local legislation. The laws adopted must be broad and inclusive, but also specific, leaving no doubt as to where the responsibility is to be placed.

Consideration must be first given to the type of agency which will administer the program in the community. Several types of agencies are as follows:

1. Recreation department independent of the school and park department and controlling its own facilities.

2. Recreation department as a division of the Park Board.

3. Consolidated park and recreation department.

4. Recreation department which uses facilities of park and school departments.
Because the majority of public recreation programs are authorized by local ordinance rather than by charter amendment, there follows a suggested ordinance.

LOCAL RECREATION ORDINANCE

1. Under the provisions of Section _____ of Chapter ____ of the General Laws of ________, there is hereby established a RECREATION BOARD OR COMMISSION. This Board or Commission shall consist of five (5) persons serving without pay who shall be appointed by the Mayor. The term of office shall be for five (5) years or until their successors are appointed and qualified, except that the members of such Board or Commission occurring otherwise than by expiration of term shall be filled by the Mayor for the unexpired term.

2. The Board or Commission shall be responsible for all policies, rules, and regulations relating to the administration of the public recreation program.

3. Immediately after the Board's appointment, it shall meet and organize by electing one of its members President and by installing such other officers as may be necessary. The Board or Commission shall have the power to adopt bylaws, rules, and regulations for the proper conduct of public recreation for the city.

4. The Recreation Board or Commission shall provide, conduct, and supervise public playgrounds, athletic fields,
recreation centers, and other recreation facilities and activities on any of the properties owned or controlled by the city, or on other properties with the consent of the owners and authorities thereof. It shall have the power to conduct any form of recreation activity that will employ the leisure time of the people in a constructive and wholesome manner.

5. The Recreation Board or Commission shall have the power to appoint a Superintendent or Director who is trained and properly qualified for the work, and upon the recommendation of the Superintendent or Director, such other personnel as may be required.

6. The Recreation Board or Commission shall submit annually a budget to the municipal authorities for their approval.

7. The Board or Commission may also solicit or receive any gifts or bequests of money or other personal property, or any donations to be applied, principal or income, for either temporary or permanent use for playgrounds or other recreational purposes.

8. The Recreation Board or Commission shall make to the municipalities full and complete annual and other required reports and shall also make reports requested by other agencies.
9. Upon recommendation of the Superintendent, the Board or Commission shall have authority to levy fees and charges which it deems appropriate in providing recreational services or facilities.

10. The Recreation Board or Commission is authorized to work jointly with other municipal departments and/or political subdivisions to provide and establish, operate, conduct and maintain a supervised recreation system and to acquire, operate, improve, and maintain property, both real and personal, for parks, playgrounds, recreation centers, and other recreation facilities and activities.

11. All ordinances, resolutions, or parts thereof, in conflict with the provisions and intent of this ordinance are hereby repealed.7

V. Budget

Community recreation is supported in many ways, among them: (1) tax levy, (2) appropriation, (3) public subscription, (4) community chest, and (5) combination of aforementioned means. A number of states, one of which is North Dakota, have legislation which permits financing of public recreation through a special tax levy. North Dakota, for

7Meyer and Brightbill, Community Recreation, pp. 320-21.
example, permits the levying of an annual tax of not more than 2.5 mills on each dollar of assessed property valuation to be appropriated for public recreation. Detailed consideration of this form of finance will be discussed at length in a later chapter.

The second common method of securing funds for the support of community recreation is that of appropriating by the city councils on the basis of budgets which are represented by the recreation authority. This type of financial arrangement provides for steady income in amounts as great as can reasonably be secured from a municipal council. It indirectly establishes a great need for skilled recreational leadership who can maintain the standards and interpret the needs of community recreation to the public. The uncertainty of the size of the annual appropriations might be cited as a major disadvantage of this method.

By means of public subscription, funds can be raised for recreation; efficacy of this method depends upon two relative factors: the good will of the public and the energies of the promotors in securing the funds. Theoretically, perhaps it is the most ideal plan, providing circumstances in the community are favorable. Practically, however, raising funds by means of public appeal provide a vacillating, deviating, and often times insecure means of recreational maintenance. A program established entirely on this basis
operates in most cases on insecure foundations, particularly during times of financial strain.

The Community Chest as a source of revenue is proving successful in many communities. The fact that contributions are voluntary and given by individuals representing every group in the locality make it truly a community means of support. Then, too, the exposition of facts which focus public attention upon the need for recreation in a community is a factor in its favor. A major disadvantage of this type of financial support stems from the fact that the funds must be divided among numerous community agencies whose support depends upon the Chest; hence funds, particularly in the small communities, are often too limited to provide for maintainence of an adequate program of recreation. In such case, a combination of methods might well result in the ideal means of operating a satisfactory and worthwhile community program.

VI. Trained leadership

Recreation demands trained leadership. J. Edgar Hoover points out this need thus, "An investment in youth in providing recreational facilities and supplying leadership of the proper type during leisure hours is an insurance of American democracy." The professional quality of recreation personnel must continually improve if it is to meet advancing program methods and techniques.
In all positions which involve dealings with human personalities, these general qualifications can be expected in a leader: personal integrity, interest in humanity, enthusiasm for one's work, resourcefulness, common sense, dependability, patience, a sense of humor. The related qualities of efficiency, thoroughness, industry, and accuracy are qualities desirable in one who is entrusted with the leadership of recreation in one's community.  

More specifically, the recreation worker should have knowledge of the following:

- **History.** Philosophy and theory of recreation; development of recreation; stages, transitions, and trends; concepts of recreation; background knowledge.

- **Basic concepts in understanding individuals.** General biological and physiological functions; general psychology, psychology of personality, social psychology, child and adolescent psychology.

- **Principles and methods of leadership.** Objectives and techniques of leadership; interests, needs, abilities, and limitations of leadership; leadership and the group process; leadership in program planning and activities and techniques

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of administration, supervision, and direction; understanding the volunteers.

**Community recreation needs and resources to meet these needs.** Sponsorship and purpose; areas, facilities, and equipment; clientele served; program building and emphasis; legislative factors; financial policies and practices; personnel; public relations.

**Knowledge of skills.** Mastery of one or more skills, practice of numerous skills and recognition of the place of other skills in the total, balanced program of athletics, sports, and games; dramatics; arts and crafts; music; reading and storytelling; dancing; nature and outing activities; social events, and others; place, use, and direction of recreation program skills.

**Method of social research.** Research projects; studies and surveys; analysis and interpretation; evaluation techniques; clinical experiments; reports and records.

**Field work in recreation.** Practical experience—methods and procedure; schedule and time elements; supervision and guidance; standards.⁹

⁹Meyer and Brightbill, *Community Recreation*, pp. 375-76.
Institutions of higher learning have begun to recognize and must explore further the place of recreation as a basic human need and include courses in the curriculum whose purpose it is to assure a supply of trained workers. This training should disclose the activities he can best engage in with the most beneficial results to the community. When seeking leadership for a community program, it is important that these factors be considered in the choice of the applicant.

VII. Balanced Program of Wholesome Activities

To meet the needs of people through recreation, it is necessary to provide a wide variety of activities, differing according to the interests and experience of individuals, the resources available, and the community setting. Dr. Ben Miller, Executive Secretary, American Association for Health, Physical Education and Recreation, recommends that recreation services and facilities be provided for children, adolescents, youths, adults and the aged of all geographic areas, for both sexes, and for all cultural and racial groups. Well-developed community recreation services provide the following opportunities:

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1. Provision for self-directed opportunities

Places for individuals to go and equipment to use, such as: libraries, picnic areas, movies, golf courses, tennis courts, fishing, hunting, hiking, and camping.

