

RECREATION SURVEY

Minneapolis, Minnesota

by

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National Recreation Association

September 6, 1944

For the
Board of Park Commissioners
City of Minneapolis

INTRODUCTION

THE LEISURE OF 500,000 PEOPLE

This report is concerned with the use of the leisure of the half million people of Minneapolis; and what has been done by this community of half a million people through public and private effort to provide some leadership and guidance and material facilities for the constructive use of their leisure.

More particularly the report is concerned with that has been done and what further needs to be done through public agencies, and especially by the Park Department - the major community recreation agency. In the course of the report limited discussion will be made of the efforts of private agencies and other public agencies providing recreation opportunities for the people.

It is conservatively estimated that the 500,000 people of Minneapolis have 1,250,000,000 hours of free time in a year. It is significant to note that the children of school age have approximately three times the amount of free time as the time they spend in school. During the past quarter of a century the gainfully employed population have received such a reduction in the hours of labor that they are employed only about 2,100 hours out of the 8,760 hours in a year or about one-fourth of the yearly time. It is predicted that in the near future hours of labor will likely be standardized at 30 hours a week, and in some forms of employment be further reduced to 20 hours a week.

The astonishing increase of leisure is a national phenomenon - in fact a world-wide phenomenon in all industrialized nations. It has come about through increasing knowledge in the scientific world and the labor saving inventions growing out of this knowledge. There is perhaps no question but that man's knowledge of the laws of nature, the composition of matter and how to change and control the elements of which it is composed, and how to put this knowledge to doing the work of the world is only in its infancy.

Even with the progress that has already been made through science and invention an unprecedented situation has been created. In all historical times there has always been a small, select leisured class who gained their leisure through the labor of other people plus a few tools and machines. In our age leisure has become the precious possession of all the people regardless of birth or economic status. This was not achieved by enslaving other people but by harnessing the forces of nature, and the building of machines to do the work of the world.

Through the greater part of the history of our Republic the supreme energies of the people were engrossed in conquering the natural resources of a vast continent. Work was the great virtue. Labor will always be a necessity and a great virtue in developing the capacities and powers of the individual but within the framework of human living, people will need to learn now and in the future how to make freedom from labor the great blessing it promises to be in the enrichment of life.

In the days of the ancient Athenian Democracy a few millions of free men gained a great deal of leisure through the labor of some 16,000,000 slaves. The free men, or the leisured class, used this leisure so wisely and well that in physical development, art, music, architecture, sculpture, drama, poetry,

prose, philosophy, the art of government, etc., the best that the civilized world since has done is to imitate them. Such is the promise of leisure if used constructively.

The constructive use of leisure has become a national concern. Next to ordering of the economy of the nation as to insure opportunities for work to every able bodied citizen is the question of how to provide the material environment and the leadership necessary to enable the people to use their leisure in the development of their latent capacities and powers to the end that individual integrity, joy and happiness be enhanced and the welfare of the state promoted. Such was one of the great objectives of the formation of the Federal Union as stated in the preamble of the Constitution.

This concern about the use of leisure in the United States is expressed in the fact that every form of political government from the lowly township through the village, city, county, state and national government has been empowered by law to provide parks, playgrounds, recreation centers and many other forms of facilities for recreation, and to employ leaders to guide the people in the use of their leisure.

A great array of private, local, state and national organizations have arisen to provide recreation services. Old established institutions like the church have expanded their activities in this field. Industry has recognized the absolute need of the modern industrial worker for recreation not only because it increases the worker's efficiency in the factory but also for the development of his personality and the enrichment of his life. A large number of new private agencies and institutions have arisen to provide material facilities, programs and leadership in the use of leisure time. Most remarkable indeed is the rise of great business enterprises founded wholly on providing supplies, materials, facilities for the use of leisure, most notable of which is the moving picture industry but in its producing and exhibiting capacity.

The enumeration of the private and public agencies in Minneapolis concerned with the use of leisure is more or less an epitome of what has been done and is being done in communities all over the nation. The following is a list of some of the societies, agencies, institutions, private and public, that are partially or wholly engaged in providing leisure-time services or recreation.

Private agencies:

- The homes of the city.
- The churches, through auxiliary organizations
- Industrial and commercial establishments through public relations or personnel departments
- Civic clubs
- Women's organizations of many kinds
- Parent-Teacher organizations
- Parochial schools

Leisure time agencies:

- Y.M.C.A.
- Y.W.C.A.
- Boy Scouts of America
- Girl Scouts
- Camp Fire Girls
- Boys' Clubs
- Settlement and Neighborhood Houses
- Minneapolis Symphony Association
- Walker Art Gallery

Public Agencies and Authorities:

- Park Department of the City
- Public Schools
- Public Library and Natural Science Museum

Semi-Public Institutions:

- Art Museum

Public Authorities indirectly concerned:

- Police Department
- Public Health Department
- Public Welfare Department
- Planning Commission

It is obvious from this long list of private and public agencies wholly or partially concerned with the constructive use of leisure time that there is a keen appreciation of its fundamental importance in the life of the individual and the community.

To plan Minneapolis and its environs to the end that it presents the most perfect environment for the realization of all the human values possible through a wise and constructive use of its leisure requires mutual understanding and cooperative effort of all these private and public agencies, societies and institutions.

CHAPTER I.

The Population Characteristics

Recreation is the use of the leisure time of the people. Of first consideration therefore, in any study concerned with planning, construction, operation and maintenance of facilities, and with presenting programs for the constructive use of leisure time it is desirable and necessary to know certain facts concerning the people of the community. Among the facts of prime importance are:

1. Numbers of the population.
2. Rate of growth and probable future rate of growth.
3. Distribution of the population over the area of the municipality and probable trend or trends of the geographic movement of the population.
4. Characteristics of the population as to age, sex racial origin, etc.

Numbers and Growth

Growth of the Population, Minneapolis, Minnesota by Decades

1860-----1940

<u>Decade</u>	<u>Population</u>	<u>Per Cent Increase</u>
1860	5,822*	
1870	18,480*	217.0%
1880	46,887	154.0
1890	164,738	251.3
1900	202,718	23.4
1910	301,408	48.6
1920	380,582	26.2
1930	464,356	22.0
1940	492,370	6.0

*Minneapolis, St. Anthony combined.

Comments

Minneapolis, in common with most other large cities in the United States, has ceased rapid growth. The probabilities are that this trend will continue within the present and subsequent decades.

Several factors have caused this decline of the rate of increase of growth. Among these are:

1. Limiting admission of immigrants by the general government.
2. Decline of the birth rate.
3. Trend of the population to move from the central or older parts of the city to suburban and rural areas outside the boundaries of the city. Some of the reasons for this movement of the population to suburban and rural areas outside of the city limits are:
 - a. To escape crowded living conditions
 - b. Conversely to secure more open space especially space that presents some of the characteristics of a natural environment
 - c. The belief that taxes will be lower, often a false assumption when added personal expenses for water, sanitary requirements, are met to say nothing about possible personal expense of police and fire protection, etc.

Of these reasons I think that the most powerful and impelling one is the desire to secure an environment that is more naturalistic in character. Man is fundamentally an outdoor animal that needs much sunlight, fresh air, contact with the soil and growing things, opportunities for the exercise of the fundamental muscle groups of the body either in recreational work or through sports and games in the fresh air and sunlight. He also needs a reasonable amount of rest and relaxation undisturbed by motion and noise. I am also convinced that man's well-being, physically and mentally, (and I am sure his aesthetic qualities, also) are enhanced by an environment of beauty, especially by the beauty of a natural environment. In the building of our cities nearly every one of the biologic needs of man were violated. To remedy this to a small degree the park movement of the middle of the last century had its origin and the recreation movement of later decades also. But public action to remedy the defects of improper city planning in this respect has been inadequate. Consequently, millions of people are seeking to escape, a movement largely made possible by the wide-spread ownership and use of the automobile. The probabilities are that this movement from cities to the open country will be greatly enhanced by the popular development, ownership and use of the airplane. However, the situation indicates that cities of the future, if they seek to hold their population, maintain their property values, and enhance the general welfare of their people will need to provide far more open space than was ever dreamed of in the earlier days of the growth of cities, and also provide far more funds for the maintenance and operation of these open spaces than has been done up to this time (1944).

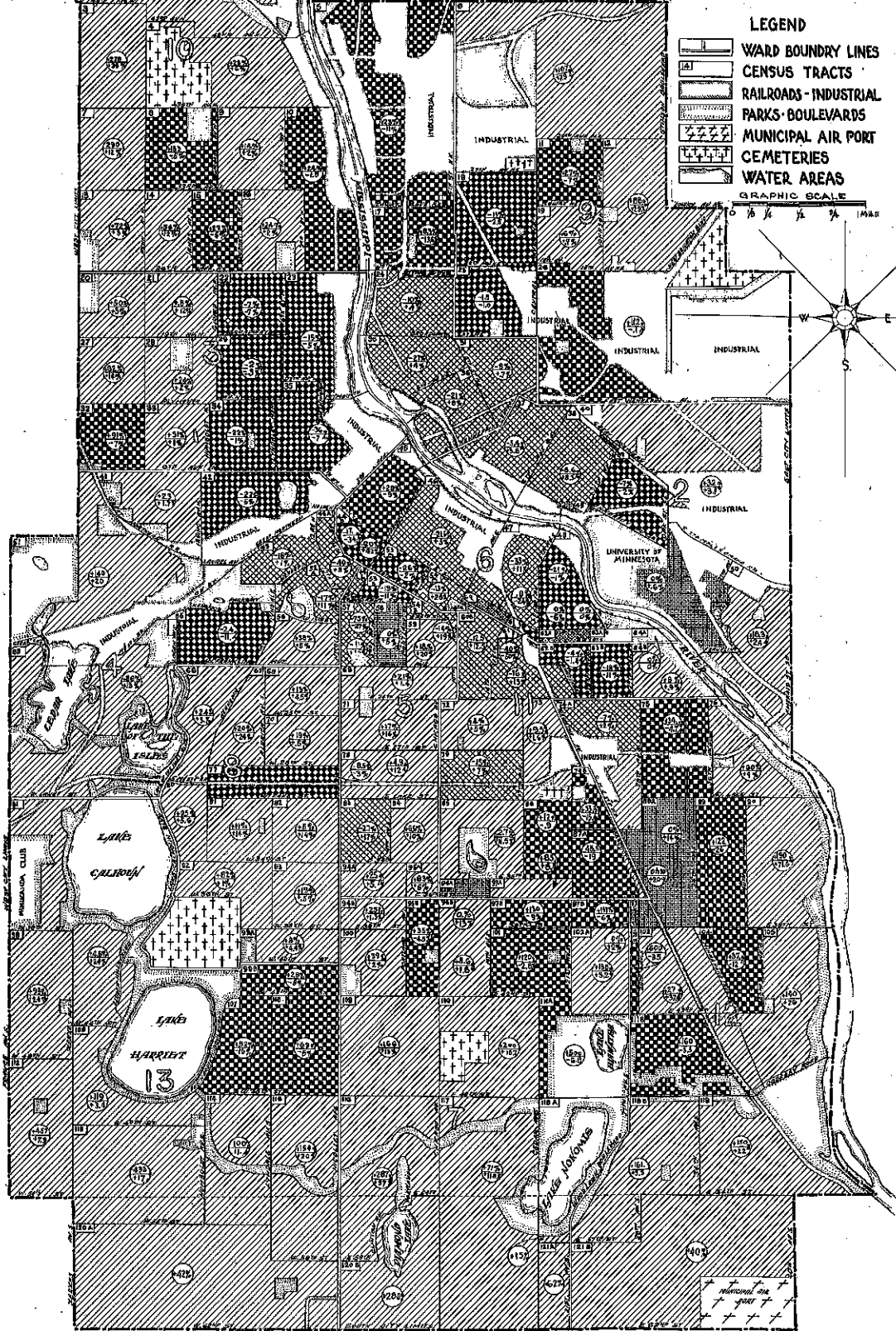
Distribution of the Population in Minneapolis by Wards

A crude method of showing the distribution of the population in Minneapolis is by the political sub-divisions of the city known as wards. The following table will not only show the distribution of the population by wards for several decades but will also indicate the general movement of the population although it will not give a true picture of the movement of the population because the boundaries of the wards have been changed from time to time. The number of wards has remained the same throughout the period of fifty years.

<u>Wards</u>	<u>Population</u> <u>1890</u>	<u>Population</u> <u>1910</u>	<u>Population</u> <u>1930</u>	<u>Population</u> <u>1940</u>
1	10,376	18,920	16,361	20,721
2	9,458	17,553	20,897	21,494
3	23,647	36,664	42,162	42,346
4	22,649	35,533	36,935	35,432
5	20,528	29,249	30,077	48,021
6	15,827	15,466	8,064	22,761
7	13,265	20,016	38,837	44,284
8	13,391	34,627	53,891	48,368
9	12,539	25,548	34,394	30,643
10	4,514	16,833	41,077	43,607
11	14,333	19,134	17,533	42,986
12	1,901	15,631	57,489	53,042
13	<u>2,310</u>	<u>16,234</u>	<u>66,639</u>	<u>38,665</u>
	164,738	301,408	464,356	492,370

What has actually happened concerning the movements of the population of Minneapolis is graphically and accurately shown by the following chart map compiled and drawn by the City Planning Commission "Showing Population Trends for the City of Minneapolis, Minnesota Comparing Federal Census Data of 1920, 1930, and 1940, Disclosing Areas of Population Volume Stabilization-Increase and Decrease (H.E. Olsen, Engineer, January, 1943.)"

**CHART SHOWING
POPULATION TRENDS
FOR THE
CITY OF MINNEAPOLIS MINNESOTA**
COMPARING
FEDERAL CENSUS DATA OF 1920 1930 & 1940 BY CENSUS TRACTS
DISCLOSING AREAS OF
POPULATION VOLUME STABILIZATION-INCREASE AND DECREASE
PREPARED BY
THE CITY PLANNING COMMISSION H. E. OLSON ENGR.
JANUARY - 1943



CONVENTIONS FOR POPULATION TRENDS

LESS THAN 2% INCREASE OR DECREASE	INCREASE 1920-1930 NO CHANGE 1930-1940	NO CHANGE 1920-1930 INCREASE 1930-1940	INCREASE 1920-1930 DECREASE 1930-1940	INCREASE 1920-1930 INCREASE 1930-1940	DECREASE 1920-1930 INCREASE 1930-1940	NO CHANGE 1920-1930 DECREASE 1930-1940	DECREASE 1920-1930 DECREASE 1930-1940
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CHART NO. 6

Changes in the Percentage of Age Groups of the
Total Population of Minneapolis from 1900 to 1940

One of the significant features of the changes in the population of Minneapolis is the gradual lessening of the percentage of the younger groups of the population in the total population and the increase of the percentage of the older age groups in the total population. This may have definite influence on provisions made in program planning. More attention will without doubt have to be given to facilities and programs for the increasing percentage of the older age groups of the population.

Table
Showing Change in Percentage of Different
Age Groups of the Total Population, 1900, 1940

<u>Age Groups</u>	1900	1940
	<u>Per Cent of Total Population</u>	<u>Per Cent of Total Population</u>
Under 5 years	10.2%	6.3%
5 to 9 years	10.4	6.0
10 to 14 years	8.9	6.9
15 to 19 years	8.5	8.3
20 to 24 years	10.2	9.5
25 to 29 years	10.4	8.7
30 to 34 years	9.6	8.1
35 to 44 years	16.2	15.4
45 to 54 years	8.1	14.3
55 to 64 years	4.1	8.9
65 years and over	<u>2.9</u>	<u>7.7</u>
	99.5	99.4

Note that the child population to 15 years (the playground age) in 1900 was 29.5 per cent of the total population, while in 1940 the child population in this age group was only 19.2 per cent of the total population, a drop of 10.3 per cent in 40 years.

At the other end of the age scale the change was equally marked and significant. In 1900 the age group from 45 years and over was only 15.1 per cent of the total population, while in 1940 this age group was 30.9 per cent of the total population.

Changes as to Sex in the Total
Population from 1900 to 1940, Inclusive

As the city grows older there is a trend toward an increase of females in the total population. The actual numbers of males and females in the total population in the decades, 1900 and 1940 is shown in the following table:

<u>Census Year</u>	<u>Total Males</u>	<u>Total Females</u>
1900	103,122	99,596
1940	234,542	257,828

The following table expresses this in percentages:

<u>Census Year</u>	<u>Per Cent of Males of Total Population</u>	<u>Per Cent of Females of Total Population</u>
1900	50.8%	49.0%
1940	47.6	52.3

In 1900 there were 3,526 more males than females. In 1940 there were 23,286 more females than males.

This trend is partly due to the fact that the males are dying at an earlier age than the females, and partly to the fact that the country girls are much more likely to drift into the city than the country boys and young men. Immigration limitation also has its effect.

The trend or trends will likely continue unless the higher death rate of the men can be stopped.

The condition raises the question of program planning and a more careful study of the recreational needs of girls and women.

Table Showing
Population of Minneapolis, Minnesota
by Age and Sex, 1930 and 1940 and the
Percentage Each Age Group is of the Total
Population

<u>Ages</u>	<u>1940</u>	<u>% of Total</u>	<u>Male</u>	<u>Female</u>	<u>1930</u>	<u>% of Total</u>	<u>Male</u>	<u>Female</u>
All Ages	492,370		234,542	257,828	464,356		225,547	238,809
Under 5	31,116	6.3	15,942	15,174	34,177	7.4	17,322	16,855
5 to 9	29,456	6.0	14,873	14,583	38,685	8.3	19,689	18,996
10 to 14	33,850	6.9	16,915	16,935	36,986	8.0	18,489	18,497
15 to 19	40,812	8.3	19,425	21,387	37,008	8.0	17,172	19,836
20 to 24	46,532	9.5	20,355	26,177	43,308	9.3	18,831	24,477
25 to 29	42,876	8.7	19,341	23,535	40,926	8.8	18,216	22,710
30 to 34	39,675	8.1	18,201	21,474	40,926	8.8	19,036	21,890
35 to 39	38,048	7.7	17,425	20,623	41,803	9.0	20,642	21,161
40 to 44	38,020	7.7	17,900	20,120	36,469	7.9	18,803	17,666
45 to 49	37,231	7.6	18,166	19,065	29,864	6.4	15,410	14,454
50 to 54	33,218	6.7	16,826	16,392	23,446	5.0	11,817	11,629
55 to 59	25,150	5.1	12,746	12,404	18,192	3.9	9,267	8,925
60 to 64	18,920	3.8	9,134	9,786	15,020	3.2	7,444	7,576
65 to 69	14,648	3.0	6,916	7,732	12,132	2.6	6,037	6,095
70 to 74	10,633	2.2	4,908	5,725	8,206	1.7	4,003	4,023
75 & over	12,185	2.5	5,469	6,716	7,185	1.5	3,286	3,899
Not reported					203		83	120

This table is of significance in showing the numbers of people to be served in various age-sex groups of the population by the various public and private leisure-time agencies in the city.

Thus there are (1940) 63,306 children in the playground age (5 to 14 years inclusive) 40,812 young people in the teen-age group, etc. Also the number of males and females in each group. From a social viewpoint these are the two critical groups of the population with which the Recreation Department of the Park Department, the School Board through its recreational services, and the various private agencies working in the leisure-time field are vitally concerned

A comparison of the percentage columns each age group is of the total population in 1930 and 1940 shows the trends as to increase or decrease of the various age groups. Thus the percentage of the playground age group of the total population in 1930 was 16.3 per cent while in 1940 it was only 12.9 per cent. This indicates that the problem of this age group is not increasing relatively to the total population, although numerically they may increase slightly. The teen-age group in 1930 was 8.0 per cent of the total population while in 1940 it was 8.3 per cent showing a relatively stable situation. Likewise in the age groups comprising young manhood and womanhood (20 to 34 years inclusive) there is relative stability as in 1930 they represented 26.9 per cent of the total population while in 1940 they were 26.3 per cent of the population.