Programs to encourage family participation, such as: hobbies, music, games in the home, and facilities for the use of family groups outside the home.

2. Provision for organized activities and hobbies under leadership

Opportunities are needed for participation in a wide variety of activities which by nature must be organized, administered, and guided, and which may require equipment. Illustrations are team games, music, arts and crafts, dances, nature study, swimming, and camping.

In planning the recreation program, care should be taken to observe a balance between routine, scheduled, and special activities. R. Bruce Tom in Program Helps advises thus: "Every recreation program must have three dimensions—length of time, breadth of interest, and depth of meaning. A well-planned program will help provide opportunities for satisfactions in developing skills—manual, mental, physical, spiritual, and social."
VIII. Public Relations Committee

The original planning committee would be the logical choice in enlisting the support of public opinion. This support is based on understanding and good will. The recreation department has the best opportunity of all departments in city government to cultivate good public relations because the sum total of its contacts are greater, more intimate, and related to pleasurable experiences. Resorting to such means as the following helps to create good will and favorable public opinion: newspapers, radio, exhibits, window displays, printed publicity, public addresses, interviews, inspection tours, and mailing lists.

Merely because the small recreation centers cannot enlist the aid of a public relations specialist is no reason why this organizational step should be ignored. Each person connected in some degree with the program can promulgate its worth and value by word of mouth.

IX. Integration and Cooperation With Other Agencies

"Recreation is just as necessary as work. Provisions for recreation is not a minor incident of good community life, but a vital element in social well-being."11 An effort should

be made to integrate and coordinate the physical and human resources of all local agencies and organizations toward the end of joint planning and action for recreation. Such agencies as (1) schools, (2) Department of Health, and (3) churches should head the list of those whose cooperation should be enlisted.

Schools

School facilities should be operated beyond school hours as community centers. Education for leisure should also be given through the school curriculum. The wisdom of this procedure is substantiated by the city of LaCrosse, Wisconsin—"Recreation should 'carry on' where formal education ends."

Recreation agencies should cooperate with all phases of education in a coordinated approach to recreation and for this purpose an advisory community-school recreation committee is advised. When schools operate recreation programs, leaders trained in recreation should be secured. These duties should not be assigned as an extra duty to the athletic coach or to teachers who may not have the necessary qualifications.

The school has two definite responsibilities in recreation: (1) integrating its resources with the community recreation

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12 *Annual Report: Recreation Department, LaCrosse, Wisconsin, 1949.*
program in full cooperation with all other agencies for social well being, and (2) operating an adequate recreation program as an essential part of the educational program by teaching the arts of leisure. A famous French journalist, M. Louis Martin-Chauffier, writes in a national magazine, "What is civilization but the proper use of leisure?"\(^{13}\)

The Church

Recreation is worthy in itself, and when the church sponsors recreation, it is in a better position to help guide the religious growth of its parishioners. Cooperation between recreation departments and churches cannot fail to result in mutual benefits. Such cooperation makes more friends in the community for recreation, and the church finds its reward in a more wholesome community life. There is a marked trend during recent years for churches to participate in municipal recreation programs by offering their facilities to aid in the cause of community recreation.

Public Health

The importance of constructive leisure time activities to health was recognized centuries ago by the philosopher

\(^{13}\textit{Time} Magazine, July 8, 1946, p. 42."
Plato who observed that "play and competition have the mightiest influence on health as on the maintenance or non-maintenance of our laws." Cooperation between recreation and community health departments for the improvement of physical and mental health is essential for public welfare. Preventative medicine, improvement in living conditions, and health education combine to lengthen life. Coordination with community health agencies will enable both agencies to work out satisfactory programs of sanitation of park and recreational facilities, as well as establish and publicize aids to good health.

X. **Initiate the Program and Its Services**

The community is assuming more and more social responsibility. Since it is the focal point of organized recreation, the extent of its community programs will determine the progress of recreation as a powerful force in the democratic way of life. Thoughtful consideration of these words of Leopold Stokowski brings that philosophy into sharp relief: "When communities and nations realize the importance of recreation, sport, general culture and music, there will begin a great new era in the evolution of man, with equal opportunity for well-being for everyone."
Comparison of Recreation Organization in North Dakota and in the United States

Recreation, like some other national movements, was relatively slow in establishing a firm foothold in the state of North Dakota. However, before long the idea of a need for recreation caught hold and began to be promulgated throughout the state. Cities, whose populations were of sufficient size to support such a program, rose rapidly to accept the challenge of providing sound community recreation for its inhabitants. It is interesting to note that there were few residents of the state who possessed formal training in the field of recreation during its advent within its borders; this fact, however, failed to discourage the early enthusiasts from pioneering in the movement.

Despite a past lack of formalized training for recreation leadership, interested patrons for recreation's cause succeeded in motivating public sentiment to the point of creating a demand for necessary legislation, which would soundly establish recreation by lending much-needed financial assistance to the embryonic recreation programs mushrooming throughout this state. Representatives were dispatched to out-of-state meetings for the purpose of collecting necessary information, which would provide a set of criteria in the establishment of a recreation plan in North Dakota. As a result of consolidated
effort, the Recreation Enabling Act was passed and helped recreation to "come of age" in North Dakota.

For the most part, North Dakota has followed closely to the national pattern of inaugurating a state-wide recreation program. The local park boards, civic groups, school boards, and interested citizenry have sponsored programs by exhibiting openly their interest in community recreation. In most communities North Dakota followed the national plan of holding an assembly of interested people and securing their approval and sponsorship. The planning committee was appointed and in a great number of cities, a survey was launched to determine the needs for recreation in the community as well as to determine the resources at hand to fulfill these needs. The results of the survey usually led to the setting up a budget for recreation purposes. The procedures followed in organization of the existing programs are shown in Table 2.

It seems apparent that, with or without formal indoctrination in the national movement, North Dakotans have succeeded in establishing a sound, balanced, state-wide program of community recreation. The fact that present-day leaders in the movement are, for the most part, securing professional training in recreation work holds promise for the future of recreation in this state. Moreover, the lead taken by state institutions of higher learning in including sound courses
in the college curriculum pertaining to the field of recreation is praise worthy, and the effects of this professional training should continue to be felt in a more complete program of community recreation.
## Table 2

**Procedures in Organization of Recreation in North Dakota Communities**

<table>
<thead>
<tr>
<th>Cities</th>
<th>Sponsoring Group Held An Assembly</th>
<th>Planning Committee Appointed</th>
<th>Survey Made</th>
<th>Budget Set Up</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>YEAR-ROUND PROGRAM</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Bismarck</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>2. Crosby</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>3. Dickinson</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>4. Grafton</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>5. Grand Forks</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>6. Mandan</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>7. Minot</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>8. Valley City</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>9. Williston</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td><strong>PART-TIME PROGRAM</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Beach</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>2. Devils Lake</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>3. Jamestown</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>4. Kenmare</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>5. Mayville</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>6. Northwood</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>7. Rolla</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>8. Wahpeton</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>9. Wishek</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
</tr>
</tbody>
</table>
Prior to 1946, few if any attempts were made in the state of North Dakota for the development of community recreation as it is interpreted today. A few communities did benefit to greater or lesser degrees from the presence of Work Projects Administration programs, but as a lasting influence on the state's recreational history, their effects were negligible.