On the other hand, the age groups from 45 years and over presents an unstable situation. In 1930 these groups represented 24.3 per cent of the total population while in 1940 they were 30.9 per cent of the total population. Obviously there is likely to be more attention paid to the recreational needs of these groups than formerly.

Planners of recreation facilities and recreational program planners and administrators will need to study closely these shifts in age groups of the population.

It has been pointed out in preceding pages the not inconsiderable increase of the female population as compared with the male, requiring thoughtful consideration by recreational program planners.

Negro Population

	<u>Total</u>	<u>Male</u>	<u>Female</u>		<u>Total</u>	<u>Male</u>	<u>Female</u>
1940	4,646	2,378	2,268	1930	4,176	2,189	1,987

The Negro population increased in the decade 1930-1940 11.2 per cent (470 persons) which was nearly double the increase of the population of the city as a whole.

In 1930, the females represented 47.5 per cent of the total Negro population; in 1940, 48.6 per cent, showing the same general trend in shifting of the relative proportion of the sexes as in the general population.

The Negro population dwell for the most part in the neighborhood of Sumner Field and Phyllis Wheatley House in the 3rd Ward; East and Northeast of Nicollet Field in the 7th Ward; East and Southeast of Washburn Fair Oaks and Dorilus Morrison Park in the 5th Ward; and in the 6th Ward along the railroad tracks from about Franklin Avenue northward.

The Negro population is about 9/10 of 1 per cent of the total population of the city.

Other Nationality and Racial Groups

Many national elements have gone into the making of the present population of Minneapolis. Among these are: Swedes (the most numerous), Norwegians, Canadians, Germans, Russians, Polish, English, Danish, Czecho-Slovakians, Rumanians, Irish, Italians. This list is arranged in about the rank of the numbers which each nationality has contributed to the present population.

The numbers of foreign born in relation to the total population has been declining rapidly. In 1940 the foreign born represented but 13.0 per cent of the total population. In 1900 it was 30.1 per cent, in 1910, 28.5 per cent, in 1920, 23.1 per cent, and in 1930, 17.4 per cent.

Other races, aside from the Negro race, have always been an exceedingly small per cent of the total population numbering in 1940 but 625 persons.

Stricter emigration laws since the close of World War I have been a decidedly limiting factor in stopping the flow of emigrants. The decline of the percentage of foreign born of the total population will likely continue with even greater acceleration in the future decades.

Expansion of Population Beyond the Boundaries of Minneapolis, Minnesota

It was suggested at the beginning of this Section of the Report in commenting on the remarkably low rate of growth of Minneapolis in the decade from 1930 to 1940 that one of the important factors in this decline was the growing tendency of the people to establish homes in suburban areas outside the boundaries of the city.

The extent to which this outward movement of the population has developed during the past twenty years in the metropolitan areas in the vicinity of Minneapolis is graphically and factually shown by the series of chart-maps (Map A, and Chart-Maps Numbers 1, 2, 3) (Pages immediately following) compiled and drawn by the City Planning Commission of Minneapolis as of January-March, 1943, H.E. Olsen, Engineer.

The Chart-Maps show that while Minneapolis has grown only about 27.0 per cent during the decades from 1920-1940, eleven suburban communities immediately adjacent to Minneapolis (north, west and south) show a rate of growth ranging from 103.3 per cent to 467.4 per cent in the same period of time. Several other suburban communities beyond this adjacent border of communities show a surprisingly high rate of growth.

This expansion of the population stemming from the central city is profoundly affecting the basic tax structure of the central city which in turn is affecting needed public services in the central city. A large per cent of the inhabitants of suburban communities while dependent on the activities of the central city for their livelihood, are contributing nothing to support the central city in the way of taxes. On the contrary, insofar as those are concerned who moved from the central city to suburban communities, they have aided in lowering the tax resources.

Moreover, the rapid growth of these suburban communities is apparently proceeding without definite conscious planning with the result unwholesome conditions are already developing in them which have developed in the central city because of lack of proper planning of land use.

The situation raises the question of the future unit of government to cover a development of this sort. Whatever the type of super-municipal or metropolitan government may be I am sure that there should be created as soon as possible a county or metropolitan planning commission with adequate power to deal effectively with all questions of land use in these rapidly growing suburban communities, and the open country beyond.

In the special field of park-recreation planning I suggest that early consideration be given to the creation of a metropolitan or county park-recreation commission, liberally financed, and with full power to acquire, develop and operate parks and recreation facilities within the boundaries of the county or metropolitan district irrespective of local political boundaries.

There are many examples of the establishment of such county or metropolitan park districts throughout the country. Some of the outstanding ones are: Boston Metropolitan Park District; Cleveland, Toledo, Akron, Cincinnati Metropolitan Park Districts in Ohio; Essex and Union County Park Systems in New Jersey (coterminous with boundaries of the county); Cook County, Illinois; Forest Preserve District and several other such districts in Illinois. One of the most interesting developments in grappling with the problem of parks and recreation in a central city and the suburban region is the County-City Park set-up in Milwaukee County and City, Wisconsin. Here all the city and county parks and special recreation properties are placed under one authority, the County Park Board.

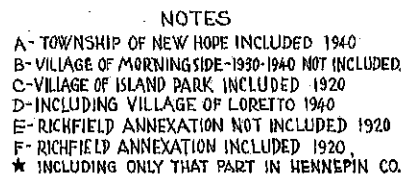
PREPARED BY
THE CITY PLANNING COMMISSION - MINNEAPOLIS, MINN.
H. E. OLSON, ENGR. MARCH 1943.

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GRAPHIC SCALE

HENNEPIN COUNTY POPULATION

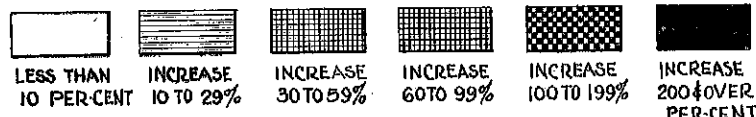
1920 - 415,419
1930 - 517,785
1940 - 568,899



MAP-A

PREPARED BY
THE CITY PLANNING COMMISSION
H E OLSON ENGR JANUARY - 1943

THE COUNTY AS A WHOLE
INCREASE 102,366 OR +24.6%



NOTES

MORNINGSIDE VILLAGE INCORPORATED FROM PART OF THE VILLAGE OF EDINA IN 1920 PART OF THE VILLAGE OF RICHFIELD ANNEXED TO THE CITY OF MINNEAPOLIS JUNE 24, 1927.

THE PERCENTAGES OF INCREASE OF POPULATION FOR MINNEAPOLIS AND RICHFIELD ARE BASED ON PRESENT CORPORATE LIMITS THE POPULATION OF MORNINGSIDE IS INCLUDED WITH THAT OF EDINA.

GRAPHIC SCALE

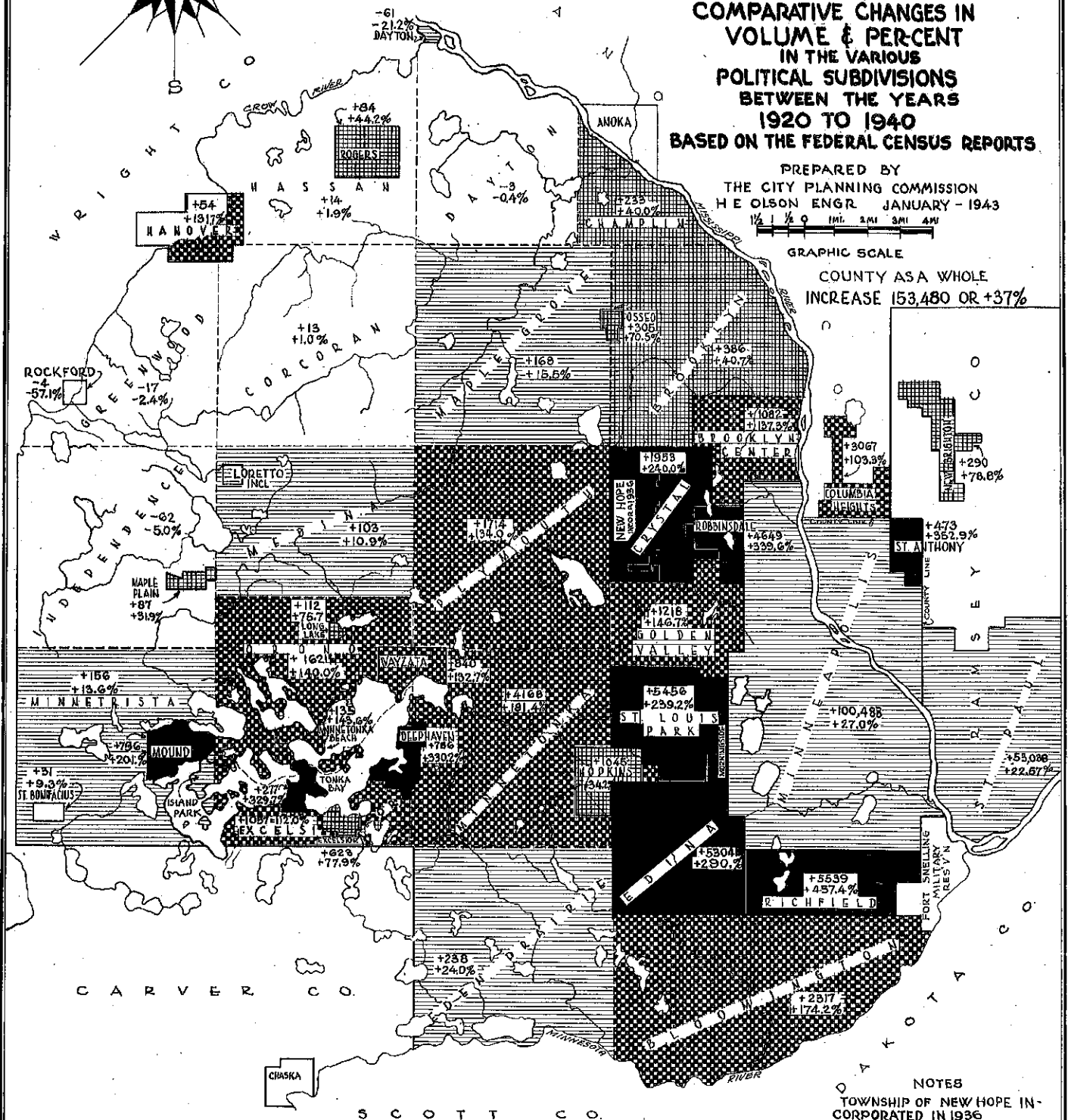


CHART SHOWING
POPULATION TRENDS
FOR THE
COUNTY OF HENNEPIN
AND INCLUDING PARTS OF
ADJOINING COUNTIES
SHOWING
COMPARATIVE CHANGES IN
VOLUME & PERCENT
IN THE VARIOUS
POLITICAL SUBDIVISIONS
BETWEEN THE YEARS
1920 TO 1940
BASED ON THE FEDERAL CENSUS REPORTS

PREPARED BY
THE CITY PLANNING COMMISSION
H. E. OLSON ENGR. JANUARY - 1943

GRAPHIC SCALE
1 1/2 0 1 MI. 2 MI. 3 MI. 4 MI.

COUNTY AS A WHOLE
INCREASE 153,480 OR +37%



CONVENTION FOR POPULATION TRENDS

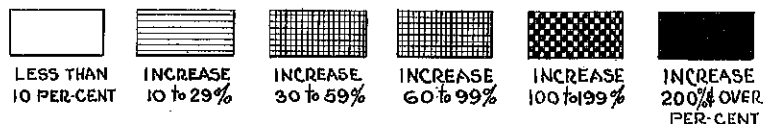


CHART N° 3

NOTES
TOWNSHIP OF NEW HOPE IN-
CORPORATED IN 1936
VILLAGE OF MORNINGSIDE
INCORPORATED IN 1920
VILLAGE OF ISLAND PARK
INCORPORATED IN 1924
PART OF THE VILLAGE OF
RICHFIELD WAS ANNEXED
TO THE CITY OF MINNEAPOLIS
IN 1927
PERCENTAGE FIGURES ARE BASED
ON PRESENT SUBDIVISION LINES;
NEW HOPE WITH CRYSTAL
MORNINGSIDE WITH EDINA
ISLAND PARK WITH EXCELSIOR.

Summary

1. That the population of Minneapolis has ceased rapid growth falling from the extremely high point of an increase of 217 per cent in the decade from 1860 to 1870 to 6 per cent in the decade from 1930 to 1940. The probabilities are that the rate of growth will continue low in the future decades. Annexation of adjacent territory may modify this prediction materially.
2. That there has been constant shifting of the population within the boundaries of the city as shown by the population by wards from 1890 to 1940; and by the Chart-map compiled and drawn by the City Planning Commission covering Federal Census Data from 1920 to 1940. This implies the need of constant study by the Park Department in order to keep its recreation properties and facilities in harmony with the movement of the population.
3. That there has not only been constant movement of the population geographically but significant changes have taken place in the percentages of the age groups in relation to the total population. The children population to fifteen years (playground age) in 1900 was 29.5 per cent of the total population, while in 1940 it was only 19.2 per cent of the total population. The age group 45 years of age and over in 1900 but 15.1 per cent of the total population while in 1940 it was 30.9 per cent.
4. Whereas, in 1900 there were 3,526 more males in the total population than females, in 1940 there were 23,286 more females than males.
5. The Negro population of Minneapolis increased from 1930 to 1940, 11.2 per cent which was nearly double the general increase for the city as a whole, but the Negro population is only 9/10ths of one per cent of the total population.
6. The percentage of the foreign born in the total population is rapidly declining, dropping from 30.1 per cent in 1900 to 13.0 per cent in 1940. This decline will probably continue.
7. A significant development as to movement of population is the rapid increase of population outside the boundaries of the city as compared with the declining increase within the city. While Minneapolis had an increase of 27.0 per cent from 1920 to 1940, eleven suburban communities immediately adjacent to the boundaries of the city had increase of population ranging from 103.3 per cent to 467.4 per cent in the same period of time. This raises the important question of the need of a County or Metropolitan Planning Commission and especially the need of a Metropolitan or County Park and Recreation Commission.

CHAPTER II.

Recreational Services

It is assumed in this study of the leisure-time use of the 500,000 people of Minneapolis that the Park Department of Minneapolis is the major public recreation agency.

This Chapter attempts to present in more or less detailed outline the character of the recreational services provided by the Park Department both in unorganized and organized programs; the concepts and vision of the Park officials of what this program of services should be; and wherein it is limited because of lack of an adequate operating budget.

The recreational services rendered by the Park Department of Minneapolis are of two types, as follows:

1. Unorganized general individual and group use of areas and facilities of the park system. This kind of service again falls into several types:
 - a. General use of the areas and facilities by the people. Year round observation indicates this use by the people is exceedingly large.
 - b. Use by groups organized and led by their own leaders as in organized picnics, parties, banquets, etc.
 - c. Use by organized groups arising out of the activities of private leisure-time agencies under leadership of staff members of the agencies as settlements, neighborhood houses, Boy Scouts, Girl Scouts, parochial schools, Camp Fire Girls, Y.M.C.A., Y.W.C.A., and churches.
 - d. Use by public agencies, especially the public schools, under leadership provided by the public agencies as in case of physical education groups, organized athletics and sports, skating, skiing, tobogganing, archery, hockey (ice and field), classes to Wild Flower Garden, picnics, etc. Chiefly due to the inadequacy of the school playgrounds and athletic fields this use of the facilities provided by the Park Department is extensive.
2. The other field of recreational services stemming directly from the Recreation Division of the Park Department is of two types:
 - a. All recreational activities definitely promoted, organized and led by staff members of the Recreation Division. These are the services usually included under the term "program".
 - b. Leadership of activities of groups not directly promoted and organized by the Division of Recreation as in the case of conducting the games programs in connection with organized picnics, privately organized parties, banquets, etc.

There is another type of service given by the staff members of the Recreation Division that is more interpretative in character as in making public talks, addresses before many different groups, organizations, societies; co-operative activities as in giving lectures and demonstrations in recreational leadership training courses at the University or community recreational training courses; serving on committees of various kinds; cooperative activities in the war effort as in salvage campaigns, Red Cross training courses, directing the making of articles needed by the Red Cross; etc. These public relations

activities, and community service activities are quite extensive during the course of a year and constitute an important part of the services rendered by the staff of the Recreation Division.

Unorganized Individual and Organized Group Use of Areas and Facilities Provided by the Park Department

This phase of the services of the Park Department to the people of the city is very much larger than is usually understood by the citizens, and is probably much larger in attendance than the "program" services organized and led by the Recreation Division staff of the Department. In many respects these services are just as important as the organized programmed services. In my own judgment if no other services were rendered by the Park Department these general services would justify the expenditure made for acquisition, development and operation and maintenance of the Park System. Insofar as this general use in its organized aspects is concerned as in great picnics, celebrations, etc., springing out of the initiative of the people and led by their own leaders it is in harmony with the spirit of our Democracy.

Use of areas and facilities provided by the Park Department by organized groups stemming from private leisure-time agencies, public schools, parochial schools, churches, industrial and commercial establishments is of the very essence of cooperative Democracy, and should be rated very high among the services of the Department.

All of this large volume of recreational services springs naturally and automatically out of the fact that the Park Department through its planning, development, general maintenance and operative activities has preserved in public ownership and made available for use 5,045 acres of land and water within and near the boundaries of the city.

In this nearly eight square miles of lakes, streams, forest, fields, gardens, the needs of the people for fresh air, sunlight, contact with nature can be satisfied; opportunities for and the need for the use of the large muscle groups of the body as in hiking, riding, spontaneous playing, skating, sliding, skiing, boating, canoeing, fishing; and conversely the need of rest and relaxation amidst beautiful surroundings, is satisfied.

The instinctive love of beauty possessed by every human being can be satisfied through lovely landscapes of water, meadow, forest, wild and cultivated flowers, songs and plumage of birds, and the day and evening sky overhead.

The innate happiness and satisfactions people have in socially mingling together and doing things together of their own free will is realized in great fullness, both outdoor and through the use of such indoor facilities as are the Swiss Chalet, Columbia Park Manor and the cabin at the tourist park.

All these pleasures and benefits are had unhampered by too rigid police and other governmental controls.

These types of services are the warp and woof of the original park concept and were considered in the early days of park planning and development sufficient justification for the expense of providing them by the public authorities. This, I think, is even more true today.

Note: One of the most unusual and comprehensive uses of park areas and facilities for a limited time by a private organization in cooperation with the Park Department is that made by the Aquatennial Association, a private association of citizens to provide a week of festivities partly to advertise the city and draw people to visit it; and partly to contribute to the recreational interests of the citizens and of the visitors.

The program of the Association includes a number of activities in the fundamental fields of interests served in a public recreation program. Some of the features of the program are:

1. A series of musical evenings at Lake Harriet bringing before the public local soloists and small and large group musical organizations from all over the city plus music by the symphonic band provided by the Park Department. The quality of the music rendered by the local individuals and organizations is uniformly of a high quality.
2. Sports and games events: State-wide junior baseball tournaments; tennis tournament; track and field meet; swimming contests; sailing contests; canoeing contests; etc.
3. Aqua Follies. Each evening at the Lake Wirth pool, splendid exhibitions and demonstrations of swimming and diving are provided; and a variety show with orchestral music and singing of a high quality are provided.
4. A non-sectarian religious service is conducted at Powderhorn Lake Park.
5. A Boy Scout Camp and daily exhibits of Scout activities are conducted.
6. A huge day and evening parade are conducted, participated in by industrial, commercial, educational organizations, municipal departments, military organizations, civic clubs, lodges, service organizations - in fact a very dramatic epitome of the life activities of the community.

The possibilities of the Aquatennial Association's program in stimulating the recreational interests and activities of individuals and private and public agencies is very great. This week of activities gives individuals and private and public leisure time agencies something to work toward throughout the year. This is a stimulus of very great importance. There is perhaps no good reason why the program could not be enlarged to include a drama tournament, an art exhibit, a handcraft or hobby show as well as music and physical achievement exhibitions and contests.

But as urbanization developed, crowding larger and larger numbers of people together in compact communities, bringing in its train a marked increase in leisure on the one hand, and many physical and health, social, cultural and civic problems--some of them pathological--it became apparent that people not only needed areas and facilities of a park system for free use but some guidance in the use of leisure time for social and civic reasons especially.

Children needed some guidance and leadership in their play; sports and games had to be organized and managed; many of the fundamental techniques in sports and games had to be taught; music, art, dramatics, handcrafts, nature study, social activities in their very nature required instruction, organization and leadership.

Consequently, during the past forty to fifty years, and more especially during the past quarter of a century, there grew up the definitely planned programmed services under leadership of park and recreation departments.

Park-Recreation Programs

The basis of these planned programs are to be found in fundamental natural interests, urges, impulses, instincts of people. These interests, urges, etc., are very numerous and diversified. Their expression in activities that bring joy, happiness, satisfactions to the individual in harmony with social order and general welfare constitute much of what the ancient Greeks were pleased to call "The Good Life".

While these interests, urges, etc., are many and interlock, the modern recreation program groups them into a few categories as follows:

1. Interest in physical activities that use the fundamental muscle groups of the body--the physical play of children, organized sports and games are examples.
2. The constructive, creative interest giving rise to the many forms of hand-crafts and handcraft art activities.
3. The interest in learning of the natural world in which we live and of the world of people giving rise to the activities of learning in the fields of recreational science and of human society. This is the precious curiosity interest present to a high degree in every child and which should never be atrophied or stultified by any stilted methodology in education.
4. The interest in communication--the use of the mother tongue in conversation, discussion, debating, public speaking, storytelling, writing, etc.
5. Interests in expressing feelings, emotions and mental concepts in beautiful ways are among the most important in making life enjoyable rich and full of satisfactions. This group or fields of activity springing out of this innate sense of beauty expressive of the emotions are sometimes called the "community arts". They include among the major arts:
 - a. Music in all its forms
 - b. The graphic and plastic arts
 - c. Dramatics in their many forms
 - d. Dancing as an art
 - e. Use of language as in poetry, literary prose, oratory, dramatics, etc.

and many other forms of expression as in landscape architecture, architecture, etc.

The wide field of handcraft arts or minor fine arts are also included under this category.

6. The deep-rooted interest people have in mingling together and of doing things together as expressed in group organizations of many kinds, through picnics, parties, celebrations, clubs, societies, etc., gives rise to the social activities program of the modern recreation department. It is this interest that is at the basis of all organized society.
7. The fundamental interest and instinct that gives rise to the feeling of kinship with a Great Power outside oneself which in turn has given birth to all organized religious institutions of the world is one of the most important in human life.

The modern recreation program is almost entirely concerned with activities arising out of categories numbers 1,2,3,4,5, and 6. Here and there throughout the country, some attention is given to the worshiping impulse in the programs of park and recreation department. A recent example was the non-sectarian service in Powderhorn Lake Park sponsored by the Aquatennial Association in cooperation with the Park Department. In one middle-western city in connection with its recreation program there is a strong committee of the ministerial alliance which cooperates in putting on weekly vesper services in one of the larger parks. There is also employed in this system a park chaplain during the three summer months.

As a media of expression there have developed in modern park-recreation systems two major types of areas and facilities in which and through which the majority of these interests are expressed through a planned program under leadership. These are:

1. Children's playground and the playground field house,
2. The neighborhood recreation park with its general recreation center building, and the general sports park with its field house.

Other facilities are found scattered through the park system, especially in the large landscaped recreation parks or in special areas designed for one particular activity as in golf course parks, botanical gardens, arboretums, etc.

Other facilities belonging to another public agency as the public schools are largely used in many cities in organizing and conducting a planned program. Facilities belonging to private agencies or institutions are sometimes used.

Other public or semi-public agencies and institutions not under the jurisdiction of the Park-Recreation Department are focal places for special leisure time services. Reference is had here to such institutions as the Public Library, the Art Museum, the Natural Science Museum.

Four basic factors govern the extent and the quality of the recreation services rendered through a planned program. They are:

1. Adequacy in number, size and equipment of areas as of playgrounds, neighborhood recreation parks with recreation center buildings, plus special facilities in large landscape recreation parks and special areas and facilities.
2. Length of time of operation. For example, a playground system operated only about 17 per cent of the year as in Minneapolis now cannot render satisfactory service either to the individual child or socially to the community. A planned recreation program for all the people to be effective both from the point of view of the individual and the community must be a twelve-months program.
3. Number, training and personal qualities of the leaders. A recreation division inadequately staffed plus limited time of operation cannot produce the results either in individual satisfactions or in community welfare expected of them. Adequacy in numbers and quality of leaders is of fundamental importance.
4. It cannot be too strongly emphasized that basically all the above factors depend in the last analysis on the amount of funds the community is willing to allow the Park Department as a whole, and especially the Recreation Division of the Department, for operation and maintenance.

The present program of the Recreation Division of the Park Department will not be presented in complete detail. Very complete reports of the activities of the Division ever since its inauguration by the Park Department are on file in the office of the Recreation Division and are available to any interested citizen. The discussion here will be confined chiefly to general comments concerning the program.

The present program of the Recreation Division is not comprehensive considered from the viewpoint of the six major fields of possible recreation activities presented in the paragraphs relating to "The Basis of Recreation Programs" (Page 16).

The Recreation Director and his assistants understand this very well. The comparatively narrow range of the program is not due to lack of vision or understanding of what constitutes a comprehensive program, or lack of desire to organize and conduct such a program but entirely to factors beyond the control of the Park Department and the Recreation Division.

The program is especially strong in physical activities, specifically in organized sports and games on a city-wide basis. This phase of the program is organized and conducted on a year round basis. During the spring and summer season such activities as baseball, softball, tennis, golf, archery, swimming are emphasized; during the fall and winter, basketball, bowling, football, hockey, speed skating, skiing, tobogganing, general skating are featured. This program of physical activities include activities for the teen-age group and for adults--both men and women. Insofar as general winter sports are concerned it touches and serves the children also.

Few if any cities have as comprehensively organized and so efficiently conducted an athletic program as does Minneapolis through the Recreation Division of the Park Department in cooperation with the Municipal Athletic Association. This is in spite of a great handicap in having inadequate indoor facilities.

The playground program is excellently conceived and well conducted considering the inadequacy of numbers of play leaders and the lack of special experience and training of some of the leaders. However, the great majority of the playgrounds are conducted for only nine weeks during the summer. As a result of this short season the play leaders scarcely get acquainted with their neighborhoods until the season is gone. The chain of contacts with the children is broken with the result that the wasteful process of establishing new contacts year after year is necessary. There is continuity in the program at Logan Park and a limited continuity at Loring Park, North Commons, Nicollet Field where programs are conducted the year round, or part of the winter months.

There can never be a satisfactory playground program until financial provision is made to conduct it on a year round basis.

Music activities of the program comprise a series of band concerts in a dozen or more of the neighborhood parks with community singing and special features in singing, dancing, acrobatics, etc.; and band concerts at Lake Harriet and Minnehaha State Park during the summer months. A few rhythm bands are organized as a part of the summer playground program of the younger children. The community singing program sponsored by the Minneapolis Tribune and conducted in connection with the band concerts in the neighborhood parks is a remarkably splendid program--one of the very best I know in any park-recreation system in this country.

No dramatic activities either for children or adults are specifically promoted and conducted in the program at the present time. A series of puppet shows, sponsored by the Minneapolis Times, were shown in several of the playgrounds during the summer season of 1944. Special features of the playground program such as Gypsy Day, Doll Day, Hobo Day, etc., have some elements of dramatics in them.

Handcrafts were represented in the playground program of the summer of 1943 by 37 different scheduled groups with a registration of 1,985 children and an attendance of 39,000.

No special provision is made for adult handcraft either for men or women.

No Nature Study or Recreational Science Activities are conducted by the Recreation Division except a limited program of garden projects which in 1943 enrolled 307 participants. Stemming from the Park Department in general is the excellent service rendered through the Butler Wild Flower Sanctuary in Theodore Wirth Park. The Park Department employs a curator as guide and instructor in this Sanctuary during the open season of the year. The following table shows the attendance at the Wild Flower Sanctuary during past several years:

1939	16,000
1940	15,000
1941	15,500
1942	16,500
1943	17,000

Social activities of the program were represented by dancing classes in ten groups with an enrollment of 800 in the playground program, summer of 1943; and teen-age dances were conducted at Logan Park, North Commons, and Pershing Field for a short period during the winter months. Halloween parties were held at five centers and Fourth of July Celebrations at five parks.

During the year of 1943-44, 67 social events were scheduled at Theodore Wirth Chalet and 99 at Columbia Park Manor. The relationship of the Recreation Division to most of these affairs was that of landlord and tenant, as they were chiefly self-organized groups. The same relationship prevailed in the case of the 71 groups making use of the tourist cabin in Minnehaha State Park.

Lack of funds does not permit the Recreation Division to provide special instructors or leaders for music, dramatics, handcrafts, nature study, and social activities. During the years of the depression when the Federal Government in its efforts to provide employment for jobless people furnished several hundred persons to the Division as recreation leaders and paid for them out of Federal Funds there was a great deal of activity in all these program fields.

It is the plan and desire of the Recreation Director and his assistants, as well as the members of the Board of Park Commissioners and the general park staff, to enlarge the program so as to include activities on a year round basis in most or all of the fields of recreational interests as soon as funds are made available. The experience with the enlarged staff, even though not highly trained, during the depression years indicates the possibilities and values of such an enlarged service.

Criteria of a Well Rounded Organized Program

The National Recreation Association has advanced the following criteria or standards for a community recreation program: The program should:

1. Afford equal opportunity in the way of facilities and activities to all parts of the city (No neighborhood should be neglected).
2. Afford activities well distributed throughout the entire year (program should not be restricted largely to summer months or to a brief winter season).
3. Serve all age groups including the old folks.
4. Provide reasonable balance between the indoor and outdoor activities (The proportion between the two will vary from city to city.)
5. Provide equal opportunities for both sexes.
6. Provide for varying levels of skill and ability.
7. Have a definite relationship to the school program of teaching leisure-time skills and of developing recreational interests.
8. Definitely encourage individuals and groups to initiate and carry on their own activities.
9. Give participants a share in the planning and conduct of the activities.
10. Afford opportunities for cooperative activity as well as competition.
11. Be definitely related to the recreation programs furnished by non-public agencies.
12. Be sensitive to changing conditions, interests, and needs of the people as evidenced by program changes from year to year.
13. Encourage informal individual activity as well as highly organized group projects.
14. Sponsor home play and activities which individuals can carry on at home.
15. Include community-wide features as well as activities conducted at individual playgrounds and centers.
16. Provide special services to racial groups, industrial and commercial organizations, churches and other institutions.
17. Afford recreation workers a definite opportunity to submit each year or season specific suggestions regarding program.
18. Provide definite means for people to indicate their recreation desires and preferences and to submit suggestions regarding the program.

An analysis of the program situation in Minneapolis as compared with the above criteria discloses the following conditions: (Criteria taken in order of their presentation.)

1. The present layout of areas or facilities does not provide equal opportunity in all parts of the city. Several of the most socially needy parts of the city are without areas or facilities. Large areas of the city are not within practical range-use of swimming facilities. Only one neighborhood is equipped with what may be called a general recreation building.
2. The program does not afford activities distributed throughout the entire year except in the field of certain physical activities. According to one standard relating to playground activities Minneapolis with 500,000 people should have about 40,000 playground sessions per year. (A session is defined as a morning, afternoon or evening opening of a given playground). The present playground program provides only about 6,000 sessions per year (52 days, 3 sessions per day, 37 playgrounds). To meet the criteria or standard would require about 120 playgrounds open about 310 days of the year.
3. While the program does reach people of all ages the service to little children is very limited (not a single playground has a tot-lot specifically designed and protected for little children); some facilities have been provided for old men but aside from horseshoe courts and games tables specific provisions for the old men are very limited outdoors and scarcely none for indoor activities. A program for middle-aged and older women is practically non-existent.
4. In the present program there is not a reasonable balance between outdoor and indoor activities. The reason for this is the lack of general recreation center buildings (there being but one gymnasium in the entire park system), and lack of funds have not made it possible for the Recreation Division to make wider use of the facilities for indoor activities available in the schools.
5. An effort is made to provide equal opportunities for both sexes, especially evidenced on the playgrounds, swimming and skating facilities, organized athletics, etc. However, it must be admitted that more emphasis in the present program is placed on activities for boys and men than girls and women, or else the boys and men make more use of the opportunities afforded.
6. A definite effort is made in the present program to provide for varying levels of skill and ability, this is particularly true in the organized physical activity program.
7. There is no evidence that there is a definite relationship to the school program of teaching leisure-time skills and of developing recreation interests.
8. Definite encouragement is given individuals and groups to initiate and carry on their own programs. This is evidenced by the vast volume of use made of the parks and recreation facilities by individuals and groups of their own initiative.
9. In the planning, organization and conduct of the sports and games program for both men and women, the participants take an active part. In the conduct of the archery club, hiking club and other features of the program, the participants have a large share in conducting their programs. This principle is well established in the conduct of the Recreation Division.
10. The principle of providing opportunities for cooperative activity as well as competition is well established in the conduct of the affairs of the Recreation Division.
11. In many respects the program of services of the Park Department through the Recreation Division is closely related to the recreation programs provided by non-public agencies. The Director of Recreation is a member of the Recreation Division of the Council of Social Agencies and is in frequent consultation with the non-public leisure-time agencies in this Division; the Recreation Division

makes available to all these agencies facilities provided by the Park Department. In relation to these various non-public leisure-time agencies the Recreation Division acts on the principle of "Live and let live"; and in fact encourages them to expand their services wherever possible.

12. There is every evidence that the administrative staff of the Recreation Division is sensitive to changing conditions, interests and needs of the people as evidenced by program changes from year to year.

13. Informal individual activity in the Minneapolis Park-Recreation System is one of the most distinguishing features of its services.

14. During past years, campaigns for backyard playgrounds and suggestions for home recreation have been conducted.

15. Before financial difficulties beset the Department community-wide affairs were featured in the program of the Recreation Division.

16. Special services are provided industrial and commercial establishments, churches, racial groups, institutions. This includes providing facilities for picnics and social affairs; providing leadership and games facilities for their programs whenever desired; organizing and incorporating athletic teams in leagues conducted by the Division; etc.

17. The staff members of the Recreation Division of the Park Department are given every opportunity to submit suggestions concerning the program.

18. No definite plans or techniques have been developed by the Recreation Division whereby the people can, more or less continuously, indicate their recreation desires and preferences, and to submit suggestions concerning the program.

From the above analysis of the principles and policies of the concept and conduct of the program of the Minneapolis Park Department through its Recreation Division in comparison with the national criteria standards we conclude that:

1. The principals and policies of action of the Recreation Division of the Park Department conform closely to most of the national criteria standards, and that the officials are thoroughly conscious of failure to measure up to some of these criteria.

2. The Park Department through its Recreation Division and general services of the Department as a whole is eager and willing to provide equal opportunities for recreation to all sections of the city; and to organize and conduct its program of recreation more fully on a year round plan.

The achievement of these goals await the strengthening of the financial resources of the Department both as to funds for capital outlays and for operation and maintenance.

CHAPTER III.

Properties in the Minneapolis Park System

Their Classification as to Function.

Deficiencies in Certain Types of Park Areas.

In the following tables an attempt has been made to classify the properties according to character, size, or functions. This classification will not be strictly true because of the multitudinous character or function of several of the properties.

1. Small squares, ovals, places, triangles:

Adams Triangle.....	0.320 Acres
Architect's Triangle.....	0.600
Barnes Place.....	0.570
Barton Triangle.....	0.022
Bassett Triangle.....	0.030
Bedford Triangle.....	0.009
Caleb Dorr Circle.....	0.103
Cedar Avenue Triangle.....	0.021
Chowen Triangle.....	0.057
Clarence Triangle.....	0.024
Clifton Triangle.....	0.034
Cottage Park.....	0.526
Crystal Lake Triangle.....	0.053
Dell Park.....	0.438
Dell Place.....	0.037
Elmwood Triangle.....	0.020
Euclid Triangle.....	0.330
Franklin Triangle.....	0.047
Fremont Triangle.....	0.050
Gladstone Triangle.....	0.060
Groveland Triangle.....	0.209
Hiawatha Triangle.....	0.500
Hillside Triangle.....	0.607
Humboldt Triangle.....	0.300
Iagoo Triangle.....	0.045
Irving Triangle.....	0.110
Kenwood Triangle.....	0.020
LaSalle Triangle.....	0.045
Laurel Triangle.....	0.010
Lowry Triangle.....	0.160
Midway Triangle.....	0.030
Monroe Place.....	0.048
Mt. Curve Triangle.....	2.320
Newton Triangle.....	0.120
Normanna Triangle.....	0.070
Oak Crest Triangle.....	0.005
Oliver Triangle.....	0.040
Orlin Triangle.....	0.013
Osseo Triangle.....	0.025
Park Avenue Triangle.....	0.068
Park Siding.....	3.010
Rollins Triangle.....	0.001
Royalston Triangle.....	0.200
Russell Triangle.....	0.026

Rustic Lodge.....	0.175
Seven Oaks Oval.....	2.079
Sibley Triangle.....	0.060
Smith Triangle.....	0.260
Snyder Triangle.....	0.063
St. Louis Triangle.....	0.254
Svea Triangle.....	0.089
Vineland Triangle.....	0.050
Virginia Triangle.....	0.167
Washington Triangle.....	0.040
Waveland Triangle.....	1.872
West End Triangle.....	0.290
Wenonah Triangle.....	<u>0.140</u>

16.872

There are 57 properties of this type. This is 40.4 per cent of all the properties in the entire park system.

The total acreage of the 57 properties is 16.872. This is but about three-tenths of one per cent of the total acreage of the park system.

The social values from an active recreation viewpoint of this type of property is practically nil. A few of them might be used for "tot lot" playgrounds but the department could not afford to supervise them. Their human value is in some instances to provide rest places, add some aesthetic attraction to the neighborhoods in which they are located, promote health by letting in a little more sunlight and wherever they are adorned with trees, shrubs, grass or flowers they tend to aid in purifying the air.

On the whole they are an expensive type of property to maintain in proportion to their biologic and aesthetic values. Most park administrators agree on this and would gladly be rid of them in their systems.

They represent as a rule no capital outlay for acquisition. They come into existence chiefly as odds and ends of land in laying out subdivisions.

If real estate subdividers wish to do something really worthwhile and constructive in the neighborhoods they are aiding to create they should set aside sufficient area to serve as a genuine neighborhood rest park, or playground, or in large subdivisions an area sufficient for a playfield or neighborhood recreation park.