Previous to the depression years, Bismarck, North Dakota, had a recreation program of sorts which functioned on and off at intervals up until the time of the outbreak of World War II. Bismarck's program was financed by tax funds which were legalized under park expenditures, but according to the Attorney General's opinion in 1946, illegal for cities or schools. This Bismarck program was resumed and re-organized after the war when their director returned from overseas service. Such communities as Grand Forks, Minot, and Fargo had done a certain amount of recreational work under their park budgets, but with the possible exception of Grand Forks, this limited activity had little major effects upon recreation as a whole. In late 1945 and early 1946, four North Dakota communities started to develop community recreation programs; namely, Bismarck, Dickinson, Minot, and Williston. It is interesting to note that these programs were guided from
their inception by full-time directors.

Both the Dickinson and Minot programs were operating with funds contributed by community organizations interested in the promotion of recreation in their community. The greatest support given to the new recreation movement in the city of Minot must be attributed to its greatest enthusiast and advocator, Frank C. Hamerlahr. Observations were quickly made in each of the four communities, however, that in order to continue on a sound basis, a permanent method of finance, preferably through taxation, would be necessary. Putting their plan into action, the four communities joined forces for a common end—passage of necessary state legislation for the channeling of sufficient funds to continue and expand recreation in the state.

In 1945 an Enabling Act, similar to the one which has since become part of the Statutes, was considered for presentation to the state legislature. This action was greatly aided by the efforts of Judge R. B. Grimson of Rugby. However, this bill was rejected by a committee in favor of a $.5 mill levy increase to the Park Levy. The increased levy was designated for recreational development but failed to fulfill its purpose. Explanation of this failure in the main was the result of the facility-minded philosophy of nearly all state park boards who employ few executives trained in park and recreation work; hence, major interest in recreation as an
The National Recreation Association through its field representative, Mr. Arthur Todd of Parksville, Missouri, had made certain contacts in 1945 and these were renewed through the assistance of the Association, plus the efforts of the Minot Recreation Association in 1946 prior to the submission of the present act to the legislature. The Minot Recreation Association assumed the responsibility for securing statewide support, and during the summer and fall of 1946, it succeeded in receiving state-wide endorsement of the proposed Enabling Act from such organizations as the Junior Chamber of Commerce, the North Dakota League of Municipalities, the Parents and Teachers' Association, the North Dakota Conference of Social Workers, and many others. Local organizations and individuals who were known to have an interest in the movement were contacted and after the elections of legislative representatives and senators in the fall of 1946, they approached their legislators to enlist support for the proposed Enabling Act.

In the fall of 1946, the Enabling Act was submitted by petition from the Minot Recreation Association and its endorses to the Legislative Research Committee of the North Dakota State Legislature. This committee studied each proposal as to conflict and legality and, upon the opening of the Legislature in January, 1947, the bill was introduced in the House by a
member of the Research Committee, Representative Smart of Ward County. Official sponsors of the bill were the Research Committee and the Minot Recreation Association.

After introduction into the House, the bill was referred to committee. At this time representatives of the Minot, Bismarck, and Dickinson recreational associations met with the committee for the purpose of discussion. One change was made by the committee and that was to delete from the bill the word "county" inasmuch as several representatives of rural areas objected to county inclusion.

On February 12, the bill was brought out of committee and was read for the second time. After the reading, the roll was called with 104 ayes, 0 nayes and 9 absent and not voting being recorded. In turn, it was passed on to the Senate and there presented to a Committee. Again a representation met with the committee and on March 1, when the bill was brought forth for the Senate vote, it was passed with 39 voting in favor, 2 against, and 7 absent and not voting. The two state senators who voted a negative conviction were Senator Frank Albers of Center and Senator John Conrad of Erie, North Dakota.  

1 House Journal, 30th Session, State of North Dakota, p. 519.

2 Senate Journal, 30th Session, State of North Dakota, p. 767. Much of the information concerning history of the state recreational movement was gleaned from personal correspondence with Frank C. Kamerlahn, formerly of Minot, a sponsor and enthusiastic promoter of the cause of recreation in North Dakota.
The North Dakota Enabling Act as it stands is one of the broadest and most complete laws of its kind in the United States chiefly because it can be applied in several different ways to fit the conditions of the respective communities.

The elements of a broad grant of recreational power by the state to local governmental units should include:

1. Enumeration of the governmental units enabled to exercise the powers conferred.
3. Statement of powers conferred for acting in regard to land areas and facilities.
5. Provision for joint control of facilities and activities.
6. Provision for initiation by voters of action regarding facilities, land areas, and services.

These necessary elements leading to broad recreational legislation are included in specific detail in the North Dakota Enabling Act. Section 1 outlines the governmental units empowered to act under the legislation; Sections 7, 8, and 9 enable acceptance of gifts and bequests as well as the levying and collection of a tax to support the community.

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or district program; Sections 2 and 5 give the governing body the power to acquire lands and facilities while Section 3 provides for the use and control of these facilities; joint control is included in Section 4; the necessary provision allowing the question of establishing and financing a public recreation system to be put to the voters at their own request wisely is included in Sections 8 and 9 of the North Dakota Enabling Act.

To better substantiate the belief that the North Dakota Enabling Act is one of the most comprehensive and inclusive pieces of legislation of its kind, it seems advisable to compare this act with existing recreational legislation in other states. In comparison with her sister state, Minnesota, the state of North Dakota possesses an enabling act that is far more inclusive and comprehensive. The Minnesota Enabling Act passed in 1937 is generalized in its provisions, and the brevity of its few sections results in a somewhat less complete piece of state legislation. The Minnesota Recreation Act stresses the importance of the public school in recreation and invests considerable power with the individual school board in instances where school funds and facilities are used. Under the Minnesota plan, the state board of education has the power to establish minimum qualifications for local recreation directors; above all, it stresses the educational use to which recreation programs must be put.
when they are a part of the educational plan or when school district facilities are involved.

North Dakota's Enabling Act provides for free and full cooperation between school and municipality without the limitations which the Minnesota Act attached to the relationship between community and school. North Dakota legislation provides that any lands not dedicated to other inconsistent public use may be used either within or beyond the corporate limits of the municipality or school district, for recreational purposes and the conduct, equipment, and maintenance are provided by the governing bodies with no limitations. This obvious freedom provides for complete cooperation and initiative between private municipal interests and public school bodies—a status quo less likely to occur in the state of Minnesota, which requires a majority vote at an annual school election to authorize joint action between the school and another public body. No provisions are made in the Minnesota Act for a recreational commission in a detailed manner as provided in Section 6 of the North Dakota Enabling Act; vague reference is made to a board, but no specific details are included.

The Florida Recreation Enabling Act passed in 1925 is a broad inclusive piece of legislation and many of its detailed provisions are included in the Enabling Act of North Dakota. However, a few omissions in the Florida Act have been
included in the legislation passed by the North Dakota legislature. The Florida Act applies to "all cities, towns, and counties of the state of Florida" while the North Dakota Act includes the wider classification applicable to "cities, incorporated towns and villages, counties, park districts, and school districts." The scope of the recreational act in North Dakota potentially includes every governing body with the exception of the unincorporated town. This emphasis on consolidation of city and county governments is a far-sighted inclusion since it eliminates future amendments as the need arises.

The Enabling Acts of North Dakota and California both include a provision which enables joint control of recreation by permitting the acquisition or lease of lands and buildings within or beyond the corporate limits of the municipality for recreational uses. Too many existing enabling acts make no provision for acquisition of facilities beyond limits of the community.