2. Small Scenic and Rest Parks:

<u>Names</u>	<u>Acres</u>	<u>Notes</u>
Dorilus Morrison.....	8.490	Site of Museum of Fine Arts and of the School of Fine Arts.
Elliott.....	6.924	Children's wading pool. Table games for old men
Farwell.....	1.220	
Franklin Steele Square.....	1.540	Tables for games for old men
Glen Gale.....	1.675	Small skating rink
Lovell Square.....	1.350	1 tennis court

<u>Names</u>	<u>Acres</u>	<u>Notes</u>
Murphy Square.....	3.330	
Pioneer Square.....	2.500	
Richard Chute Square.....	1.070	Site of Pioneer Museum
Stevens Square.....	2.480	
The Gateway.....	1.217	Comfort Station and Tourist Information Bureau
Tower Hill.....	4.700	2 Tennis courts. Coasting in winter
Washburn Fair Oaks.....	7.480	
Wilson Park.....	<u>1.130</u>	
	45.106	

Most of these parks are quite old. Seven were acquired before 1900; six between 1900 and 1912; and one as late as 1932 (Pioneer Square). Located for the most part in the older sections of the city their inventory value is fairly high it being about 10 per cent of the entire inventory value of the park system.

In number they represent 9.9 per cent of the total number of properties but their acreage is only a little under 1 per cent of the total acreage of the system.

The future status of these parks is not likely to change so far as their use is concerned, although some of them are located in sections of the city where playgrounds are badly needed. This is the case with Elliot Park, Franklin Steele Square, Stevens Square, Murphy Square, Lovell and Farwell parks, and Richard Chute Square.

3. Playground Parks:

This classification is based on size and primary use chiefly. A few of the properties, in spite of their small size, are really used as playfields instead of children's playgrounds.

<u>Names</u>	<u>Acres</u>	<u>Notes</u>
Bryant Square.....	3.680	
Cedar Avenue Field.....	1.708	
Clinton Field.....	1.500	
Elwell Field.....	3.700	Used as a playfield.
Frank H. Peavey Field....	3.943	
Hiawatha School Plgd.....	4.100	

<u>Names</u>	<u>Acres</u>	<u>Notes</u>
Jackson Square.....	2.32	
Keewaydin Field.....	4.13	
Prospect Field.....	5.308	
Sheridan Field.....	1.250	Leased to the School Board
Sixth Ward Playground.....	1.250	
Stewart Field.....	3.573	
Sumner Field.....	4.449	
Van Cleve Park.....	6.970	
Longfellow Gardens.....	<u>4.608</u>	To be developed as playground, Site of Branch Library.
	52.489	

These fifteen playground parks represent 10.6 per cent of the total number of parks in the system.

Their total acreage represents only 1.04 per cent of the total acreage of the system.

This type of property which in any well planned open space system should be the most numerous of all properties in the system is heavily supplemented by children's playground areas in neighborhood recreation parks and playfields, and by the public school sites as will be shown later.

4. Neighborhood Recreation Parks and Playfields.

These parks are so classified because they are designed to provide opportunities for active recreation for adults as well as children. Most of them also provide opportunities for passive as well as active recreation.

<u>Name</u>	<u>Acreage</u>	<u>Notes</u>
Audubon Park.....	5.389	Children's playground
Bottineau Field.....	6.220	Children's playground
Bassett's Creek Valley.....	56.400	Children's playground
Bryn Mawr Meadows.....	39.220	Children's playground
Edmund J. Phelps Field.....	7.620	Children's playground
Farview Park.....	20.820	Children's playground
Folwell Park.....	26.750	Children's playground
George A. Brackett Field...	12.080	Children's playground
Kenwood Park.....	33.430	Children's playground to be developed.

<u>Name</u>	<u>Acroage</u>	<u>Notes</u>
Linden Hills Field.....	7.971	Children's playground
Logan Park.....	10.080	Children's playground
Longfellow Field.....	12.520	Children's playground
Loring Park.....	35.820	Children's playground
Lyndale Farmstead.....	16.141	Children's playground
Lynnhurst Field.....	8.268	Children's playground
Maple Hill.....	8.040	Children's playground
Marshall Terrace.....	7.750	Children's playground
Nicollet Field.....	21.300	Children's playground
North Commons.....	25.740	Children's playground
Northeast Athletic Field...	36.580	Undeveloped
Pearl Lake.....	28.960	Children's playground
Pershing Field.....	10.000	Children's playground
Powderhorn Lake Park.....	65.510	Children's playground
Riverside Park.....	42.280	Children's playground
Sibley Field.....	9.880	Children's playground
The Parade.....	66.710	City-wide sports center
Charles A. Webber Park.....	24.900	Children's playground
Workhouse Site.....	8.400	Children's playground
Windom Park.....	8.630	Children's playground

663.409

In number these 29 properties represent 20.5 per cent of all properties in the park system.

The total acreage of the 29 properties is 663.409 or 13.15 per cent of the total acreage of the entire park system.

It is to be noted that practically all of them comprise a children's playground in their design and development. This is correct planning.

This type of property is of fundamental importance in the planning of a park system. When they are equipped with a general recreation building they become the focal points of the year-round program of recreation of the system providing some opportunities for recreation for all ages and both sexes and in addition, when large enough, provide also the facilities of a neighborhood rest park.

The Park Board is to be highly commended for the constructive attention it has given to providing this type of property.

5. Large Recreation Parks:

<u>Name</u>	<u>Acreage</u>	<u>Notes</u>
Armour Golf Course.....	154.800	18-hole golf course
Columbia Park.....	183.039	18-hole golf course, picnic facilities, tennis courts, ball field, winter sports facilities.
Lake Hiawatha Park.....	234.110	18-hole golf course, children's playground, playfield, bathing
Lake Calhoun Park.....	522.570	Bathing beaches, picnic facilities, playfields, games courts, boating, canoeing and sailing, children's playground apparatus.
Lake Harriet Park.....	402.073	Bathing beaches, picnic grounds, boating and canoeing, tennis courts, children's playground apparatus.
Lake of the Isles Park....	199.676	Winter sports
Lake Nokomis Park.....	408.480	Bathing, playfields, games courts, picnic sites, children's playground apparatus.
Meadowbrook Golf Course...	209.190	18-hole golf course
Minnehaha State Park,.....	144.550	Picnic facilities, games courts, children's playground apparatus, winter sports, tourist camp
Theodore Wirth Park.....	681.161	Bathing, picnic facilities, winter sports, games courts, children's playground apparatus, 18-hole golf course.
	3,139.649	

While these ten large parks constitute but 7 per cent of all the parks of the park system their acreage comprises 62.2 per cent of the total acreage of the park system.

Two of the large recreation park areas are devoted exclusively to one form of recreation, viz. golf (Armour and Meadowbrook). All the others provide many forms of recreation both active and passive, organized and unorganized, and serve the people through all seasons of the year.

6. Small Landscaped Parks:

These parks in reality belong in the classification of large recreation parks but because of the difference in the areas as compared with the large parks they are classified separately.

<u>Name</u>	<u>Acreage</u>	<u>Notes</u>
Diamond Lake.....	68.83	Undeveloped
Lyndale Park.....	61.26	Rose gardens, horticulture displays
Minnehaha Creek West.....	39.19	

<u>Name</u>	<u>Acreage</u>	<u>Notes</u>
Valley View Park.....	22.22	
William Berry Park.....	25.50	Playfield, archery range.
5 properties	217.00 acres	

This type of property comprises 3.5 per cent of the total number of properties in the system and has in their areas 4.30 per cent of the total area of the park system.

The essential landscape character of these properties will not likely change greatly in the future although William Berry Park may be more fully developed for certain forms of active recreation. Diamond Lake will probably provide at its southern end when developed an area of the character of a neighborhood recreation park.

7. Parkways, Boulevards and Highways:

<u>Name</u>	<u>Acreage</u>	<u>Notes</u>
Cedar Lake Boulevard.....	49.519	
Dean Boulevard.....	17.530	
Glenwood-Camden Parkway.....	172.125	
Kenwood Parkway.....	20.600	
Kings Highway.....	17.589	
Linden Hills Boulevard.....	5.588	
Minnehaha Parkway.....	235.906	
River Road East.....	72.407	
River Road West.....	173.041	
St. Anthony Boulevard.....	103.077	
Stinson Boulevard.....	38.549	
The Mall.....	4.757	
	910.688 acres	

The system of boulevards and parkways in the Minneapolis park system is so located that the various units will never become purely rapid transit ways as has been the case in the boulevard systems of so many park and parkway systems of cities of this country. They will always more nearly retain their essential qualities and services as pleasure driveways and for this reason are a valuable asset to the recreational life of the people, especially those owning automobiles. Moreover, the extent of the lands acquired gives them the character in many respects of large landscaped parks, ideal for hiking, picnicking, nature study, etc. thus serving large numbers of people who may or may not own automobiles. Furthermore, they have been the means of preserving some of the

outstanding topographic features of the city's area. From this point of view it is to be hoped that additional lands along the Mississippi River will be secured to complete the river parkway especially on the west side.

Summary
Types of Properties

<u>Types</u>	<u>Number</u>	<u>Per Cent Total Properties</u>	<u>Area Acres</u>	<u>Per Cent of Total Acres</u>
Small Squares, Ovals, Triangles, Places	57	40.2%	16.872	.33%
Small Scenic and Rest Parks	14	9.8	45.106	.89
Playground Parks	15	10.6	52.489	1.04
Neighborhood Recreation Parks and Playfields	29	20.4	663.409	13.15
Large Landscaped Recreation Parks	10	7.0	3,139.649	62.23
Small Landscaped Parks	5	3.5	217.000	4.30
Parkways, Boulevards Highways, etc.	<u>12</u>	<u>8.5</u>	<u>910.688</u>	<u>18.06</u>
	142	100%	5,045.213	100%

Does the Minneapolis Park System conform to National Standards as to total amount of acreage to population and as to types of areas within the total?

With respect to ratio of total acreage to population the Park System conforms to the National Standard of one acre to every one hundred (100) of the population, the ratio being one (1) acre to every ninety-nine (99) inhabitants, now (1944). However, new acquisitions have not been keeping pace with the increase with the population. Thirty years ago (1914-15) the ratio was about one acre to every eighty-six or eighty-seven of the population. Unless there are new acquisitions in this decade the probabilities are that by 1950 Minneapolis will be below the National Standard.

Within the total of 5,045.213 acres comprising the park system at the present time (1944) there is found examples of all the essential types of properties recognized as desirable in a well-planned, balanced system, but the system is markedly deficient in two fundamental types, viz. children's playgrounds and neighborhood recreation parks.

The National Standard suggests there should be one acre of playground space for every 800 of the population. The application of this standard to Minneapolis would mean 625 acres of playground space. The desirable minimum size of a first class playground is about five (5) acres. This would indicate that there should be in Minneapolis now 125 playgrounds. Counting the total acreage of the playground parks (52.489 acres) and allowing five acres for

playgrounds in the 29 neighborhood recreation parks and playfields (145 acres) the present system has a total of 197 acres that are or may be devoted to children's playgrounds and a total of 43 grounds or spaces. In addition, Hiawatha Lake Park is provided with a playground in its design.

Thus at the present time (1944) the Minneapolis Park System has only 23.2 per cent of the desirable number of acres for playgrounds and 34.4 per cent of the desirable number of grounds. These percentages would be raised somewhat if the school grounds large enough for practical use as playgrounds were included as they properly may be.

The National Standard for neighborhood Recreation Parks or playfields is one acre to every 800 of the inhabitants. The application of this standard to Minneapolis would mean that there should be 625 acres primarily devoted to neighborhood recreation parks or playfields. The minimum desirable size of a neighborhood recreation park or playfield is 10 acres, ranging from this minimum upward to 20, 30 or even 50 acres. After making allowance for those areas of the city occupied by transportation lines, industrial establishments, commercial establishments and certain public uses we conclude that there should be approximately 40 different spaces of the neighborhood recreation park or playfield type of property in the system. Another standard with respect to this type of property is that there should be one for every square mile of residential area.

At the present time there are 29 properties of this type in the Minneapolis Park System with a total acreage of 663 acres. In total acreage, the national standard is exceeded now. Included in this total, however, there are two properties that might more properly be classed as children's playground parks (Audubon and Bottineau fields), two as city-wide athletic or sports centers (The Parade and the Northeast Athletic Field) and many of the larger of the other properties comprise a high percentage of purely landscaped areas as is quite proper in large properties of this character, although in some this is excessive.

At the present time the Minneapolis Park System contains 61.5 per cent of the desirable number of this type of area; and, on the basis of the figures nearly 100 per cent of the total desirable acreage. However, with respect to the total acreage allowance must be made for the large per cent of the area of many of the individual properties devoted primarily to landscaping, combining as it were neighborhood landscaped parks with neighborhood recreation parks, and for properties of a city-wide function.

In many cities this type of property would be supplemented by high school grounds ranging from 20 acres upwards; and junior high school grounds ranging from 10 acres upward. In Minneapolis, there are no such senior or junior high school sites. Consequently, the providing of this type of property becomes entirely a duty and function of the Park Department.

It will be desirable and necessary for the Park Department to increase the number of neighborhood recreation parks or playfields in the future to the number of 10 or 11 at least in order to provide the city with a complete coverage and balanced system of this type of property.

There are no national standards governing the total acreage or numbers of the other types of properties comprising a well planned and balanced park system. The most that may be said is as follows: After applying the national standard of 1 acre to every 100 of the inhabitants (in Minneapolis 5,000 acres) and then arriving at the minimum total desirable acreage in a system of open spaces for parks and recreation, eliminate the desirable acreage for playgrounds and neighborhood recreation parks or playfields (in Minneapolis 1,250 acres)

the resulting total of 3,750 acres remains for all other types of properties, such as ovals, triangles, etc.; small scenic rest parks; parkways and boulevards; and large landscaped recreation parks. The bulk of this acreage would and should be in large parks.

At the present time, the total acreage comprised in ovals, triangles, etc.; small scenic rest parks; small landscaped parks and large landscaped recreation parks; and parkways and boulevards is 4,332.822 or 85.8 per cent of the total acreage of the system. The large recreation parks and small landscaped parks comprise 3,348.619 acres or 66.5 per cent of the total acreage in the system.

The system is unbalanced because of the lack of sufficient land for playgrounds and neighborhood recreation parks or playfields but no fault is to be found with the present status of the acreage devoted to the other types of properties, especially large landscaped recreation parks.

My own judgment is that in planning a park system, after the requirements of the national standards for playgrounds and neighborhood recreation parks or playfields are satisfied, the standard of 1 acre for every 100 inhabitants should be ignored especially in acquiring large parks and topographic areas which should more properly be devoted to parks than to any other purpose in the community. Thus in Minneapolis there is no question in my judgment but that much more of the banks of the Mississippi River should be included in the park system than is now the case and that Nicollet Island should be included in the system. Likewise there are no large forest-recreation parks such as many cities have provided as retreats for the people, through the municipal park system. This last type of property is sometimes provided through a county park system or sometimes by state action in establishing state forest-parks in the vicinity of cities. It would be good planning if there were as much as 30,000 to 50,000 acres of such outlying forest lands as a part of the system. The plans which have already been formulated for the acquisition of the valley and adjacent high lands of the Minnehaha Creek outside of the city are to be highly commended in this connection. Serious and favorable consideration should also be given to the possibilities for large forest parks along the Minnesota River, and perhaps to the Mississippi River outside the boundaries of the city.

The six neighborhood recreation parks and fields comprising a total of 111.059 acres are 15.5 per cent of all such properties in the park system. The population of the District is 17.5 per cent of the total population of the city.

According to the National Standard for playgrounds and neighborhood recreation parks or playfields there should be 107.7 acres for playgrounds and for neighborhood recreation parks and playfields 107.7 acres or a total for the two types of properties of 215.4 acres. In other words, the District has about half (51.7%) of the national standard for these types of properties.

The one small landscaped park is 7.3 per cent in acreage of the entire acreage of this type in the system.

The large park acreage of the district is 10.3 per cent of the total large landscaped park acreage of the system. The population of the district is 17.5 per cent of the total population of the city.

The area of the parkway in the district is 18.9 per cent of the total area of all parkways, boulevards and highways in the park system.

Summary

It appears that percentage of the total park acreage in the district of the total park acreage in the entire system of the city (13.8 per cent) is less than the extent of the population warrants. The population of the district is 17.5 per cent of the total population of the district.

The relation of the acreage of neighborhood recreation parks and the population is more nearly balanced, the total acreage of this type of park being 15.5 per cent of the total acreage of neighborhood recreation parks of the system, while the population is 17.5 per cent of the total population. However, the total acreage of the neighborhood recreation parks is 51.7 per cent of the national standard for this type of property for 85,953 people.

There is a deficiency in relation between the acreage in large parks and the population. This, however, will be remedied by future acquisitions of considerable large areas along the river.

Note - this page to follow "INSERT" as marked on Page 37

CHAPTER IV.

Classification of Park Properties by Survey Districts

The Distribution of the Various Types of Park Properties Throughout the City in Relation to the Distribution of Population.

A park system may conform in its total acreage to the national standard yet be poorly planned with respect to the distribution of its various elements in relation to the distribution of the population. In the following pages an attempt is made to show the distribution of the various elements of the Minneapolis Park System in relation to the distribution of the population. For convenience in this analysis the city is divided into seven districts based partly on geography and partly on ward lines.

District Divisions

	<u>Population-1940</u>	<u>Per Cent of Pop. of City</u>
1. Northeast District (Wards 1 and 9)	51,364	10.4%
2. Second Ward District	21,494	4.4
3. North District (Wards 3 and 10)	85,953	17.5
4. Fourth Ward District	35,432	7.2
5. Central District (Wards 6, 5, 11)	113,768	23.1
6. East Lake District (Wards 7 and 12)	97,326	19.7
7. South West District (Wards 8 and 13)	87,033	17.7
	<hr/> 492,370	<hr/> 100%

1. Northeast District: Ward 1 - Population: 20,721 - 1940
Ward 9 - Population: 30,643 - 1940
51,364 - 1940

<u>a. Playground Parks</u>	<u>Acres</u>	<u>Notes</u>
Jackson Square	2.320	
Sheridan Field	1.250	Leased to School Board
<u>b. Neighborhood Recreation Parks and Playfields</u>		
Audubon Park	5.389	Playground
Bottineau Field	6.220	Playground

Logan Park	10.080	Playground
Maple Hill	8.040	Playground
Marshall Terrace	7.750	Playground
Northeast Athletic F.	36.580	Undeveloped
Windom Park	<u>8.630</u>	Playground
Total	86.259 acres	

The combined playground and neighborhood recreation-playfield park acreage is 12.0 per cent of the total of such properties in the entire system of parks. Compare this with the district population of 10.4 per cent of the total population of the city.

However, judged by national standards for playground and neighborhood recreation-playfield park areas for a region inhabited by 51,364 people, the existing combined areas of playground and neighborhood recreation-playfield parks (86.259 acres) is but 67.3 per cent of the desirable acreage of such properties (64.1 acres of playground parks and 64.1 acres of neighborhood recreation park-playfield areas.)

c. Large Recreation Parks Acres

Columbia Park	183.039
Armour Golf Course	<u>154.800</u> - Outside city limits
	337.839

d. Boulevards

Stinson Boulevard	38.549
St. Anthony Boulevard	<u>103.077</u> - Partially outside city limits
	141.626

The large recreation park acreage is 10.8 per cent of the total large and small landscaped parks in the system. Population is 10.4 of the total population of the city.

The boulevard acreage is 15.5 per cent of the total area devoted to parkways, boulevards in park system.

The combined total of all park properties in the district is 12.0 per cent of the total acreage of the entire park system. Population is 10.4 per cent of the total population of the city.

It would appear, therefore, that this district has received its due share of the total acreage of the present park system as compared with the population of 1940.

The deficiency in a completed system is in the small acreage of areas for playgrounds and neighborhood recreation park-playfield areas, and in the fact that the Armour Golf Course is devoted entirely to golf and lies outside the city limits.

2. Second ward District: Ward 2 - Population: 21,494 - 1940

a. <u>Playground Parks</u>	<u>Acres</u>	
Van Cleve Park	6.97	
Prospect Field	<u>5.308</u>	12.278
b. <u>Playfield Parks</u>		
Elwell Field	3.70	3.70
c. <u>Scenic Rest Parks</u>		
Richard Chute Square	1.07	
Tower Hill	<u>4.70</u>	5.77
d. <u>Parkways, Boulevards</u>		
River Road East	72.407	<u>72.407</u>
Total acreage		94.155

The present total area of playgrounds and playfields in the Second Ward District is 15.978 acres which is but 2.3 per cent of the total of all playground and neighborhood-playfield park acreage in the park system. The population of the ward is 4.4 per cent of the total population of the city. It would appear, therefore, that this District has not received the attention with respect to these types of properties which its population warrants.

According to national standards this district should have 26.86 acres in playgrounds; and 26.86 acres in neighborhood recreation-playfield parks, or a total of 53.72 acres.

The present total area of playgrounds and playfields (15.978 acres) is but 30.2 per cent of the desirable total.

Marshall High School Athletic Field of 6.17 might be added as a supplementary acreage to the total existing acreage.

The scenic-rest parks in the district comprise 12.8 per cent of the total acreage of such parks in the system (Tower Hill).

River Road East comprises 7.9 per cent of the total acreage in the parkways, boulevard system.

The entire acreage of all park properties in the district is but 2.0 per cent of the total acreage in the park system, while the population is 4.4 per cent of the total population of the city.

3. North District: Ward 3. Population: 42,346 - 1940
Ward 10. Population: 43,607 - 1940
85,953 - 1940

a. Small Scenic and Rest Parks

Glen Gale 1.675

Farwell	1.220		
Lovell	<u>1.350</u>	4.245	
b. <u>Neighborhood Recreation Parks</u>			
Workhouse Site	8.40		
Charles C. Webber Park	24.90		
Folwell Park	26.75		
Farview Park	20.82		
North Commons	25.74		
Sumner Field	<u>4.449</u>	111.059	
c. <u>Small Landscaped Parks</u>			
Valley View Park	22.22	22.22	Outside city limits
d. <u>Large Landscaped Recreation Parks</u>			
Theodore Wirth Park	340.58	340.58	About 1/2 total area Chiefly outside c.limits
e. <u>Parkways and boulevards</u>			
Glenwood-Camden Parkway	172.125	<u>172.125</u>	
Total acreage		650.229	

The total area of all park property within the District exclusive of ovals, triangles, squares, places, etc. is 650.229 acres which is 13.5 per cent of the total area of the park system. The population of the district is 17.5 per cent of the total population of the city.

The three small scenic and rest parks with a total acreage of 4.245 represent 9.4 per cent of all properties of this character in the park system.

There are no specific playground parks in the district although Sumner Field should properly be classed as such.

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4. Fourth Ward District: Ward 4. Population, 35,432 - 1940

a. <u>Scenic-Rest Parks</u>	<u>Acres</u>	
Wilson Park	1.130	1.130
b. <u>Neighborhood Recreation Parks</u>		
Bassett's Creek	56.40	
Bryn Mawr Meadows	39.22	
Kenwood Park	33.43	
Loring Park	35.82	
The Parade	<u>66.71</u>	231.58

c. Large Landscape Recreation Parks

Theodore Wirth Park	340.58	About 1/2 total area chiefly outside city limits.
Lake of the Isles	<u>199.676</u>	540.256

d. Parkways, Boulevards

Cedar Lake Boulevard	49.519	
Kenwood Parkway	<u>20.60</u>	<u>70.119</u>
Total Acres		843.085

The population of this district is 7.2 per cent of the total population of the city.

There are no strictly playground parks in the district.

The district has in neighborhood recreation parks 32.3 per cent of the total acreage of all such parks in the system. Two of these, however, the Parade and Bryn Mawr, are city-wide sports centers rather than neighborhood recreation parks. No other District in the city is so abundantly provided with parks of this type. With the exception of The Parade each of them includes a children's playground in its layout. The National Standard for playground parks and neighborhood recreation parks calls for only 88.4 acres for a District of this population. The existing properties far exceed this acreage.

The 540.25 acres of large landscape parks comprise 17.1 per cent of the total acreage of parks of this character in the system.

Boulevards and parkways (70.119 acres) comprise 7.7 per cent of the total acres in the parkway and boulevards of the park system.

The total acres (843.085) of parks in the district are 17.5 per cent of the total acreage in the entire park system. The population is 7.2 per cent of the total population of the city.

The disproportion between the population and the total acreage of parks in this Ward should not be subjected to criticism for the reason it was desirable to secure topographic areas suitable only for park purposes as a part of the chain of lake parks along the western side of the city.

5. Central District: Ward 6 - Population: 22,761 - 1940
Ward 5 - Population: 48,021 - 1940
Ward 11- Population: 42,986 - 1940

Total 113,768

a. Scenic and Rest Parks

Dorilus Morrison Park	8.490
Elliott Park	6.924
Franklin Steel Sq.	1.540

Pioneer Square	2.500	
Washburn Fair Oaks	7.480	
Stevens Square	2.480	
The Gateway	1.217	
Murphy Square	<u>3.330</u>	33.961

b. Playground Parks

6th Ward Playground	1.250	
Cedar Avenue Field	1.708	
Clinton Field	1.500	
Frank H. Peavey Field	3.943	
Stewart Field	<u>3.573</u>	11.974

c. Neighborhood Recreation Parks

Powderhorn Lake Park	65.510	
Riverside Park	<u>42.280</u>	<u>107.790</u>

Total acres		153.725
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This district contains 23.1 per cent of the total population of the city.

The eight scenic and rest parks comprise in their total area 75.3 per cent of the total acreage of parks of this character in the park system.

The five playground parks comprise 22.8 per cent of the total area of such parks in the entire system of parks, and the total acreage of the two neighborhood parks is 16.3 per cent of the total acreage of the parks of this character in the system, but they are only 6.2 per cent of the total number of such parks in the entire park system.

For a district with this population the national standard for playgrounds calls for 142 acres and for neighborhood recreation parks another 142 acres making a total for playgrounds and neighborhood recreation parks of 284 acres. The existing properties used for playgrounds and neighborhood recreation parks (119.764 acres) is but 42.3 per cent of the desirable total acreage.

The total area of playground and neighborhood recreation parks (119.764 acres) is 16.8 per cent of the total area of all such properties in the entire park system. (Population 23.1 per cent of the total population of the city.) This is not as favorable a condition as the figures indicate because of the large acreage comprised in the two neighborhood recreation parks and because of the large percentage in these two properties devoted to landscape.

6. <u>East Lake District:</u>	Ward 7 - Population:	44,284 - 1940
	Ward 12- Population:	<u>53,042</u> - 1940
	Total	97,326 - 1940

a. Playground Parks

Hiawatha School Playground	4.10	
Longfellow Gardens	4.608	- undeveloped
Keewaydin Field	<u>4.13</u>	12.838

b. Neighborhood Recreation
Parks and Playfields

George A. Brackett	12.08	
Longfellow Field	12.52	
Nicollet Field	21.30	
Phelps Field	7.62	
Sibley Field	9.88	
Pearl Lake	<u>28.96</u>	92.36

c. Large Recreation
Landscaped Parks

Hiawatha Park	234.11	
Lake Nokomis Park	408.48	
Minnehaha State Park	<u>144.55</u>	787.14

d. Small Landscaped Parks

Diamond Lake Park	68.83	68.83 - undeveloped
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e. Parkways, Boulevards, etc.

River Road West	173.041	
Minnehaha Parkway	<u>157.270</u>	<u>330.311</u>

Total of all properties 1,291.479 acres

The population of the East Lake District is 19.7 per cent of the total population of the city.

The total area of park properties in the district (except ovals, triangles, places, etc.) is 1,291.479 acres which is 26.8 per cent of all properties in the park system.

Powderhorn Lake Park (65.510 acres) also services a considerable segment of the population in the East Lake District.

The playground park acreage in the District is 28.0 per cent of the total acreage of such properties in the Park System. All the neighborhood recreation park areas include children's playgrounds in their design; likewise the large landscaped recreation Hiawatha Park includes a playground. Playgrounds could be included in the designs of the large parks, Lake Nokomis Park and Minnehaha State Park, if the needs warrant it.

The total acreage of the neighborhood recreation parks and playfields (105.198 acres) is 14.7 per cent of the total acreage of all such properties in the park system. In addition, part of the district is served by Powderhorn Lake Park in District 5, and there is large space in Lake Nokomis Park used for playfield purposes.

Total acreage of the large landscape recreation parks in the district (855.97) is 27.2 per cent of the total area of all such properties in the park system. (Population of the district is 19.7 per cent of the total population of the city.)

The area of the one small landscape park in the district (68.83 acres-Diamond Lake-undeveloped) is 22.2 per cent of the total area of all such properties in the park system.

The area of the parkways in the District is 36.4 per cent of the total acreage of all such properties in the park system.

It appears, therefore, that the section of the city comprised in the East Lake District is amply provided with all the essentially desirable types of properties with some leeway for further expansion of the population.

A possible exception may be noted in the case of children's playgrounds. The national standard calls for about 125 acres to be devoted to children's playgrounds or between 20 to 25 different sites. There are now nine sites in use and four more potential sites in park properties. Two school sites are being supervised this year by the Board of Education and there are several other school grounds in the district that have potential possibilities for children's playgrounds.

7. Southwest District.	Ward 8 - Population:	48,368 - 1940
	Ward 13- Population:	<u>38,665</u> - 1940
	Total	87,033 - 1940

a. Playground Parks

Bryant Square	3.68	3.68
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b. Neighborhood Recreation Parks and Playfields

Lyndale Farmstead	16.141	
Lynnhurst Field	8.268	
Pershing Field	10.00	
Linden Hills Field	<u>7.971</u>	42.38

c. Large Recreation Landscaped Parks

Lake Harriet	402.073	
Lake Calhoun	<u>522.57</u>	924.643

d. Small Landscaped Parks

Lyndale Park	61.26	
William Berry Park	25.50	
Minnehaha Creek West	<u>39.19</u>	125.95

e. Parkways and Boulevards

Dean Boulevard	17.530	
King's Highway	17.589	
Linden Hills Blvd.	5.588	
Minnehaha Parkway	78.636 - 1/3 of total	
The Mall	<u>4.757</u>	<u>124.100</u>

Total acres		1,220.753
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The population of the district is 17.7 per cent of the total population of the city.

The total area of all park properties in the district (1,220.753 acres) is 25.3 per cent of all park properties in the city. It should be noted, however, that Lake of the Isles Park is adjacent to a segment of the northern part of the district; and that Nicollet Field (a neighborhood recreation park) is adjacent to southeast middle section of the district.

The one strictly playground park (Bryant Square) is but 7.0 per cent of the total area of all such properties in the park system.

The total acres of the 4 properties classed as neighborhood recreation parks and playfields is but 6.4 per cent of the total area of all such properties in the park system.

The total area of the large landscaped recreation parks (924.643) is 29.8 per cent of the total area of such parks in the entire park system.

The total area of the three small landscaped parks in the district (125.95 acres) is 58.0 per cent of the area of all such properties in the park system.

The total area of the one segment of Minnehaha Parkways (78.635 acres) is 8.7 per cent of the total area of such properties in the park system.

The apparent great need of this district is additional neighborhood recreation parks in the southeastern part and of the northern part of the district. The national standard for playgrounds and neighborhood recreation parks or playfields calls for 109.5 acres for playgrounds and 109.5 acres for neighborhood recreation parks or playfields, or a total of 219.0 acres as compared with the total of 46.06 acres of such properties owned now.

Summary

1. Northeast District: Ward 1 and 9

This district has received its due share of the total park acreage in the park system in relation to its population.

2. Second Ward District: Ward 2

This district has not received its due share of park properties of any type in relation to its population.

3. North District: Ward 3 and 10

The relation between the acreage of neighborhood recreation parks and population is fairly balanced. The relation between the total acreage of all types of park properties to the population is not balanced. The total acreage in the district is 13.5 per cent of the total acreage in the park system, while the population is 17.5 per cent of the total population of the city.

4. Fourth Ward District: Ward 4

There is a very great disproportion between the large acreage share of parks and the population. Planning needs to conserve some natural topographic features of the area caused this situation.

5. Central District: Wards 6, 5, 11

The population of this district comprises 23.1 per cent of all the population of the city. The total acreage of all park properties in the district is but 3.2 per cent of the total acreage of parks in the park system. It has a majority, however, of the acreage of the scenic and rest parks of the system. Its playground and neighborhood playfield parks comprise in area 16.8 per cent of this type of property in the system but the greater percentage of this acreage is in two large properties (Powderhorn Lake Park and Riverside Park). Large areas of the district are inadequately provided with open spaces. It is without doubt, along with the Second Ward, the District which should receive the most careful attention in the future.

6. South East District or East Lake District: Wards 7 and 12

The East Lake District is amply provided with all the essentially desirable types of properties with some leeway for further expansion of the population. A possible exception may be noted as to children's playgrounds.

7. South West District: Wards 8 and 13

This district has received its due share and more of the present park system in relation to its population. However, the total area of the four neighborhood recreation-playfield parks is but 6.4 per cent of the total area of such properties in the park system. (Population 17.7 per cent of total population of the city). The evident need is additional neighborhood recreation parks.

On the whole, with the exception of the Second Ward and the Central Districts (Wards 6, 5 and 11), the present distribution of the elements composing the park system are fairly equitably distributed in relation to the distribution of the population. (A special exception is noted in the Fourth Ward District.)

CHAPTER V.

Suggestions Concerning Needed Areas in Various Survey Districts of the City and Comments Concerning Redesigning of some areas Already Owned.

In Chapter IV of this report general and specific references were made to deficiencies in park properties in the various Survey Districts of the city. In this chapter, the question of needed areas will be examined in more detail - especially needed playgrounds and neighborhood recreation or playfield parks.

Needed Areas

Northeast District: Wards 1 and 9.

1. Area bounded on the north by the Soo Line tracks, east by Ulysses Street N.E., St. Anthony Boulevard on the south, Columbia Park on the West.

Almost in the center of this area is Cavell School with a total area of 148,000 square feet or 3.39 acres of free playground space. This is sufficient area for a first class children's playground. By arrangement with the School Board this could be utilized as the children's playground for this section. The need is not pressing. The school census, September 1, 1943 showed 559 children and young people from 5 to 20 years of age inclusive in this district.

2. Area bounded by Broadway on the north, Fifth Street N.E. on the east, Great Northern Railway on the south and on the West by the River. This area is totally lacking in playground area.

Somewhere near the center, if possible, at least five acres should be acquired.

This territory decreased in population from 1920 to 1930 but increased from 1930 to 1940.

Redesigning and/or Redesigning and Extension of Existing Properties.

1. Audubon Park. This park has a total area of 5.389 acres. Plans for redesigning will add considerably to the available playing space. There should be some plan worked out with the School Board whereby the 2.26 acres of free space at Lowry School be incorporated into the neighborhood playground and neighborhood recreation park.

2. Jackson Square. 2.32 acres. This Square should be enlarged to include in total four square blocks or about 10 acres. Plans have been drawn to redesign the park and to add at least one additional block, or about 2.5 acres.

3. Maple Hill. Plans for redesigning will add considerable additional play space in this park.

4. Logan Park. Redesigning plans for this park will somewhat increase space for active recreation. It is suggested that the existing recreation building either be enlarged or an entirely new general recreation center building be erected.

5. Northeast Athletic Field. 36.58 acres. The development of this field will fill one of the greatest needs of the east side of the river--that of a general sports center. The plan of this center should include a children's playground area filling in a gap between the radius of influence of Windom Park and Jackson Square. (There is in this residential section beyond the radius of influence of Windom Park and Jackson Square the abandoned Whitney School with a site of a total area of 2.4 acres.)

Summary

The following table shows a summary of the proposed additions:

Cavell School.....	3.39 acres
Extension of Jackson Square....	8.00 acres approximate plus 2.32 already in park
New area in southern part 1st Ward.....	5.00
Incorporation of Lowry School ground into Audubon Park.....	<u>2.26</u>
Total	18.65

This additional suggested space still leaves the District somewhat short of the desirable acreage for playgrounds and neighborhood recreation parks or playfields according to the national standard.

There is a strip of residential territory in the neighborhood of Sheridan Junior High School and running to Holland School that is without the radius of influence of Logan Park and Bottineau Field. The Board of Education in its summer playground program has filled this gap somewhat by operating playgrounds at Sheridan Junior High School and the Holland School. Neither of these sites is adequate for good playground service, the Junior High School having only Sheridan Field of 1.25 acres belonging to the Park Board, and Holland School having .93 of an acre of free play space. These two districts (school) combined have a census population as of September 1, 1943 of 3,532 children and young people of from 5 to 20 years of age inclusive. Of course, a good percentage of these are within the radius of Logan Park and Bottineau Field.

There is also a bit of residential property to the north of Van Cleve School that is beyond the radius of influence of Jackson Square. At the extreme north of this residential area is a very fine open field zoned as industrial property (probably railroad property). Van Cleve School has been closed.

In this entire section of the city there is a great deal of area zoned as industrial property much of which will probably never be used for industrial purposes. This is especially true of extensive acreage held by railroads. There are large gravel pits or stone quarries also which will likely fall into public ownership in time.

Second Ward District: 2nd Ward.

New Acquisitions

1. Territory bounded on the north by East Hennepin Avenue and Great Northern Railway right-of-way, on the east by 10th Avenue S.E., on the south by the river, and west by Central Avenue and East Hennepin Avenue.

Careful studies of this residential area have been made by the Park Department with a view of acquiring a playground site of about two blocks as near the center of the area as possible.

Recently a request, supported by a considerable number of citizens resident in this area, that the Park Department make arrangements with the School Board to take over the remnant of the abandoned Trudeau school site and develop it as a playground. This area is only a little over 44,000 square feet or slightly more than an acre. In area it does not fulfill the requirements of a first class playground or a neighborhood playfield park. It is not properly located in relation to the distribution of the population of the neighborhood. My recommendation is that the request be rejected by the Park Board, and that every possible effort be made to find a way to carry out the original plan of the Board for acquiring an area of adequate size and more centrally located.

Redesigning and Enlargement

1. Van Cleve Park. Plans have been drawn for redesigning Van Cleve Park which would add much to its effectiveness as an activities center. The plan also included acquisition of property to the west-southwest of the park. This, in my judgment, would be very desirable.

Summary

The addition of the two-block playground or playfield park mentioned above and the enlargement of Van Cleve Park would still leave this ward far short of the national standard for playground and neighborhood playfield parks, perhaps as much as fifty per cent.

There is a residential territory east of Van Cleve Park which is beyond the radius of influence of the park. It is approximately three-quarters of a mile long east and west and one-fourth of a mile wide north and south. It is diagonally bisected by the Northern Pacific Railroad. Consideration should be given to providing a playground in part of this area at least.

North and Northwest District: Wards 10 and 3.

New Areas

1. Residential territory in extreme northwest of city bounded on the north by the city boundary, east by James Avenue, south by 49th Avenue North, and west by the city boundary.

This is part of Census Tract No. 1. The total tract had a population in 1940 of 4,083. Presumably this area will increase in population. At least a five-acre playground should be provided.

Need not immediate, except to secure land for a playground or playfield before it is all built up.

2. Residential area bounded on the north by the Soo Line Railroad, east by Oliver Avenue, south by 42nd Avenue North, west by city boundary. Almost in the center of this area is Loring School with 2.24 acres of free play space. This is being operated as a playground season, 1944, by the Board of Education.

3. Residential area bounded on north by 42nd Avenue North, on the east by Crystal Lake Cemetery, south by 37th Avenue North, and west by City Boundary. This area increased in population in both decades from 1920 to 1930 and from 1930 to 1940.