The provision of the North Dakota Enabling Act which includes the school board and park board in the term "Governing Body" is important because through joint control and cooperation a common system of playgrounds and facilities can develop and overlapping of functions and needless expenditures are prevented. In this regard, Alabama, for example, was wise in including such a provision. The state
of Utah by omitting this factor in her general enabling act has experienced some difficulty in overlapping functions and powers between general recreation and the state system of parks.

The state of Utah failed to include a provision in its enabling act for beginning a program through petition and referendum vote. The use of this device, which is included in the North Dakota Act, is excellent since it makes certain that a recreation program will be put into effect when there is a demand for it.

A different type of enabling act is that of the special purpose recreation enabling legislation which applies to some specific phase of the general field of recreation activities such as parks, community centers, and physical education. For the most part, enabling acts which are limited to a special phase restrict the extent to which recreation programs may develop. Emphasis on one aspect will not permit the development of a broad, well-balanced program. It is the author's opinion that a good choice was made by legislators of North Dakota in basing the enabling act on the broad general plane rather than specific special purpose legislation briefly described above. Such states as Arizona, California, Colorado, Nebraska, New York, Ohio, Oregon, Pennsylvania, Texas, Washington, and Wisconsin have special enabling legislation because of the existing "home rule"
statutes. In many states these acts have dealt adequately with recreational needs, but co-ordination has been lacking and fewer persons in fewer communities benefit from this type of legislation. For example, the state of Wisconsin has a detailed and expansive recreational program based on the community center plan. However, this plan serves only the populace of metropolitan areas—large and small—and recreation on a state-wide basis under centralized control is lacking for the most part. By passing general inclusive legislation, North Dakota has provided a future as well as a present plan for state-wide recreation on a broad scale.

A major limitation of the legislation in North Dakota seems to be the inadequacy of the small mill levy to provide sufficient income for adequate operation of a recreational program in the smaller cities and villages. Many communities now are forced or will be forced to secure additional funds by other means, notable public subscription. Another apparent flaw is the failure of the act to include a minimum mill levy which in times of deflation and business recess may sink to a low point thus hindering the full operation of the plan as the law intended. Greater care might have been exerted to provide for future expansion of the program in rural areas by including the term "unincorporated bodies" in the North Dakota Enabling Act.
Since the passage of the Enabling Act in March, 1947, a number of cities of varying size have passed successfully a local referendum establishing a recreation program and a tax levy. Communities from a population size of 1,000 to 25,000 have accepted the responsibility. Communities sponsoring year-round programs who have enacted such local legislation are Bismarck, Crosby, Grafton, Grand Forks, Minot, and Williston. Five communities—Devils Lake, Garrison, Mayville, Rolla, and Rugby—maintaining part-time programs likewise have successfully exercised the right accorded to them under Section 8 of the Enabling Act. Several other cities are making plans to hold a general election in the near future.

The Recreation Enabling Act of North Dakota follows in its entirety for purposes of references and perusal.

RECREATION ENABLING ACT OF NORTH DAKOTA

AN ACT AUTHORIZING CITIES, INCORPORATED TOWNS AND VILLAGES, COUNTIES, PARK DISTRICTS, AND SCHOOL DISTRICTS TO ESTABLISH, MAINTAIN AND OPERATE SYSTEMS OF PUBLIC RECREATION AND TO ACQUIRE, ESTABLISH, CONDUCT AND MAINTAIN PLAYGROUNDS, RECREATION CENTERS AND OTHER RECREATIONAL AREAS, STRUCTURES, FACILITIES AND SERVICES; TO APPROPRIATE GENERAL MUNICIPAL, COUNTY, PARK OR SCHOOL FUNDS THEREFORE; TO LEVY A SPECIAL TAX THEREFOR; DEFINING THE POWERS OF SUCH CITIES, INCORPORATED TOWNS AND VILLAGES, COUNTIES, PARK DISTRICTS, AND SCHOOL DISTRICTS IN CONNECTION WITH ALL SUCH MATTERS; AND PROVIDING FOR THE CREATION OF A RECREATION BOARD OR COMMISSION, THE ELECTION AND TERMS OF THE MEMBERS THEREOF, AND THE POWERS THEREOF.
Section 1. The term "governing body" as herein used means city council, board of trustees or commissioners of any city, incorporated town, village or county, the trustees of any school district and the commissioners of any park district in North Dakota. The term "municipality" as used in this act refers to and means any city, incorporated town or village, or county in North Dakota.

Section 2. The governing body of any municipality, park district, or school district may dedicate and set apart for use as playgrounds, recreation centers, and other recreation purposes any lands or buildings, or both, owned or leased by such municipality, school district, or park district, and not dedicated or devoted to another or inconsistent public use; and such municipality, school district, or park district may, in such manner as may now or hereafter be authorized or provided by law for the acquisition of lands or buildings, or both, within or beyond the corporate limits of such municipality, school district, or park district, for playgrounds, recreation centers or other recreational purposes, and when the governing body of such municipality, school district, or park district, so dedicates, sets apart, acquires or leases lands or buildings for such purposes, it may on its own initiative provide for their conduct, equipment and maintenance according to the provisions of this Act, by making an appropriation from the general municipal, school district, or park district funds.

Section 3. The governing body of any municipality, school district, or park district may establish a system of public recreation and it may vest the power to provide, maintain and conduct playgrounds, recreation centers, and other recreational areas, structures, facilities and activities in any existing municipal body in the school district, in the park district, or in a recreation board or commission, as the governing body may determine. Any board, commission or other body so designated shall have the authority to maintain and conduct playgrounds, recreation centers and other recreational areas, structures, facilities, and activities, and it may for the purpose of carrying out the provisions of this Act employ play leaders, playground and recreation center directors, supervisors, recreation superintendents and such other employees as they deem proper.
Section 4. Any two or more municipalities, school districts, or park districts may jointly provide, establish, maintain and conduct a public recreation system, and acquire property therefor, and establish and maintain playgrounds, recreation centers and other recreational areas, structures, facilities and activities.

Section 5. The governing body of any municipality, school district, or park district may pursuant to law provide that the bonds of such municipality, school district, or park district may be issued in the manner provided by law for the issuance of bonds for other purposes, for the purpose of acquiring lands or buildings for playgrounds, recreation centers and other recreational purposes and for the equipment thereof.

Section 6. If the governing body of any municipality determines that the power to provide, establish, conduct and maintain a public recreation system shall be exercised by a recreation board or commission, such governing body shall by resolution or ordinance establish in such municipality a recreation board or commission which shall possess all the power and be subject to all the responsibilities of the local authorities under this Act. Such recreation board or commission when established shall consist of at least five but not more than nine persons, as the governing body may determine, to be appointed by the mayor presiding officer of such municipality, with the consent of the governing body. One member of such recreation board or commission shall be chosen from the legal membership of the park district board, or board of park commissioners of the municipality, and one member of the legal membership of the school district board or boards within the corporate limits of such municipality. The term of office of all members of such recreation board or commission shall be for three years except that the members of such recreation board or commission first appointed shall be for staggered terms so that the terms of at least one but not more than three members expire annually. If a vacancy occurs during the term of office of any member, the mayor or presiding officer, with the consent of the governing body, shall appoint a successor to serve for the unexpired term. Membership on such recreation board or commission shall be without compensation or remuneration.
Section 7. A recreation board or commission or other authority in which is vested the power to provide, establish, maintain and conduct such supervised recreation system may accept any grant or devise of real estate or any gift or bequest of money or other personal property or any donation to be applied, principal or income, for either temporary or permanent use for playgrounds or recreation purposes, but if the acceptance thereof for such purposes will subject such municipality to additional expense for improvement, maintenance or removal, the acceptancy of any grant or devise of real estate shall be subject to the approval of the governing body of such municipality. Money received for such purpose, unless otherwise provided by the terms of the gift or bequest shall be deposited with the treasurer of such municipality to the account of the recreation board or commission or other body having charge of such work, and the same may be withdrawn and paid out by such body in the same manner as money appropriated for recreation purposes.