Playground area of about 5 acres needed. Will probably be very difficult to secure. Desirable to relieve the pressure on recreational use of Memorial Drive which is already quite heavy.

4. Residential areas bounded on the north by 37th Avenue North, east by Oliver Avenue North, south by Lowry Avenue North, west by City Boundary. This area increased in population during the two decades from 1920 to 1940.

Playground area of about 5 acres needed. Difficult to secure now. Desirable to relieve the demand for recreational use of open space in Memorial Drive.

In the extreme southeast corner of this residential area is Cleveland School with 2.41 acres of free play space.

5. Residential area bounded on the north by Lowry Avenue North, on the east by Morgan Avenue, south by 24th Avenue North, and west by Victory Memorial Drive. Area increased in population in the decades from 1920 to 1940.

Playground of about five acres needed.

6. Residential area bounded on the north by about 14th Avenue North, east by Morgan or Logan Avenues, south by Olsen Memorial Highway, and west by City Boundary. These are approximate boundaries. In this area is John Hay School and Lincoln Junior High school with a playground space of 3.27 acres. This might possibly be used as a supervised playground.

7. Residential area bounded on the north by 41st Avenue North, on the east by the River, south by 36th Avenue North, west by Dupont Avenue. This is east of Crystal Lake Cemetery and Folwell Park and south of Webber Park but beyond the playground radius of both parks.

Playground area of about five acres needed.

8. Residential area of which Bremer School is about the center. This school has an area of free play space of 2.27 acres. It is being conducted as a supervised playground by the Board of Education, season of 1944.

9. Residential area of which the Franklin Junior High School is about the center. This entire area decreased in population in both decades from 1920 to 1940. It is one of the most needy sections socially in the north district. The Franklin Junior High School is being conducted as a supervised play center by the Board of Education during the season of 1944. The playground of the high school comprises only 27,000 square feet. A subsidiary play center for very small children is being conducted at the Blaine School by the Board of Education, season 1944, in conjunction with the Franklin Junior High School. Unity House, a private settlement, is located in this area also and is operated as a recreational center during the fall, winter and spring months and as a subsidiary play center during the summer in conjunction with the Franklin Junior High School.

A large playground of perhaps 5 acres or more should be acquired perhaps as an enlargement of the Franklin Junior High School.

10. Sumner Field Residential area. It is strongly recommended that efforts be continued to acquire the tract of about 10 acres lying to the south-east from Sumner Field.

Other Acquisitions

11. Webber Park. This park does not have sufficient space suitable for a good playfield. Additional acquisition of land, perhaps to the west or north should be made to remedy this defect in the play area.

12. River Front property of the character of large park. It is recommended that the strip of land along the river from the southeast end of Webber Park northward to the city boundary be acquired. Likewise lands along the river southward not needed for harbor improvements be utilized as extension of the West River Parkway.

Redesigning of Existing Areas

1. Folwell Park. It is suggested that a general recreation center building be constructed in this park, and such redesigning of the existing active play area as would be desirable in conjunction with the development of a year-round recreation center.

2. North Commons. It is suggested that the existing shelter building be replaced by a general recreation center building, and that such redesigning of the active playing areas as would increase their capacity in conjunction with the operation of a year-round center.

Summary North West District

Six new playgrounds with a total of about 30 acres, three existing school sites with a total of free play space of 7.78 acres, 1 playfield park of about 10 acres, and an addition to Webber Park of about 5 acres, or a grand total of 52.78 acres has been suggested for this district.

The existing area in neighborhood recreation parks and playfields owned by the Park Department totals 107.66 acres. Adding the 52.78 acres suggested above brings the total of playground and neighborhood recreation park space to 160.44 acres. This is 75 per cent of the national standard for properties of this character based on the census of 1940.

Probably with additional areas contemplated along the river to be used for general park and playfield purposes the approximate national standard would be reached.

Fourth Ward District

1. New Areas. No additional acquisitions are suggested for this district.

2. Redesigning of existing areas:

a. It is recommended that careful consideration be given to redesigning Loring Park with a view of increasing the active recreation facilities there.

It is also strongly recommended that a general recreation building be erected in this park. The retention of the existing shelter building as a recreation headquarters for older men is recommended. Also consideration be given to the construction of an outdoor theatre.

b. Redesigning Kenwood Park with a view of providing a first class playground in the park. Plans have already been drawn for this playground.

c. Development of The Parade as a city-wide athletic and sports center with ample outdoor and indoor facilities including a football stadium, baseball field with adequate grandstand, tennis stadium for competitive games, softball field with adequate grandstand, basketball arena building, winter sports arena building (ice hockey, speed skating, figure skating and ice revues, etc.), general recreation center providing auditorium with completely equipped stage for city-wide dramatics, musicals, and other cultural recreational activities, bowling alleys, pool room, minor games facilities of various kinds, refectory facilities, lobby, club and conference rooms.

Very complete plans have already been drawn for this development. I strongly recommend this development to the favorable consideration of the citizens. It would provide one of the most outstanding centers of this character in the whole of the United States, and is highly desirable for the further development of the already splendid city-wide sports and athletic program, and to the development of a city-wide program in cultural recreational activities. It is planned to operate this great center on a fee basis. There is every indication that the revenues would make the center entirely self-supporting. Aside from the capital outlays necessary, its operation would not require additional taxes.

d. Bassett's Creek Park. It is recommended that a permanent playground shelter house be erected in this park.

e. Bryn Mawr Meadows. It is recommended that a permanent playground shelter house be erected in this park.

Central District: Wards 5, 6, and 11.

1. In the area comprised in the 47th and 48th Census Tracts, bounded on the north and east by the river, on the south by 7th street, on the west by 10th Avenue South, there is very great need of a first class playground or playfield. The total population of these two Tracts is 8,590 (1940). Of this total there are 1,162 children from 5 to 14 inclusive, and 746 young people from 15 to 19 years of age inclusive.

The only playground facilities provided by the Park Department is the small, inadequate, 6th Ward Playground, 1.25 acres, located at the extreme western part of the area. Some of the population is within use radius of Riverside Park playground.

The Municipal Government through the Engineering Department operates the old Riverside Baths - an indoor swimming and bathing establishment.

The Pillsbury Settlement House is located in this district. So far as a general recreation center is concerned this settlement probably fills the need for indoor facilities and program for the area.

The problem of the Park Department is to provide an adequate playground-playfield area equipped with a playground shelter house.

2. In an area comprising all of Census Tracts 74 and 62, south of 7th Street and east of Cedar and Hiawatha Avenues, out to about Lake Street.; and part of Census Tract 63 not within use radius of Riverside Park playground, and part of Census Tract 75 not within use radius of Brackett Field, there is need of play facilities.

The Board of Education is operating a summer play center at Monroe School (season, 1944) which serves part of this area. This has an area of free play space of 1.82 acres.

The southern part of this area decreased in population from 1920 to 1930 but increased from 1930 to 1940. There is an estimated population of 10,535 in this area (Total populations of Tracts 62 and 74 and half population of Tracts 63 and 75). The estimated children population is 1,706 (5 to 14 years of age inclusive).

The need seems to call for a playground of about five acres.

3. In the area comprising Census Tracts 54, 57, 58, 59, 60, 61, 69, 71, 72, 73, 78 and 79, roughly, from Grant Street to Lake Street and from Nicollet Avenue to Cedar Avenue, with a total population of 55,898 (1940) and a playground population of 6,152 (1940) (5 to 14 years inclusive) the problem of securing desirable playground and playfield space is perhaps almost insoluble without a large expenditure of capital funds.

Within this area there has been provided by the Park Board for active play purposes:

a. Clinton Avenue Field.....	1.5 acres
b. Frank H. Peavey Field.....	3.94 acres
c. Cedar Avenue Field.....	1.7 acres
d. Stewart Field.....	3.57 acres
	10.71 acres

Provided by the School Board for school playgrounds, there are:

a. Madison School.....	1.02 free play space-acres
b. Adams School.....	1.13 acres
c. Phillips Junior High School....	1.28 acres
d. Garfield School.....	2.45 acres-Abandoned-near Peavey
e. Greeley School.....	1.38 acres-Adjacent Stewart Field
f. Clinton School.....	1.05
g. Irving School.....	.84 acres
h. South High School.....	4.53 acres
	13.68 acres

Private agencies:

- a. Elliot Park Neighborhood House, 2215 Park Avenue
- b. Minneapolis Youth Center -- teen-age center

The Park Board is operating its four areas as summer playgrounds.

The School Board is operating Madison School, Adams School, Phillips Junior High School, and Clinton School as summer playground centers.

These eight centers geographically cover the territory fairly completely except for a small section in the neighborhood of Stevens Square (2.48 acres). However, the park playgrounds are not completely equipped (no toilets and shelter houses) and the school playgrounds in use are very small.

Recommendations

To extend the opportunities for play in this territory the following recommendations are herewith made:

a. Franklin Steele Square-Madison School. Unless there is some insurmountable difficulty in the terms of deed or gift of the Square it is recommended that this or the major part of it be joined with the Madison School Playground, closing the street between. This would about double the capacity of the playground making a total of about 2.5 acres.

b. Frank H. Peavey Field-Garfield School. It is recommended that the Park Board make arrangements with the School Board to take over the school site (3.08 acres), acquire the remainder of the block in which the present Peavey Field is located, close the street between the field and the school site and develop the whole as a neighborhood playfield park. The total area secured by this arrangement would be about 10.00 acres. This is about the only opportunity to secure a near first class playfield park in this entire territory.

It would be more desirable if the entire block on which Garfield school stands plus the two blocks of which Peavey Field forms a part and join the two together in a neighborhood recreation park of between fifteen and twenty acres. The site is ideally located in the territory for a development of this kind. It would stabilize property values in the entire territory and without doubt would be worth in the long run the capital outlay necessary to make this development.

c. Stevens Square. This should be developed as a children's playground (2.48 acres).

d. Stewart Field-Greeley School Playground. These two grounds together have a total of approximately 5 acres (4.95 acres). I suggest that the remainder of the block on which the school stands be purchased, the street closed between the school block and the field and the whole developed as a neighborhood playfield park. This would comprise a playfield park of approximately 7.0 acres.

e. Clinton Avenue Field. (1.5 acres) It is recommended that additional land be secured in this block to bring this playground to about 2.5 acres.

However, this would not be so necessary in case the Peavey-Garfield larger plan were carried out.

4. Area east of Powderhorn Lake Park comprising Census Tracts 86, one-fourth of 74, one-half of 87 and having an estimated population of 6,638, and a playground age population of 910 (5 to 14 years inclusive) is entirely without playground area save that of the Corcoran School which has a free play space of 1.69 acres. This is not centrally located in the area.

Desirable to secure at least five acres for a playground somewhere near the center of this area.

5. Area west of Powderhorn Lake Park comprising Census Tracts 83, 84, one-half of 94, and one-fourth of 95 having an estimated population of 10,727 and a playground age population of 985 is entirely without playground or playfield space.

In the southern part of this area is the Central High School with an athletic field of 3.07 acres. Unavailable the greater part of the year.

Desirable to acquire not less than five acres for a playground in this area.

The total acreage of the neighborhood recreation parks and playgrounds owned by the Park Department in the Central Survey District is 119,764 acres or about 42.1 per cent of the national standard.

If all the new playground areas suggested and all the extensions of some existing playgrounds and playfields were acquired it would only add about 35 or 45 acres.

The total playground and playfield or neighborhood recreation park space would then only be about 58 per cent of the national standard.

South East District: Wards 7 and 12

1. Area bounded on the north by E. 28th Street, on the east by 35th Avenue East, on the south by East 33rd Street, and on the west by Minnehaha Avenue. This comprises about one-third of Census Tract 74; about one-fourth of Tract 75 and about one-fourth of Tract 88 with an estimated total population of 3,488, and a playground age population of approximately 538.

Longfellow School is nearly in the center. It has 1.11 acres of free play space. An enlargement of this site might satisfy the playground needs of this area.

2. There is an area northeast of Longfellow Field in which is located the Cooper School that is not within the effective playground radius of Longfellow Field. Cooper School has a free play space of 2.76 acres. This school ought to serve the playgrounds needs of this area.

3. Southeast of Longfellow Field is a residential area in the center of which is located the Howe School which has a free playground space of 1.85 acres. While this is not sufficient to make a good playground it might be sufficient to serve the needs of the smaller children in this area.

4. North of the Longfellow Field is located an abandoned school, the Johnson, that has a playground site of 2.85 acres (total site 3.59 acres). There is a small area of which the Johnson School site forms the center that is beyond the effective playground radius of both Longfellow Field and Brackett Field.

It would be possible to use Longfellow Field as an operating center with perhaps partime subsidiary centers at Longfellow, Johnson, Cooper and Howe schools thus with purchase of additional lands providing a more or less complete playground service.

5. In the large area bounded on the north by East 36th Street, on the east by Hiawatha Avenue, on the south by Minnehaha Parkway, and on the west by Nicollet Avenue there has been provided by the Park Board three neighborhood recreation parks-Nicollet Field, Phelps Field, and Sibley Field, arranged in an axis east and west. This provides playing space for most of the northern half of this area. In the northeastern part of Lake Hiawatha Park there is an excellent playground, which partially serves the southeastern part of the area.

This layout leaves a large area west of Lake Hiawatha Park to Nicollet Avenue unprovided with neighborhood recreation space.

In the western part of this territory Eugene Field School is apparently well located for a playground or perhaps a playfield. This school has now a playground free space area of 2.73 acres.

The fact that the large St. Mary's Cemetery occupies so much of the Eastern part of this area makes it difficult to properly locate a playground for the eastern part of the area. The Cyrus Northrup School located southeast of the Cemetery has a free play space of 3.26 acres which is large enough for a fairly efficient playground.

In the total area there is an estimated population of between 10,000 and 12,000 with between 1,400 and 1,500 children of playground age. A small part of this population is served by Nicollet Field. The Hiawatha Lake Playground is too far away to be of much service to any of the children and young people of the area.

At least two playgrounds are needed in the area or perhaps one playground and one neighborhood playfield park.

6. In the territory south of Minnehaha Parkway the Park Board has provided ample area for play and recreation around Lake Nokomis, Keewaydin Field adjacent to the Keewaydin School, very ample area for play and recreation at Pearl Lake which future developments will greatly extend; and there will be ample space at the southern end of Diamond Lake. There is also a proposed playground at Longfellow Gardens at the extreme northeast part of this area.

Even with all this actual and potential provision of play space there is a residential area in which Minnehaha School is the approximate center which should be provided with a playground. This school has a space for free play of 1.85 acres now. However, this proposed site will overlap in use radius the proposed Longfellow Gardens development. I am inclined to suggest that the proposed development of the Longfellow Gardens as a playground be reconsidered in view of the fact that its drawing radius would be almost entirely from one side.

There is another residential area to the southeast of which the Morris Park School is almost the center where a playground space should be established in the future. This school now has a free play space of 1.05 acres. The enlargement of this site would probably provide all the needed playground space for this neighborhood.

Another residential area which should receive some attention in the future lies northwest and west of the Airport of which the Wenonah School is about the center. This little school has a free play space now of 1.05 acres. Probable extensions of the airport may modify the character of this neighborhood. In fact it is reported now that the presence of the airport has retarded residential expansion in the entire region in the vicinity of the airport.

Southwest District: Wards 8 and 13.

1. In the northern part of the 8th Ward comprising Census Tracts 66, 67, 68, 70 and part of Tract 77, roughly, between Lake of the Isles and Nicollet Avenue and between Franklin Avenue and 29th Street; is a large area with a total estimated population (1940) of 20,828, and a playground age (5 to 14 years, inclusive) population of approximately 1,645 that is entirely without neighborhood playfield park area or facilities.

This is an area of somewhat more than one mile square. The need calls for a neighborhood playfield park of not less than 10 acres upwards to 20 acres.

2. Area bounded on the north by 29th street east; on the east by Nicollet Avenue, south by about 36th Street East, and west by Lake Calhoun.

In this area the Park Board has provided Bryant Square of 3.68 acres. It is too small and its efficiency is further lessened by the manner of its development. By raising the level of this field the actual play area will be increased.

Within the area also are Calhoun School with a free play space of 2.27 acres and Lyndale School with a free play space of 2.01 acres. Both these school playgrounds are being supervised as summer playground centers by the Board of Education (season, 1944). The radius of influence of both these schools overlap the area of influence of Bryant Square. But the combined area of all three properties (7.96 acres) would scarcely rate as a good playfield. I have no recommendation to make concerning this area except the redesigning and re-construction of Bryant Square.

The estimated population in this area is approximately 24,803, and the playground age population is approximately 2,449. It is a more densely populated area and has a larger number of children of playground age than the district immediately to the north of it.

3. An area bounded on the north by about 43rd Street West, on the east by Nicollet Avenue; south by Minnehaha Parkway and west by South Emerson Avenue. and Lake Harriet is without neighborhood playfield facilities.

This area has an estimated total population of about 12,548 and a playground age population of about 1,688.

A portion of the area at the southwestern corner is served by Lynnhurst Field--a Park Board property (8.27 acres).

In the southern, southeastern part of the area are Washburn High School and Ramsey Junior High School located on the same site. The total free play space at these schools is 3.07 acres.

The need in this area is a neighborhood playfield park of 10 acres or more centrally located in the area.

4. Area bounded on the north by West 38th Street, on the east by Lake Harriet and Minnehaha Parkway extension to Lake Harriet, on the south by Minnehaha Parkway West and on the west by the city boundary.

In this area the Park Board has provided Linden Hills Field (7.97 acres) in the north of the area; Pershing Field (10.0 acres) about the center and Lynnhurst Field (8.27 acres) to the extreme southeast, a total of 26.14 acres of neighborhood playfield park space.

These provisions leave an area beyond the radius of influence of Lynnhurst Field and beyond the radius of influence of Pershing Field unprovided. To the west of this unprovided area is Robert Fulton School with a free play space of 2.83 acres. The radius of influence of this school ground overlaps the radius of influence of Pershing Field. The Board of Education is operating this school site as a playground, season of 1944.

The playground or playfield needed should be located to the south and west of the Fulton School Site.

5. Area south of Minnehaha Parkway eastward to Nicollet Avenue with city boundaries on south and west, comprising about two and one-half square miles.

The area has an estimated population (1940) of about 8,055 and a playground age population of 1,227. This estimate is probably too high. The measure of calculation was to take half of the population in Census Tracts 113, 114, 115 and the whole of the population of 120 Tract. The facts probably are that far more than half of the halved tracts population is north of Minnehaha Parkway rather than south. However, it is an area in which the population increased during the decades from 1920 to 1940 in both decades and will likely continue to increase.

No provision has been made for playgrounds or playfields in this entire area.

In preparation for the future, and even to meet the present needs, it is desirable to secure at least two properties of the playfield park type centrally located, one in the eastern half of the area and the other in western half of the area.

Comments Concerning Plans of the Park Board for
Providing Playground or Playfield Parks in
Certain Sections of the City.

In July, 1937 a study and report was made by Mr. C. A. Bossen, Superintendent of Parks; Mr. Charles E. Doell, Assistant Superintendent and Secretary; Mr. Karl B. Raymond, Director of Recreation; and Mr. A. E. Berthe, Engineer concerning the need of a playground in a part of the Second Ward.

This was followed April 4, 1938 by a study and report concerning the needs for playgrounds or playfield park spaces in nine other sections of the city.

These studies were very carefully and scientifically made and should be accepted as authoritative by the Park Board and by the citizens in general. After carefully examining the recommendations of the two above mentioned reports I heartily concur in the findings. They have been incorporated along with other suggestions concerning needed areas for playgrounds or neighborhood playfield parks in this section of my report. (L.H.W.)

CHAPTER VI.

Recreation Facilities in the Minneapolis Park System.

This section of the Recreation Survey Report deals with the recreation facilities provided in the Minneapolis Park System:

1. The numbers of each
2. Their distribution about the city in relation to the distribution of the population
3. Comparison of numbers of types of facilities with national standards where such standards apply
4. Comments and suggestions concerning facilities

The facilities are presented and discussed under the following headings:

I. Outdoor facilities:

1. Facilities for organized outdoor games and sports
2. Water sports
3. Winter sports
4. Picnicking
5. Playground apparatus

II. Outdoor and Indoor Facilities:

6. Facilities for musical presentations - outdoors and indoors
7. Facilities for presentation of dramatics - outdoors and indoors
8. Facilities for nature study - outdoors and indoors

III. Indoor facilities - buildings

9. Playground shelter houses
10. Field houses
11. General Recreation Center buildings

I. Outdoor Facilities:

Facilities for organized and individual physical activities have received first attention in the design and development of the park-recreation areas of the Minneapolis Park System. This is natural and conforms to the practice in most park systems of the cities of this country.

1. Facilities for Organized Sports and Games Outdoors:

a. Baseball

Fifty baseball diamonds have been provided. They are distributed somewhat unevenly in relation to the distribution of the population in the various Survey Districts.

The following table shows in what Survey Districts they are located, the percentage of the total in each district in relation to the percentage of the distribution of the population (1940).

District	Number Diamonds	Per Cent Total Diamonds	Per Cent Total Population
Northeast District (Wards 1 and 9)	3	6.0 %	10.4 %
Second Ward District (2nd Ward)	1	2.0	4.4
North District (Wards 3 and 10)	8	16.0	17.5
Fourth Ward District (4th Ward)	17	34.0	7.2
Central District (Wards 5, 6 and 11)	2	4.0	23.1
East Lake District (Wards 7 and 12)	14	28.0	19.7
Southwest District (Wards 8 and 13)	5	10.0	17.7
	—		
	50		

(Note: Figures used in the above and subsequent tables of this chapter are 1940 statistics)

The lack of balance in the Northeast District will be corrected when the Northeast Athletic Field is developed.

The deficiency in the Second Ward District can only be corrected by the acquisition of a new area or areas of playfield character.

The wide difference between population and the number of diamonds in the 4th Ward District is accounted for by The Parade, a city-wide sports center.

The very wide difference between the number of diamonds in the Central District and the population can only be righted by acquisition of new areas of a playfield type. This is one of the most needy districts of the city.

There is a marked deficiency in the Southwest District which may be corrected by the acquisition of new areas in the southeast and northern part of the district, and perhaps by utilization of some unused parts of existing park properties.

National Standard for Baseball Diamonds

This standard is one diamond for each 6,000 of the population.

According to this standard, Minneapolis should have about 80 diamonds distributed about the city somewhat in conformity to the distribution of the population. Thus the Northeast District should have about 8; the Northwest District about 14; the 2nd Ward about 3; the Central District about 18 — a number that will never be realized; and the Southwest District about 14, etc.

In providing facilities for baseball in a city of the size of Minneapolis, it is desirable to have at least two or three areas for regional and city-wide games, these areas to be equipped with grand stands and enclosed to facilitate control and the collection of fees for the purpose of helping to

defray the expenses of carrying on the various leagues. Two such areas are ideally provided in The Parade and the Northeast Athletic Field (undeveloped).

Baseball is peculiarly the American national game. Interest in it has been on the upswing in recent years throughout the country, and especially among the younger element of the male population.

The Park Department cannot go wrong in expanding its facilities for this game.

b. Softball or Diamond Ball

This has been and is now a very popular game in Minneapolis, both among boys and men and girls and women, although it is being somewhat eclipsed among boys and young men by the rising interest in baseball.

One of the fine qualities of this game is that it can be and is played by a much wider age range among males than baseball, and is well adapted for play by girls and women.

One hundred and thirty-five (135) diamonds have been provided by the Park Department.

This number is distributed among the various Survey Districts as follows:

Districts	Number	Per Cent Total	Per Cent Total Population
Northeast District	17	12.5 %	10.4 %
Second Ward District	3	2.2	4.4
North District	20	14.8	17.5
Fourth Ward District	27	20.0	7.2
Central District	15	11.1	23.1
East Lake District	39	28.8	19.7
Southwest District	<u>14</u>	10.4	17.7
	135		

Here again there is unbalanced distribution of diamonds as compared with the distribution of population.

The Fourth Ward situation is created by the Parade -- a city-wide sports center.

The condition in the Second Ward and the Central Districts is because of lack of space, and the same may be said, although to a lesser degree of the situation in the Southwest District.

National Standards for Softball

The National Standard suggested is that there should be one diamond for each 3,000 of the population.

Applied to Minneapolis there should be now approximately 160 diamonds or 25 more than has been provided in the parks. Perhaps if the spaces available for softball diamonds in the larger school sites were counted, the city would now have more diamonds than the National Standard calls for.

The majority of these extra diamonds should be in the Central District (Wards 5, 6 and 11) but until land is secured, the number cannot be extended in this district.

As in the case of baseball, it is desirable to have two or three areas developed as city-wide centers of activity equipped with grand stands and enclosed. The Parade and Northeast Athletic Field are examples of this type of center.

c. Tennis

The Park Department has provided 203 tennis courts, the majority hard-surfaced. They are distributed about the city as follows:

Districts	Number	Per Cent Total	Per Cent Total Population
Northeast District	20	9.8 %	10.4%
Second Ward District	7	3.4	4.4
Northwest District	28	13.7	17.5
Fourth Ward District	33	16.2	7.2
Central District	18	8.8	23.1
East Lake District	59	29.0	19.7
Southwest District	<u>38</u>	18.7	17.7
	203		

The distribution according to districts conforms quite closely to the distribution of population except in the Fourth Ward where the large battery in The Parade (city-wide center - clay courts) throws it out of harmony, and in the Central District where space is lacking.

National Standard

The National Standard is one court for every 2,000 of the population.

This applied to Minneapolis (500,000 population) suggests there should be 250 courts or 47 more than has been provided. If all sections of the city were equally provided in proportion to the population the 47 extra courts would be easily absorbed.

The apparent lack of interest at the present time is due to war demands in that a large segment of the tennis playing population has been called out of the city either into the armed services or into war industries.

The policy of the Department in not providing tennis nets and balls also because of shortage of funds has curtailed this game to a considerable degree. My judgment is that the game would be stimulated if such supplies were provided even though a small fee were charged for their use. Likewise, if the Recreation Division had the staff to conduct tennis clinics and systematic courses of instruction.

Tennis is a particularly valuable recreational game for the reason that it can be played with great satisfaction by all age groups (well into advanced years) and by both sexes. It is one of the best of our co-recreational games.

d. Golf

Five golf courses have been provided by the Park Department, two in parks within the city limits, two in parks immediately adjacent to the city limits, and one outside the city. Three of the courses are equipped with very attractive club houses, and two with more or less temporary club houses. The club houses at Theodore Wirth Park course and the Columbia Park course are of sufficient size as to be usable for some features of a social activities character, and are so used extensively.

The National Standard for golf is one hole for each 3,000 of the population. Applied to Minneapolis this standard calls for approximately 162 holes or the equivalent of nine 18-hole golf courses, or four more than has been provided.

Golf is a game that is managed almost exclusively on a fee system. The fees are usually fixed on a basis to bring an income to cover the cost of operation and maintenance. My own standard is that no more golf courses should be built than the number the people are able to support in operation and maintenance by their fees. The demand for public provision for golf has declined in recent years by reason that many private-public golf courses have been opened, and some of the private golf clubs have thrown open the use of their courses to the public.

It has been my experience that attempts to finance golf courses in both capital outlays and cost of maintenance and operation through fees and charges is impracticable, especially in regions where weather conditions limit the playing months per year. Another factor is the rising number of private-public courses.

The multiple-use of golf course parks has become quite customary where the area is large enough to provide marginal areas unused for the layout of the course itself. Such uses include playgrounds, picnicking, overnight or weekend camping, swimming, fishing and boating if water areas are present in sufficient size, etc. One of the most common multiple-use is for winter sports such as skiing, tobogganing, coasting, and where water forms are present, skating. For skiing, coasting and tobogganing the fairways of the course itself may be used. Of course this refers to courses located in northern latitudes.

With respect to club houses on public golf courses, the modern practice is to provide only the actual minimum facilities for the comfort and convenience of the players. The days of the elaborate club houses in imitation of private country clubs is past.

Miniature Golf Courses

The providing of miniature golf courses (not Tom Thumb courses) is worthy of serious consideration in parks where there is marginal landscape areas of several acres in extent -- say from a very few acres up to ten acres or more. These are primarily for children and women. In some instances such courses in parks have proven very profitable when operated under a fee system.

e. Basket Ball Courts (Outdoors)

This is essentially an indoor game. It so originated and its chief use is as an indoor game. However, 31 outdoor basket ball courts

have been provided in the parks of Minneapolis. They are distributed among the several Survey Districts as follows:

Districts	Number	Per Cent Total	Per Cent Total Population
Northeast District	6	19.3 %	10.4 %
Second Ward District	2	6.4	4.4
Northwest District	4	12.9	17.5
Fourth Ward District	1	3.2	7.2
Central District	5	16.1	23.1
East Lake District	8	26.0	19.7
Southwest District	<u>5</u>	16.1	17.7
	31		

No attempt is made to organize teams and leagues on a city-wide basis in playing this game. The courts are used chiefly for free play.

A large number of recreation departments have found the playing of this game outdoors unsatisfactory, with the result that the common practice now is to erect one standard only on playgrounds and in playfields for free-throw basketball practice.

f. Volleyball Courts

Volleyball is both an outdoor and indoor game of very great recreational value. It appeals to all ages and both sexes.

Volleyball courts are standard equipment on every playground. While it is desirable to have special areas prepared for courts, this is not absolutely necessary, since with portable standards the game can be played on any reasonably level surface, turf or otherwise.

Seventy courts outdoors have been provided in the park system. They are distributed as follows:

Districts	Number	Per Cent Total	Per Cent Total Population
Northeast District	9	12.8 %	10.4 %
Second Ward District	3	4.2	4.4
North District	12	17.1	17.5
Fourth Ward District	3	4.2	7.2
Central District	11	15.7	23.1
East Lake District	22	31.4	19.7
Southwest District	<u>10</u>	14.2	17.7
	70		

It is apparent that these courts are fairly equitably distributed throughout the city, the exception being the Central District in not having enough in relation to the population, and the East Lake District in having more than its share.

There is no standard governing the number of volleyball courts. There should be one or more on every playground depending on the demand for play; and the demand often depends on its promotion by the leaders.

g. Other Games, Courts and Fields.

Reference is here had to such games, courts and fields as:

Handball courts	Hard-surfaced multiple-
Croquet courts	use areas
Rogue courts	Archery ranges
Shuffleboard courts	Shooting ranges
Horseshoe courts	Golf driving ranges
Boccio courts or alleys	Games tables, etc.
Fields for soccer, football and field hockey	

The majority of the above types of facilities are to be found scattered throughout the Park System, but they are very limited in number.

Handball courts are in one park only (Nicollet) and these are reported to be little used. They are not regularly constructed handball courts which may account for their little use. Handball is really a very desirable game and in my opinion should be more widely installed on the playgrounds and promoted. It usually attracts the older boys and men.

Croquet courts. There is no park which has properly constructed croquet courts, although the game is widely played in the parks on the lawn, which is the traditional surface for playing the game. One or more croquet sets is considered equipment for every playground. It is a game that appeals to all ages and both sexes. It is an excellent co-recreational game.

Wherever there is a park located in a neighborhood having a high percentage of old men, I suggest that one or more properly constructed croquet courts be installed for them.

Rogue courts. There is but one park provided with rogue courts (Loring Park - 2 courts). These have fallen under the control of a private club so that the general public has little or no use of them. Rogue is too scientific a game ever to become popular with large numbers of people. I suggest that the existing courts be converted into croquet courts.

Shuffleboard courts. There are but two parks in the entire system provided with shuffleboard courts (Loring Park - 4 courts; Pershing Field - 3 courts).

The courts in Loring are under the control of a private club or association. This in general is not good park-recreation practice or policy.

Shuffleboard is an excellent game for all ages and both sexes. I think it should be installed more widely throughout the system. It is particularly well adapted to men and women beyond middle life, and since the percentage of the population of Minneapolis is increasing in this age group, the above suggestion concerning the extension of provisions for this game is particularly pertinent.

Horseshoe courts. Horseshoe courts are widely installed throughout the park system (151 courts). Their numbers and distribution are shown by the following table:

Districts	Number	Per Cent	Per Cent
		Total	Total Population
Northeast	17	11.2 %	10.4 %
Second Ward District	14	9.2	4.4
Northwest District	22	14.5	17.5
Fourth Ward District	14	9.2	7.2
Central District	22	14.5	23.1
East Lake District	45	29.8	19.7
Southwest District	17	11.2	17.7
	151		

These courts are fairly evenly distributed among the several Survey Districts in relation to the distribution of the population.

Horseshoe is a game of rural origin translated to urban recreation areas. Its use is so universal throughout America that it might be said to have become the minor national game. It is economical of space, the equipment costs are fairly low and endures for a long time. It is a game widely played by boys and sometimes by girls, but it is particularly suitable for men over middle life.

Closely allied to horseshoes is the game of quoits. No provision is made for quoits in Minneapolis parks.

Boccio Courts or Alleys. Boccio is the Italian minor national game and is generally found wherever there is a colony of Italians. There is one such colony (Sicilians) in the Northeast District, but they apparently have not shown any interest in the game. Boccio is an outdoor bowling game and is worthy of being tried out by Americans. It is economical of space, the cost of construction not excessive and equipment not very costly.

Bowling-on-the Green. No provision is made for this game in the Minneapolis Park System. It is a traditional game among the Scotch and to some extent among the English. It has been widely introduced into this country and many park systems have installed bowling-on-the green playing areas. It is an expensive game to install and equally expensive to maintain in first class condition. For these reasons it is usually handled under a fee system.

Golf Driving Range. No provision is made for golf driving ranges in the Minneapolis park system. Perhaps sufficient opportunities for this game are provided by the numerous private-public driving ranges in the city and in its vicinity.

Fields for Soccer, Football and Field Hockey. As a rule the same areas used for baseball and softball are used for the above games.

Soccer is not played extensively in the park-recreation program of organized athletics. At one time it was quite popular but interest died out. This is a pity, for the reason that the physiological value of the

game for growing boys is, in my opinion, greater than football, which is an important game in the Park-Recreation program.

Field hockey, a field game especially valuable for girls, is scarcely played in the Park-Recreation program. It is worthy of much more attention.

Football for both boys and men is fostered and conducted rather extensively in the program of organized athletics. To a lesser degree Touch Football for men is conducted.

The probabilities are that unless these games are developed more extensively the existing fields on which baseball and softball are played will provide all the necessary space. But if there should be an expansive program of soccer, football, touch football and field hockey, it may be desirable and necessary to provide special playing areas for them.

Archery Ranges. Provision is made for archery ranges in Nokomis, Berry, Bryn Mawr Meadows, Theodore Wirth and Columbia parks. These provisions are apparently adequate for the numbers participating in this fine colorful sport. If needed, other ranges can easily be established in the larger parks. This sport requires a certain amount of seclusion because of danger of injury to general users of the parks.

Shooting Ranges (Rifle, Trap or Skeet, and Pistol). No provisions are made in the parks for these sports of skill. From the viewpoint of national defense as well as from the standpoint of encouraging a fine and valuable recreational sport, it is recommended that these sports be encouraged and conducted if suitable, safe locations can be found for them in the park system. A desirable location would be a very large marshy meadow or a good sized lake with much marshy area around it. Such an area could be devoted exclusively to these various forms of sport.

Hard-surfaced Multiple-Use Areas. These are areas of varying dimensions and square feet of space surfaced with concrete or hard asphalt on which a variety of activities may be conducted such as basketball, badminton, volleyball, shuffleboard, dancing, circle games, hopscotch and other marked-out games children delight to play. Many park systems have installed or plan to install such areas for the reason they can be used immediately after rains, are economical because of the wide variety of uses to which they may be put as compared to cost of installation, and are economical of maintenance. Their sizes range from 2,500 square feet to as much as 40,000 square feet or more. It is recommended that favorable consideration to installation of multiple-use areas in the playgrounds be given.

Games Tables. Throughout the Minneapolis recreation areas there are picnic types of tables with check games painted on them. There is no reason why other games could not be painted on tables such as chess boards, fox and geese, etc.

Children play these table games, but such tables and benches are particularly valuable for the older men.

2. Water Sports Facilities.

a. Bathing Beaches and Pools.

There are twelve bathing beaches and one artificial

bathing pool provided by the Park Department. These beaches are distributed among the several Survey Districts as follows:

Districts	Number	Per Cent Total	Per Cent Total Population
Northeast District	0	0.0 %	10.4 %
Second Ward District	0	0.0	4.4
Northwest District	0	0.0	17.5
Fourth Ward District	3	25.0	7.2
Central District	0	0.0	23.1
East Lake District	3	25.0	19.7
Southwest District	6	50.0	17.7

It is to be noted that nine or seventy-five per cent of the bathing beach facilities are concentrated in the southern part of the East Lake District and the Southwest District, which together have 37.4 per cent of the total population of the city. Three or twenty-five per cent are in the Fourth Ward District which has 7.2 per cent of the total population of the city. The three districts having all the beaches have 44.6 per cent of the total population. A portion of the Fifth Ward and Eleventh Ward are within two miles of bathing beaches. It is approximately true that fully fifty per cent of the population are two miles or more from the bathing beaches. It is also true, of course, that families having their own automobiles come from all parts of the city to the beaches, and perhaps large numbers of other persons reach the beaches by trolley or buses.

The entire Northeast section of the city is without bathing facilities of any sort, except the Ryan Municipal Baths (indoors) located in the southern part of the First Ward (Second Street N.E. between Third Avenue and Fourth Avenue N.E.)

The Northwest District has one park pool located in the northern part of the district in Charles C. Webber Park. A portion of the Third Ward is within fairly easy reach of the small beach at the southern end of Theodore Wirth Lake in the Fourth Ward.

The Riverside Municipal Baths (indoors) presents the only readily available facility for a portion of the population of the Sixth Ward in the Central Survey District.

Considering that there are several sections of the city that are not within easy access to any of the swimming facilities provided either by the Park Department or by the City Government, it is suggested that:

1. One artificial swimming center be established somewhere near the central section of the Northeast District.

2. One artificial swimming center be established somewhere near the central section of the Northwest District.

3. One artificial swimming center be established somewhere near the central section of the Central Survey District.

Note: There are five indoor pools provided by the Board of Education. They are:
Jordan Junior High School
Franklin Junior High School
Lincoln Junior High School
Bryant Junior High School
Dowling School - a special school

Jordan, Franklin and Lincoln schools are all located in the Northwest Survey District. If these were operated during the summer months and certain hours after school for recreational swimming they would provide for some of the needs of the population in the Northwest District. Franklin Junior High School pool was operated during the summer, 1944.

b. Bathhouses

There are four bathhouses provided in the parks--three lake bathing beach bathhouses (Lake Nokomis, Lake Calhoun and Lake Wirth), and one at the Charles C. Webber park swimming pool.

Eight of the bathing beaches are unprovided with bathhouses. This came about because so many of the bathers came to the lakes already dressed for bathing and began going into the lakes at points not designated as bathing places. The Park Board met this change in the bathing habits of the people by designating several places as bathing beaches, roped off safe areas and provided life-guard service. This change in the bathing habits of the people is almost universal throughout park-recreation systems in the United States. The automobile is chiefly responsible.

c. Canoeing and Boating

The chain of natural lakes within the Minneapolis Park System provides excellent opportunities for canoeing and boating. The Park Department has made provisions for the following services:

1. Boats and canoes for rental -- 28 row boats and 198 canoes.
2. Licensing private canoes and boats including sailing craft and providing docking facilities and buoys for sailing craft.
3. Operates during the summer two pleasure launches.