Section 8. The governing body of any municipality, school district, or park district to which this Act is applicable may, and on petition signed and acknowledged by at least five per cent of those citizens who voted at the last general election of the municipality, school district, or park district, shall submit to the electors the question of the establishment, maintenance, and conduct of a public recreation system, and the levying of an annual tax for the conduct and maintenance thereof of not more than 2.5 mills on each dollar of assessed valuation of all taxable property within the corporate limits or boundaries of such municipality, school district or park district, to be voted upon at the next general election or special municipal election, provided, however, that such questions shall not be voted upon at the next general election unless such action of the governing body shall be taken, or such petition to submit such questions shall be filed thirty days prior to the date of such election.

Section 9. Upon the adoption of such a proposition at an election by a majority of the votes cast upon such proposition, the governing body of such municipality, school district, or park district shall, by resolution or ordinance, provide for the establishment, maintenance, conduct of a public recreation system, and thereafter levy and collect annually a tax of not more than 2.5 mills on each dollar of all taxable property within the corporate limits or boundaries of such municipality, school district or park district, such tax to be in addition to the maximum of taxes permitted to be levied in such municipality, school district, or park
district shall continue to levy such tax annually for public recreation purposes until such time as the qualified voters, at a regular or special election, by a majority vote on the proposition, decide to discontinue the levy. The governing body of such municipality, school district, or park district in its discretion, may appropriate additional funds for the operation of the public recreation system if in the opinion of the governing body additional funds are needed for the efficient operation thereof. Nothing in this section of this Act shall be construed to limit the power of any municipality, school district, or park district to appropriate on its own initiative general municipal, school district, or park district tax funds for the operation of a public recreation system.

Section 10. The provision, conduct, operation and maintenance of a system of public recreation under the provisions of this Act shall be a governmental function of municipalities, school districts, or park districts.

Section 11. This Act shall take effect immediately upon its becoming a law.
CHAPTER VI

THE PROGRAM IN OPERATION

Since there was little organized activity in community recreation throughout North Dakota prior to 1946, gathering statistics from community sources themselves proved of little value. To throw some light on the status of recreation in the state before its heralded birth as a movement following World War II, the following table, the information which was gleaned from the Yearbook editions of Recreation magazine, reveals somewhat the state of affairs up to and including 1946.

Because the National Recreation Association discontinued publication of the annual Recreation magazine yearbook issue during war years, no data are available concerning the years 1943, 1944, and 1945. One may assume with a fair degree of certainty that North Dakota, as other states, did not have the available leadership to continue her somewhat fitful pre-war program.
<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Cities Reporting Recreation Programs</th>
<th>Full-Time Paid Recreation Leadership</th>
<th>Total Expenditures (without emergency funds) (cities cited include largest and smallest expenditures)</th>
<th>Playgrounds Year-Round Leadership</th>
<th>Summer Only</th>
</tr>
</thead>
<tbody>
<tr>
<td>1934</td>
<td>4</td>
<td>0</td>
<td>6,500 Devils Lake 500 Lisbon</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>1935</td>
<td>11</td>
<td>0</td>
<td>13,599 Fargo 56 Renville County</td>
<td>0</td>
<td>18</td>
</tr>
<tr>
<td>1936</td>
<td>7</td>
<td>0</td>
<td>21,955 Bismarck 500 Parshall</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1937</td>
<td>7</td>
<td>0</td>
<td>19,500 Bismarck 1,020 Lisbon</td>
<td>0</td>
<td>16</td>
</tr>
<tr>
<td>1938</td>
<td>7</td>
<td>0</td>
<td>20,649 Bismarck 450 Portland</td>
<td>0</td>
<td>26</td>
</tr>
<tr>
<td>1939</td>
<td>9</td>
<td>1 (Bismarck)</td>
<td>11,739 Grand Forks 250 Portland</td>
<td>0</td>
<td>28</td>
</tr>
</tbody>
</table>
## Table 31 (Continued)
Recreational Programs in Operation in the State of North Dakota Prior to 1947

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Cities Reporting Recreation Programs</th>
<th>Full-Time Paid Recreation Leadership</th>
<th>Total Expenditures (without emergency funds) (cities cited include largest and smallest expenditures)</th>
<th>Playgrounds Year-Round Leadership</th>
<th>Playgrounds Summer Only</th>
</tr>
</thead>
<tbody>
<tr>
<td>1940</td>
<td>10</td>
<td>1 (Bismarck)</td>
<td>14,954 Grand Forks 480 Portland</td>
<td>0</td>
<td>27</td>
</tr>
<tr>
<td>1941</td>
<td>9</td>
<td>0</td>
<td>27,266 Grand Forks 200 Finley</td>
<td>6</td>
<td>16</td>
</tr>
<tr>
<td>1942</td>
<td>6</td>
<td>0</td>
<td>21,451 Grand Forks 70 Enderlin</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>1946</td>
<td>8</td>
<td>3 (Bismarck) (Dickinson) (Mandan)</td>
<td>37,548 Bismarck 1,800 Leeds</td>
<td>0</td>
<td>26</td>
</tr>
</tbody>
</table>

1Recreation, Yearbooks 1934 through 1947.
Finance

The following table indicates the three main sources of income for recreation in the United States from the years 1936 through 1948. Although this table is based upon national figures, research showed that the state of North Dakota received like sources of income for the purposes of recreation. Data can be compiled only since 1940 with any degree of accuracy; and it is to be noted that no figures were published during the war years of 1943, 1944, 1945, nor was this information available in 1947.

Table 4

<table>
<thead>
<tr>
<th>Year</th>
<th>Public Funds</th>
<th>Fees and Charges</th>
<th>Private Funds</th>
</tr>
</thead>
<tbody>
<tr>
<td>1936</td>
<td>36%</td>
<td>10%</td>
<td>4%</td>
</tr>
<tr>
<td>1937</td>
<td>81%</td>
<td>15%</td>
<td>4%</td>
</tr>
<tr>
<td>1938</td>
<td>82%</td>
<td>15%</td>
<td>3%</td>
</tr>
<tr>
<td>1939</td>
<td>86%</td>
<td>11%</td>
<td>3%</td>
</tr>
<tr>
<td>1940</td>
<td>82%</td>
<td>15%</td>
<td>3%</td>
</tr>
<tr>
<td>1941</td>
<td>84%</td>
<td>12%</td>
<td>4%</td>
</tr>
<tr>
<td>1942</td>
<td>82%</td>
<td>15%</td>
<td>3%</td>
</tr>
<tr>
<td>1943-45</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
</tbody>
</table>
Table 4 (Continued)

Distribution of Three Main Sources of Income in the United States for Recreation: 1936-1948

<table>
<thead>
<tr>
<th>Year</th>
<th>Public Funds</th>
<th>Fees and Charges</th>
<th>Private Funds</th>
</tr>
</thead>
<tbody>
<tr>
<td>1946</td>
<td>83%</td>
<td>12%</td>
<td>5%</td>
</tr>
<tr>
<td>1947</td>
<td>——</td>
<td>——</td>
<td>——</td>
</tr>
<tr>
<td>1948</td>
<td>83%</td>
<td>8%</td>
<td>4%</td>
</tr>
</tbody>
</table>

In 1946 municipal funds were the chief means of financing community recreation service, and according to the 1949 Yearbook edition of Recreation magazine, nearly 90 per cent of the cities reporting (including seven North Dakota municipalities) indicated municipal funds as their main source of income for the year 1948. The number of municipalities reporting private recreation funds was somewhat increased over previous years.

The following question was answered by 23 directors in the North Dakota cities which sponsored recreational programs—either full-time or part-time: HOW IS YOUR RECREATION

\(^2\text{Yearbook, National Recreation Association, 1936-1948.}\)
PROGRAM FINANCED? The funds are derived from four sources—municipal funds, clubs and private organizations, community chest and public subscription. The great dependency of most communities upon municipal funds is readily determined by a glance at Chart 1.

Chart 1

The Sources of the Financial Assistance for Recreation Programs in North Dakota

- 57% - Municipal Funds
- 9 1/2% - Tax Levy
- 9 1/2% - Community Chest
- 5% - Public Subscription
- 19% - Clubs and Organizations
It seems fair to conclude from the data exhibited in Chart 1 that municipal funds are providing the life's blood for the functioning program of recreation. To expand more summer-time programs into year-round ventures, to inaugurate needed and worthwhile programs into towns and cities of North Dakota where in far too many instances none exist will be brought about in the main by allocating municipal funds for this purpose. Auxiliary funds such as community chest, public subscriptions, and those provided by organizations are just secondary aids to a functioning, healthy, adequate program. While these latter sources of income are not to be discouraged, nevertheless, greatest hope of an expanding state program lies in securing municipal legislation for the purpose of directing tax funds for the purposes of community recreation.

The next question asked of municipal officers in 75 North Dakota communities was: HAS YOUR CITY VOTED ON THE RECENT RECREATION ENABLING ACT? From the 45 replies received, the data in Table 5 was compiled.
<table>
<thead>
<tr>
<th>Communities Replying in the Affirmative</th>
<th>Communities Replying in the Negative</th>
<th>Communities Indicating Plans to Hold Elections in the Near Future</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year-Round</td>
<td>Summer Only</td>
<td>Year-Round</td>
</tr>
<tr>
<td>------------</td>
<td>-------------</td>
<td>------------</td>
</tr>
<tr>
<td>6</td>
<td>5</td>
<td>1</td>
</tr>
<tr>
<td>Bismarck</td>
<td>Devils Lake</td>
<td>Valley City</td>
</tr>
<tr>
<td>Crosby</td>
<td>Garrison</td>
<td></td>
</tr>
<tr>
<td>Grafton</td>
<td>Mayville</td>
<td></td>
</tr>
<tr>
<td>Grand Forks</td>
<td>Rolla</td>
<td></td>
</tr>
<tr>
<td>Minot</td>
<td>Rugby</td>
<td></td>
</tr>
<tr>
<td>Williston</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Dickinson and Hillsboro are the only communities indicating plans to hold elections in the near future.
The question was then put forth inquiring whether the communities, whose source of income for recreation stemmed from these tax levies, would be forced to discontinue their program if no funds were forthcoming from this source. Two communities sponsoring part-time programs indicated their programs would terminate under such conditions; four part-time programs might possibly terminate; two indicated they would continue in spite of termination. Among the communities sponsoring full-time or year-round programs, none indicated their programs would cease with termination of tax levies; three indicated they might possibly terminate; four indicated they would and could continue their programs in the eventuality of reversal of tax levies.

Very possibly from this information one might infer that dependency upon municipal tax levies is not so great as public information would have readers believe. However, in formulating their answers to this question, it is probable, municipal directors reasoned that once established and maintained through tax levies, the eventuality would be very remote of any termination of said municipal legislation. In the unforeseen event of termination, leaders might assume that public support and interest in the established recreational programs would contribute sufficient funds for their continued activities.
From the status quo whereby nearly 62 per cent of all community recreation in the state of North Dakota is directly dependent upon municipal funds, it is most incongruous to infer that, this major source of income terminating, over half of the state's programs would continue uninterrupted without its main pool of financial aid. The opinion expressed in the above paragraph by municipal leaders to the contrary, logic would point toward questioning the complete understanding of the phrasing of the question in the minds of those expressing such decisive opinions concerning the degree of vital dependency of community recreation upon municipal funds.

Activities

The recreational activities were grouped into eight categories and the communities offering programs were asked to indicate the activities in which they provide leadership. The following eight categories were listed on the questionnaire: (1) active games and sports, (2) arts and crafts, (3) music, (4) dramatics, (5) social recreation, (6) nature, camp, and outing activities, (7) lectures and forums, and (8) special hobbies.

Active games and sports include archery, badminton, baseball, softball, basketball, bowling, boxing, football, touch football, golf, hockey, horseshoes, and snow sports.
Arts and crafts include carving, metalcraft, weaving, and painting.

Music includes operettas, band, bugle corps, orchestras, choirs, community singing, and musical appreciation groups.

Under the category of dramatics is offered pageants, musical dramatics, informal dramatics, story telling, reading plays, vaudeville, public speaking, and radio shows.

By social recreation is meant social dances, folk dances, and square dancing.

Nature, camp, and outing activities include hiking, fishing, camping, bird life, and animal lore.

Lectures and forums, as well as debates, discussions, and study groups, formed another category of activities.

Such activities as photography, flower shows, pet shows, book clubs, and creative writing are included under special hobbies.

A summary of the activities in which leadership is provided in North Dakota communities is shown in Table 6 and Table 7. Table 6 indicates the type of activities under leadership in year-round recreation programs, and Table 7 reflects the type of activities with leadership indulged in during summer-time programs.
Table 6

A Summary of the Activities in Which North Dakota Community Recreation Provides Leadership on Year-Round Schedule

<table>
<thead>
<tr>
<th>Community</th>
<th>Active Games and Sports</th>
<th>Active Arts and Crafts</th>
<th>Music</th>
<th>Dramatics</th>
<th>Social Recreation</th>
<th>Nature, Camping Activities</th>
<th>Lectures and Forums</th>
<th>Special Hobbies</th>
<th>Movies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bismarck</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Crosby</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dickinson</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Grafton</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grand Forks</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mandan</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Minot</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Valley City</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Williston</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
</tbody>
</table>
Table 7
A Summary of the Activities in Which North Dakota Community Recreation Provides Leadership on a Summer-Time Basis Only

<table>
<thead>
<tr>
<th>Community</th>
<th>Active Games and Sports</th>
<th>Arts and Crafts</th>
<th>Music</th>
<th>Dramatics</th>
<th>Social Recreation</th>
<th>Nature, Camping Activities</th>
<th>Lectures and Forums</th>
<th>Special Hobbies</th>
<th>Movies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Beach</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Devils Lake</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ellendale</td>
<td>X</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fargo</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Garrison</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hillsboro</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Jamestown</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Kenmare</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Mayville</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Northwood</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rolla</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rugby</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wahpeton</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wishek</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activity</td>
<td>Count</td>
<td>Totals</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>----------------------------------------------</td>
<td>-------</td>
<td>--------</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lectures and Forums</td>
<td>X X X</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Movies</td>
<td>X X X X</td>
<td>4</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Music</td>
<td>X X X X X X X X X</td>
<td>8</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nature and Camping Activities</td>
<td>X X X X X X X X X X</td>
<td>10</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dramatics</td>
<td>X X X X X X X X X X X</td>
<td>11</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social Recreation</td>
<td>X X X X X X X X X X X X X</td>
<td>13</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Special Hobbies</td>
<td>X X X X X X X X X X X X X</td>
<td>14</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Arts and Crafts</td>
<td>X X X X X X X X X X X X X X X</td>
<td>15</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sports Activities</td>
<td>X X X X X X X X X X X X X X X X X X X</td>
<td>23</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
As one might expect, every recreation program provided leadership in active games and sports. Chart 2 indicates by arrangement in ascending order the activities in which leadership is provided under both part-time and full-time programs in the state of North Dakota. From the opinions expressed by recreation directors either through personal correspondence or interviews, favorite activities both from the standpoint of participation in groups as well as that of being spectators, proved to be basketball, baseball, softball, and swimming.

In the smaller communities many programs, particularly summer programs only, call upon the personnel from the public school system to provide leadership. Because institutions of higher learning, in this state as in neighboring states, have only very recently recognized the need of providing courses in the curriculum for the purpose of training men and women in the field of recreation, we find a lack of any actual professional recreational training in the backgrounds of the majority who are administering the existing recreation programs in the state of North Dakota. In too many cases the athletic coach or physical education instructor has been pressed into service as a recreation director during the summer months and after school hours during the school year. Hence, it is inevitable that these people build their recreation programs around active sports, thus narrowing the total.
program into a single activity program to the detriment and neglect of many other worthwhile and interesting recreation activities.

It is gratifying to note that fifteen recreational programs in the state offer leadership in arts and crafts. Because the various phases of practical crafts as well as fine arts touch the life of the individual throughout different age periods, it is important to include such activity in a well-rounded recreation program. Delving into these crafts during leisure hours often develops latent artistic capabilities and leads to the development of a satisfying hobby.

Leadership in special hobbies is in evidence in fourteen community programs. It is to be hoped that more specialized attention can be given to the stimulation and development of hobby interests when greater numbers of potential leaders are trained in colleges and universities.

Social dancing which can offer entertainment to large groups of people is a popular phase of the program and one which should be instituted in more of North Dakota communities. Providing proper and adequate leadership for social functions pays big dividends in pleasure received, social graces mastered, and conversational arts developed. Every resident of every community can benefit to some degree from well-planned parties and social entertainment. The fact that parties and dances can easily be arranged with minimum facilities should encourage more recreation programs to sponsor them.
Cultivating in all persons an appreciation for the beauties of nature is a worthy reason for including camping and nature studies in the well-balanced program of recreation. Arranging field trips, hikes, excursions, and the like is relatively easy because such ventures do not necessitate elaborate equipment and facilities; hence, such phases of the activity program could well be incorporated into the overall arrangement of a community's leisure-time program. Usually a bit of foresight and a keen appreciation on the part of the leader is all that is necessary to make this phase of recreation a most valuable one to all participants.

It was discovered that too few programs in the state include leadership in music and dramatics. No doubt lack of trained leaders to develop these two fields accounts for their exclusion in some of the communities polled. Developing community interests and talents in these two forms of art might well be the goal of the energetic, progressive recreation leaders of the near future.

Lectures and forums, with three exceptions, are a neglected phase of community recreation in North Dakota. Perhaps it is expecting too much to have them included in our relatively new state community recreation movement. As established programs develop and expand and as new programs originate, it is to be hoped that this challenging and informative method of exchanging ideas will become a part of all activity programs.
A popular phase of commercial recreation is being included in the activities of four North Dakota community programs. The progressive leaders will recognize and seize upon this feature as a drawing card to stimulate community interest in the program as a whole. Showing selected movies to an enthusiastic group can be a real boon to the individual programs.

Although no community in North Dakota, large or small, has utilized all these phases of leadership activities, nevertheless, there is reason to believe that more types of activities will be added to each community program with the result of more inclusive, more popular, and more utilitarian programs of planned recreation throughout the state.

Facilities

A study of Tables 8 and 9 will show the range in type of facilities now in use for community recreation purposes. Table 8 indicates the facilities used in communities where year-round programs function and Table 9 gives information about facilities in communities sponsoring summer programs only.

The facilities are divided into eight groups as follows: (1) athletic field, (2) playground and equipment, (3) auditorium, (4) shoproom and equipment, (5) craft rooms, (6) swimming pool, (7) class rooms, and (8) gymnasium.
The fact that athletic fields and playgrounds are used in every community recreation program poll in the survey was not startling. This data substantiates information gathered on types of activities in which sports and games proved most popular as far as numbers of participants is concerned. As the activity program is expanded in scope, it will follow that facilities will be increased. Inclusion on a greater scale than at present of such activities as arts and crafts, music and dramatics, movies, and social gatherings will press into service more public school class rooms, craft rooms, shop rooms, and auditoria.

It is interesting to note that communities having a summer program only compare very favorably in the matter of facilities with full-time programs in the state. The former can boast of two more swimming pools in use as a part of a planned recreation program. Chart 3 indicates by arrangement in ascending order the facilities used in both full-time and part-time recreational programs.

With the prospect of more funds allocated to recreational usage in the state, one may expect to see many more facilities utilized for recreational purposes as the various communities pass local legislation enabling them to establish and expand their individual leisure-time programs.
Year-round community recreation programs employed 9 full-time male directors and 4 women; 44 part-time workers assist during particularly active seasons. Communities possessing programs during the summer months employ 14 men, 8 women, and 19 additional workers at intervals throughout the summer. Thus there are almost 100 persons in North Dakota directly associated with recreational leadership. Tables 10 and 11 indicate the leadership provided for community recreation in North Dakota municipalities.
Table 8

A Summary of Facilities Used in North Dakota Recreation Programs
Operating on a Year-Round Basis in Cities and Towns of the State

<table>
<thead>
<tr>
<th>Community</th>
<th>Athletic Field</th>
<th>Playground Equipment</th>
<th>Auditorium and City Hall Equipment</th>
<th>Shoproom and Craftroom</th>
<th>Swimming Pool</th>
<th>Class Rooms</th>
<th>Gymnasium Course</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bismarck</td>
<td>2</td>
<td>2</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Crosby</td>
<td>1</td>
<td>2</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Dickinson</td>
<td>1</td>
<td>3</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Grafton</td>
<td>2</td>
<td>2</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Grand Forks</td>
<td>2</td>
<td>6</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Mandan</td>
<td>2</td>
<td>2</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Minot</td>
<td>4</td>
<td>7</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Valley City</td>
<td>2</td>
<td>4</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Williston</td>
<td>2</td>
<td>4</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Community</td>
<td>Athletic Field</td>
<td>Playground Equipment</td>
<td>Auditorium and City Hall Equipment</td>
<td>Shoproom Equipment</td>
<td>Craftroom</td>
<td>Swimming Pool</td>
<td>Class Rooms</td>
</tr>
<tr>
<td>------------</td>
<td>----------------</td>
<td>----------------------</td>
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## Chart 3

Facilities Being Used by the Twenty-three Communities in North Dakota Sponsoring Programs of Planned Recreation

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<tr>
<th>Facility</th>
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<tr>
<td>Craft Rooms</td>
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</tr>
<tr>
<td>Shoprooms and Equipment</td>
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<tr>
<td>Classrooms</td>
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<tr>
<td>Golf Courses</td>
<td>X X X X X X X X X X</td>
<td>9</td>
</tr>
<tr>
<td>Gymnasiums</td>
<td>X X X X X X X X X X</td>
<td>10</td>
</tr>
<tr>
<td>Auditoriums and City Halls</td>
<td>X X X X X X X X X X X X X X</td>
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### Table 10

**Leadership in Cities**

**Sponsoring Full-Time Programs**

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<th>Part-Time Leadership</th>
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<tr>
<td></td>
<td>Men</td>
<td>Women</td>
<td>Men</td>
<td>Women</td>
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<td>Grafton</td>
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Table II
Leadership in Cities
Sponsoring Part-Time Programs

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<td>Rolla</td>
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<tr>
<td>Wishek</td>
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</table>

| Total        | 14  | 8     | 19         |
CHAPTER VII

SUMMARY AND CONCLUSIONS

In summarizing the findings of this study, it seems advantageous to maintain the four divisions of objectives used in chapter one.

The first objective of this study has been to evaluate the enabling legislation in the state of North Dakota. After comparing this piece of legislation with similar legislation of other states, the conclusion reached is that the North Dakota Recreation Enabling Act is a comprehensive and inclusive act containing the necessary provisions to authorize a complete program of community recreation for residents of the state.

The second objective of this study has been to evaluate the extent to which the enabling legislation has been adopted by municipalities in North Dakota through local referendums. The following eleven communities in this state have secured local recreation legislation: Bismarck, Crosby, Devils Lake, Garrison, Grafton, Grand Forks, Mayville, Minot, Rolla, Rugby, and Williston. The cities of Dickinson, Hillsboro, and Mandan are making plans to bring this matter to a vote in their locality in the near future.
It is not improbable to suggest that North Dakota communities not yet sponsoring community recreation will be motivated to do so as the beneficial results from the existing programs become increasingly effective and known. A reasonable predication is that small communities and rural areas will seek to establish recreation programs which are essential to the health, happiness, and well-being of all residents in the state.

The third objective evaluated in this study is to determine the effect the enabling legislation has already had upon state recreation and more important, the future trends resulting from its adoption. At this time recreation has achieved an importance in the scheme of community life in North Dakota which prior to the passage of the Enabling Act, it failed to command. To use a figure of speech, we may say that the passage of the Enabling Act has made recreation in North Dakota come of age in the eyes of the residents and before the law. The interest in recreation and the recognition of its need as an integral part of community life in this state and elsewhere has achieved recognition and strengthened both the hope and belief that more communities will pass the necessary local referendums and will benefit in increasing measures from the wisdom of its provisions.
The evaluation of the type and value of recreation programs now functioning in the state is the fourth major objective. While the number of functioning programs is not large, the existing programs are not deficient in the quality of the activities they sponsor. The eagerness and vigor which has been expended on the passage of the local referendums has been projected into the functioning programs and produced worthwhile, far-reaching effects. The existing community programs possess a combination of Western vigor and enthusiasm, the benefits of observation of Eastern methods of organization and administration. In general it is the author's opinion that the best of the functioning programs in North Dakota compare favorably with the best in other midwestern states.

Because much of the North Dakota population is centered in rural areas of the state, emphasis must be placed on expanding rural recreation. Utilizing such methods as centering much of its recreation in the district school, cooperating with and attending functions in near-by towns, participating in more planned out-of-doors activities; and belonging to such rural organizations as 4-H clubs, Homemakers Clubs, extension services of the Y.M.C.A., Y.W.C.A., Boy Scouts and Girl Scouts, and Young Citizens League will enable many
persons to participate in the benefits of community recreation in the absence of specialized recreation facilities.

There are hopeful signs indicating that recreation in North Dakota is about to come of age. The emerging opportunities for community recreation are plentiful and are beckoning to every part of the state—large city and small, urban community and rural. The greatest impetus yet received in North Dakota was the enactment of the enabling legislation; now the green light shows—let not lack of enthusiasm and foresight extinguish it. Every community should set up a process by which planning and execution of programs and expenditures will contribute greater leisure time benefits for every resident of North Dakota.
APPENDIX
APPENDIX A

QUESTIONNAIRE

1. Does your city have a recreation program? Put an "X" after the correct answer.
   Year around_____; Summer only_____; None_____.

2. How is this program financed?
   Clubs_____; Church_____; Business organizations_____;
   City_____.

3. Has your city voted on the recent Enabling Act?
   Yes_____; No_____; Planning to______ _______ (date)

4. Was the Enabling Act resolution passed?
   Yes_____; No_____; Number of voters for bill______;
   Against_____.

5. Approximately how much money will be raised for your community by this Act?
   ________ dollars.

6. Will this program finance a year around______ or a Summer program only______?

7. If you did not have these funds from a tax levy, would your recreation program terminate?
   Yes_____; No_____; Possibly______.

8. Do you have a recreation director?
   Yes_____; No______;
   Number of directors: Men______; Women______.
9. In what recreational activities does your program provide leadership?
Active games and sports___; Arts and crafts____; Music____; Dramatics____; Social parties and recreational dancing____; Nature, camp, and outing activities____; Lectures and forums____; Special hobbies____; Movies____.

10. What public school facilities are used for your recreation programs?
Athletic field____; Playground and equipment____; Auditorium____; Shoproom and equipment____; Craft rooms____; Swimming pool____; Class rooms____; Gymnasium____; List others__________________________

11. How is your program received by the community?
With enthusiasm____; With moderate interest____; With indifference____.
APPENDIX B

SUPPLEMENTARY QUESTIONNAIRE

1. In what recreational activities does your program provide leadership and supervision?

Archery___ Badminton___ Baseball___ Softball___
Basketball___ Bowling___ Boxing___ Football___
Touch football___ Golf___ Hockey___ Horseshoe___
Camping___ Bird life___ Animal lore___ Fishing___
Hiking___ Flower show___ Pet show___ Snow sports___
Carving___ Metal craft___ Weaving___ Photography___
Painting___ Sewing___ Folk dancing___ Social dancing___
Square dancing___ Dramatic games___ Informal dramatics___
Musical dramatics___ Operettas___ Parades___
Pageants___ Reading plays___ Story telling___
Vaudeville___ Book clubs___ Creative writing___
Debates___ Discussion groups___ Forums___ Lectures___
Public speaking___ Radio shows___ Study groups___
Band___ Bugle corps___ Orchestra___ Choirs___
Community singing___ Musical appreciation groups___.

2. What private or city owned facilities are used for your recreation program?

Number of athletic fields___ Playgrounds___ City Hall___ Swimming pool___ Golf courses___ Type of equipment used on playgrounds__________________________
3. (a) What persons, groups, organizations or governing bodies were instrumental in starting a recreation program in your community? 

(b) Did this group openly sponsor the program? 

Was an assembly of interested people held? 

(c) Was a planning committee appointed? 

(d) Was a survey made? 

(e) Was a budget set up? 

(f) Is your recreation department independent of the school and park department? 

(g) Do you control your own facilities? 

(h) Is your recreation department a division of the park department? 

(i) Does your recreation department use facilities of park and school? 

4. Check the specific recreational objectives at which your program aims.

Happiness of participants 

Satisfaction 

Good health 

Character development 

Social adjustment 

Good citizenship 

Democratic living 

Curbing of juvenile delinquency 

Individual self-expression 

Worthy use of leisure time 

Group participation
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BIBLIOGRAPHY

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