The chief centers of sailing are on Lakes Calhoun and Harriet, although there are some sailing craft on Lake Nokomis.

Lakes Calhoun, Lake of the Isles and Cedar are all connected so that canoes and row boats can pass from one to the other.

3. Winter Sports Facilities

Nature has endowed Minneapolis and its immediate environs with fine natural opportunities for outdoor winter sports activities. The Park Department has taken great advantage of this in preserving natural water forms for parks and acquiring lands that are topographically suited for various forms of winter sports. Technical skill and constructing and maintaining and operating winter sports facilities have added to the natural advantages. Opportunities provided for winter sports include:

- a. Skating rinks
- b. Ski jumps
- c. Toboggan slides
- d. Coasting hills
- e. Ice boat sailing areas on lakes
- f. Hockey rinks
- g. Warming houses

Skating Rinks

Rinks for skating are by far the most numerous type of winter sport facilities provided. The Recreation Division reports 47 rinks distributed among the seven Survey Districts as follows:

<u>District</u>	<u>Number</u>	<u>Per Cent Total</u>	<u>Per Cent Total Population</u>
Northeast District	8	17.0	10.4
Second Ward District	2	4.2	4.4
North West District	7	14.8	17.5
Fourth Ward District	7	14.8	7.2
Central District	6	12.7	23.1
East Lake District	11	23.4	19.7
South West District	<u>6</u>	12.7	17.7
	47		

Because of the lack of constructing, operating and maintaining funds the present number of skating rinks (1944) is considerable less than formerly provided. Likewise, formerly forty rinks were provided with warming houses. Now only a few have such houses. It is anticipated that when additional funds are provided for the Recreation Division all the skating facilities will be restored and perhaps increased. There is special need of increasing the facilities in the Central Survey District.

Hockey Rinks

The Recreation Division reports fifteen lighted rinks distributed among the several Survey Districts as follows:

<u>District</u>	<u>Number</u>	<u>Per Cent Total</u>	<u>Per Cent Total Population</u>
Northeast District	3	20.0	10.4
Second Ward District	1	6.6	4.4
North West District	3	20.0	17.5
Fourth Ward District	1	6.6	7.2
Central District	3	20.0	23.1
East Lake District	3	20.0	19.7
South West District	<u>1</u>	6.6	17.7

The North East District appears to have more than its fair share of the rinks while the South West District does not have the number of rinks its population warrants.

Again because of the lack of operating funds a number of these rinks have been temporarily eliminated.

The organized game of ice hockey is to the outdoor winter sports season what baseball and softball is to the summer season, and deserves commensurate provisions for play.

In addition to the above lighted hockey rinks twelve other unlighted hockey rinks were provided in various neighborhood recreation parks throughout the city.

Ski Slides and Jumps

Four ski slides and jumps are provided, one in Columbia Park in the northeast part of the city, two in Theodore Wirth Park and one in Minnehaha State Park. Their distribution and location is, of course, determined by topography.

The slide in Minnehaha State Park does not appear to be satisfactory to the winter sports club and users in general in the East Lake District and a new location is being sought. The topography and space is scarcely suitable for a first class ski jump in this park but there is a possibility of finding a better location than the present site.

Toboggan Slides

There are six provided in the parks - two in Columbia Park in the Northeast District; two in Theodore Wirth Park in the North West District and two in Minnehaha State Park in the East Lake District. Here again topography has dictated their location. There are no doubt other topographically suitable locations for additional slides if the demand warrants their construction.

Speed Skating Track

One speed skating track is provided in Powderhorn Lake Park, which is reported to be one of the very finest speed skating tracks in the Northwest. For some reason, speed skating is more in favor in Minneapolis than figure skating. This is probably due to the promotion of the former over the latter. One such track is no doubt sufficient provision for this specialized winter sport.

Ice Boat Sailing

Lakes Calhoun and Harriet are the centers for this thrilling winter sport. The boats are all privately owned. No special provision is made for the sport except that the Park Department has been forehanded in acquiring the lakes as a part of the park system.

4. Picnic Facilities

Twenty-five (25) different areas in the parks have been designated as picnic areas. This by no means exhausts the possibilities for this valuable form of outdoor family and small group recreation. A great deal of picnicking is carried on in areas of the Park System not formally and officially designated as picnic areas, as for example along River Road West.

The designated areas are distributed among the several Survey Districts as follows:

<u>District</u>	<u>Number</u>	<u>Per Cent Total</u>	<u>Per Cent Total Population</u>
Northeast District	3	12.0	10.4
Second Ward District	1	4.0	4.4
North West District	8	32.0	17.5
Fourth Ward District	1	4.0	7.2
Central District	2	8.0	23.1
East Lake District	7	28.0	19.7
South West District	<u>3</u>	12.0	17.7
	25		

The location of the larger picnic areas are determined chiefly by the location of the larger properties of the Park System. However, the distribution of the areas conforms fairly closely with the distribution of the population with the exception of the Central District. This district has no large parks within it.

Fireplaces and Grates at Picnic Areas

In the designated picnic areas there are reported fifty-six (56) fireplaces and grates. They are distributed among the several Survey Districts as follows:

<u>District</u>	<u>Number</u>	<u>Per Cent Total</u>	<u>Per Cent Total Population</u>
Northeast District	11	19.6	10.4
Second Ward District	0	0.0	4.4
North West District	1	1.8	17.5
Fourth Ward District	12	21.4	7.2
Central District	3	5.3	23.1
East Lake District	21	37.5	19.7
South West District	<u>8</u>	14.3	17.7
	56		

Forty-nine (49) or 87.5 per cent of the fireplaces and grates are located in five parks (Columbia, Lake Harriet, Lake Nokomis, Minnehaha State Park and Theodore Wirth Park.)

It is apparent that there is no proper relation of the distribution of these fireplaces and grates to the distribution of the population. Some of the picnic areas are without fireplaces and grates and some which have them have too few. There seems to be no good reason why there should not be

one or more fireplaces and grates in some of the larger neighborhood recreation parks for the use of neighborhood family picnics or small group picnics.

Toilets

Some of the desirable picnic areas are without toilets - a condition which should not be allowed to continue.

Shelter Buildings in Picnic Areas

There are three (3) major picnic areas equipped with special shelter buildings (Minnehaha State Park, Nokomis and Theodore Wirth Park).

Comments Concerning Picnic Facilities

In planning for picnicking, two types of picnic areas may be distinguished each requiring certain minimum equipment, viz.:

1. Areas for family and small group picnicking
2. Areas for large organized picnics

The places for family and small group picnicking may be located anywhere in the park system that does not interfere with other activities. They may be in the neighborhood recreation parks having landscaped areas, in such properties as the parkways having considerable landscaped areas and in the large parks. They may be in individual sites or may be grouped in given areas. It is desirable where facilities are grouped for family or small group picnicking that they should be separated so as to give a reasonable degree of privacy to the family or the small group. The essential equipment is a table with benches and a small oven for individual sites, and for areas accommodating numbers of families and small groups at one time, in addition to tables and benches and small ovens there should be toilet and water facilities.

Those areas designated for large organized picnics should each be equipped with a large shelter building, capable of accommodating a high percentage of the attending crowd so that some of their program may be carried on indoors in case of rain; adequate water supply, toilet facilities, large numbers of tables and benches, a considerable number of small ovens, one or more large ovens or kitchens where large quantities of food may be prepared at one time, a bandstand or outdoor theatre, and an open area near the picnic grove where informal athletic meets and organized sports and games may be carried on.

These same areas may be and generally are used largely by family and small group picnicking parties when not in use by large organized picnics.

The picnic areas in the park system used for large organized picnics are in Minnehaha State Park, Nokomis Park, Columbia Park, Theodore Wirth Park, and Lake Harriet Park.

Community regional picnics are held from time to time in the larger neighborhood recreation parks, as Powderhorn, North Commons, etc.

5. Playground Equipment

This section is concerned with what is generally known as playground apparatus, including wading pools, sand boxes, water and toilet facilities.

Playground Apparatus

An inventory of playground apparatus located in the parks shows 788 pieces of which 705 are swings and teeters (434 swings and 271 teeters). The next most numerous are slides of which there are thirty (30).

These figures mean that there is not a large variety of apparatus provided.

Because the play of children is traditionally so associated with play on and with various kinds of apparatus the question of selection of the type of apparatus to provide and the amount is of very fundamental importance.

There are some traditional motions and activity favored in childhood that give the clue to the basic types of apparatus to provide. These are:

1. The motion of swinging
2. An up and down motion
3. Sliding motion
4. Individualistic stunt activity
5. Climbing

The swing, the teeter and the slide are the answers to 1, 2 and 3 of this series. The turning bar or horizontal bar, parallel bar, traveling ladder, traveling rings are some of the pieces of apparatus presenting opportunities for individual stunt activities. Climbing is satisfied by the climbing ladder, or climbing pole or climbing rope; and best of all by the jungle gym. The jungle gym comes more nearly approximating a tree than any other piece of apparatus ever invented. Moreover its record for safety is good.

The above are the basic types of apparatus needed on the playground. There are, of course, many other pieces of apparatus manufactured by equipment companies such as the merry-go-round, flying rings, etc., but they are chiefly elaborations of the more simple apparatus types mentioned above and often introduce an element of danger.

I suggest that every playground be equipped with what I call the basic types of apparatus in such numbers of each type as in the judgment of the Director of Recreation will satisfy the needs of the children attending the playground.

Wading Pools and Sandboxes

Nineteen wading pools have been provided in the playgrounds of the park system.

Wherever a playground does not itself possess a desirable sanitary natural water form it is desirable to include a wading pool in the design or plan. Obviously this has not been done in the planning, construction and equipment of the playgrounds of the Minneapolis Park System. These nineteen (19) wading pools are distributed among the playgrounds of the several Survey Districts as follows: (Two are located in Nicollet Park)

<u>District</u>	<u>Number of Pools</u>	<u>Per Cent Total</u>	<u>Per Cent Total Population</u>
North East District	2	10.5	10.4
Second Ward District	1	5.3	4.4
North West District	3	15.8	17.5
Fourth Ward District	1	5.3	7.2
Central District	2	10.5	23.1
East Lake District	7	36.8	19.7
South West District	<u>3</u>	15.8	17.7
	19		

The pools are distributed among the several Survey Districts fairly evenly in relation to the present distribution of the population with the exception of the Central District. The percentage of pools in the East Lake District is thrown somewhat out of balance by the fact that two of the seven pools are located in Nicollet Park.

Sixty-three (63) sand boxes have been provided in parks and playgrounds. These are distributed among the several Survey Districts as follows:

<u>District</u>	<u>Number</u>	<u>Per Cent Total</u>	<u>Per Cent Total Population</u>
North East District	9	14.3	10.4
Second Ward District	3	4.8	4.4
North West District	13	20.6	17.5
Fourth Ward District	3	4.8	7.0
Central District	12	19.0	23.1
East Lake District	13	20.6	19.7
South West District	<u>10</u>	15.9	17.7
	63		

The present distribution of the sandboxes is fairly equitable in relation to the distribution of the population.

Toilet Facilities on the Playgrounds

It should be a standard practice and policy to open no public park playground without first having provided toilet facilities. The following recreation areas are unequipped with toilet facilities:

Northeast District	Audubon Park Marshall Terrace
North West District	Workhouse Site

Fourth Ward District

Bassett's Creek
Bryn Mawr Meadows
Kenwood Park

Central District

Sixth Ward Playground
Cedar Field
Clinton Field
Frank H. Peavey Field
Stewart Field

East Lake District

Pearl Lake

When funds are available the installation of toilet facilities should be given first priority on all recreation areas now in active use that are not so equipped, including some picnic areas.

Drinking Water Facilities.

Here again it should be a standard practice to install drinking water facilities prior to opening any given playground or other recreation area. The following areas now in use are unequipped with drinking water facilities:

Hiawatha School Playground
Sixth Ward Playground
Audubon Park
Bryn Mawr Meadows
Pearl Lake
Workhouse Site

II. Outdoor and Indoor Facilities:1. Music-Facilities for. Dramatics-Facilities for.

Eighteen bandstands are provided for the presentation of band concerts. These are distributed among the several Survey Districts as follows:

<u>District</u>	<u>Number</u>	<u>Per Cent Total</u>	<u>Per Cent Total Population</u>
North East District	5	27.8	10.4
Second Ward District	1	5.5	4.4
North West District	5	27.8	17.5
Fourth Ward District	1	5.5	7.2
Central District	2	11.1	23.1
East Lake District	3	16.7	19.7
South West District	<u>1</u>	5.5	17.7

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With the exception of the bandstands at Minnehaha State Park, Lake Harriet and Folwell Parks these stands are the conventional platform type of stand as would be erected for a speaker's platform. The permanently constructed stand at Folwell violates almost every principle for sound projection and seating arrangements for performers.

In fact there is not a bandstand in the entire park system that could be recommended as a model to other communities. Likewise there is not a single auditorium site where these bandstands are placed that is equipped with permanent seats, or that has been designed for outdoor auditorium purposes.

Outdoor Theatre or Amphitheatre

There is not a single outdoor theatre or amphitheatre in the entire park system unless that at Lake Harriet be so classed.

Outdoor theatres or amphitheatres properly designed and constructed would serve both for musical and dramatic presentations.

An outdoor theatre should be considered a standard equipment or facility for every neighborhood recreation park. These might properly be chiefly of landscape design without structural building equipment for the stage. Small naturalistic outdoor theatres are very desirable even on playgrounds.

In addition to these neighborhood theatres there should be in some centrally located park an outdoor theatre of city-wide service for the presentation of musical festivals, opera, symphony concerts and other musical affairs of an outstanding character; and for presentation of outstanding dramatic affairs of city-wide magnitude.

In lieu of one city-wide outdoor theatre four less elaborate regional theatres might be constructed in parks located in the four quarters of the city (North East, North West, South East and South West quarters), with a fifth at Loring Park in the central section.

Indoor Facilities for Musical and Dramatic Presentations

There are no auditoriums in any park structures designed for either music or dramatic presentations. If the design for the development of The Parade is ever realized there will be an adequate auditorium and properly equipped stage with necessary dressing rooms and storage spaces provided for city-wide musical and dramatic performances.

2. Facilities for Encouraging and Increasing a Knowledge of Nature

In a real sense all the naturalistic landscaped areas in the park system provide opportunities for the people to increase their knowledge of the flora, fauna, geology, etc., of the region. However, it is desirable in any well planned park-recreation system to make some special provisions for the enjoyment and enlightenment of the people in the things of Nature.

In the Minneapolis Park System two special areas have been set aside as sanctuaries as follows:

1. The Eloise Butler Wild Flower Garden in a part of Theodore Wirth Park.
2. The Bird Sanctuary in an area lying immediately north of Lake Harriet.

Both of these areas are protected by a high, strong, woven wire fence.

In the Wild Flower Garden there is a small office-service building which serves as a headquarters for the Curator of the Sanctuary employed by the Park Department and who is on duty during the open season of the year each day of the week except Wednesday.

Floral Gardens

For those who love the beauty of flowers and foliage for its own sake, and for those who desire to learn of flowers desirable to plant in their own gardens, provision has been made for floral gardens in some of the parks. The chief of these are:

1. The Armory Gardens in a part of the Parade grounds. The specimens here are both perennial and annual.
2. Perennial garden in Lyndale Farmstead - also greenhouses.
3. Rose Garden and Perennial Border Garden in Lyndale Park and lilac and peony display.

Because of lack of funds, these gardens have not received the attention they did in former years; nor has it been possible to prepare and present the beautiful chrysanthemum show in the greenhouses or elsewhere which so gladdened the hearts of thousands of visitors formerly.

Garden Center

For the instruction of the people concerning the layout, fertilization, fighting fungus diseases and insect pests, planting, cultivation and general care of gardens, both vegetable and flower; for the care of trees and shrubs; promotion of bird life, etc., some park departments have established what is known as a Garden Center, generally situated in a building in a centrally located park and placed in charge of a person trained in landscape gardening or horticulture. Some of these garden centers are sponsored and in some instances actually operated by the Federation of Garden Clubs in cooperation with the Park Department.

Family Garden Park Areas

The probabilities are that in the park-recreation systems of the future there will be special areas devoted entirely or largely to family gardens. The general layout and care of these areas would be under the control of the Park Department, and the garden spaces themselves, leased to families desiring to cultivate a garden and having no land of their own. For the garden spaces, the gardeners would pay a rental sufficient to cover the general care and operation of the garden park.

During World War I great impetus was given to cultivation of family gardens; again during the great economic depression from 1931 to about 1938; and again to an even greater degree during the current World War II.

These three experiences during the comparatively short space of a little over twenty years has without doubt fixed the desire and habit of wanting to cultivate small family gardens in millions of city dwelling people. Always after these crises have passed the promoters and organizers of the family little garden movement have ceased their efforts. This is to be regretted for the cultivation of a garden is without doubt one of the best, most important ways of spending leisure time by city dwelling people. The activities of the garden supply many of the most vital lacks of modern city dwelling and working. The

gardener gets back to biologic, physiologic, psychologic, economic, mental, cultural and spiritual fundamentals in ways that scarcely any other form of recreation or the use of leisure does. It is desirable that some public agency incorporate the family garden movement into the program of the community use of leisure time and make it a permanent movement. There is no public agency better fitted to take the continuing leadership in this movement than the Park and Recreation Departments. I strongly recommend this to the Park Board of Minneapolis. The movement would of course have two phases: first, the encouragement of backyard family gardens where families live in homes having sufficient yard space; second, provide publicly owned lands or lease lands for garden spaces for people who do not have sufficient space in connection with their homes.

Labelling of Trees and Shrubs in Parks

One of the most simple methods of informing people concerning trees and shrubs in the parks is to label them with their common and scientific names and the country of their original habitat.

In former years this was done quite extensively in a few of the parks of Minneapolis. The strange and unaccountable habit of the American people to tear off labels and carry them away (although they cannot possibly have any use for them) has left very few of them. The Park Department, lacking funds, and possibly discouraged also, have not restored the labels. I suggest that the practice of labeling trees and shrubs in selected parks about the city be continued; and further suggest that for each species there be prepared about six labels. I have noticed that if the labels are quickly restored that eventually they will be left alone.

Provisions for Attracting Birds to the Parks

Wide-spread distribution of bird boxes in the parks; planting of trees, shrubs, vines bearing fruit liked by the birds; planting flowers bearing seeds; patches of domestic clovers and grains in unused areas of the larger parks; the maintenance of feeding stations during the winter months, are some of the methods practiced in park systems to attract large numbers of birds. The presence of large numbers and varieties of birds in the parks is not only a delightful attraction to visitors to the parks, but it is an economic measure of great importance in the constant battle against insects.

Most of these features for attracting birds are to be found in the Minneapolis Park System.

Other Facilities for Recreation Science

Reference here is to such facilities as natural science museums, zoological gardens, observatories, planetariums, etc.

No representative of this group of facilities is found in the Minneapolis Park System.

There are only four planetariums in all United States and three of these are housed in buildings in public parks.

I know of only three fairly large telescopes located in public parks.

There are many natural science museums located in public parks throughout the United States. The only Natural Science Museum in Minneapolis is that located in the Public Library.

There are many zoological gardens-so called- and they, for the most part, are in public parks. The Minneapolis Park Board has, in my judgment acted wisely in keeping free from the responsibility of maintaining and operating a zoological garden. My own feeling toward the zoological garden is that until a sufficient number of playgrounds have been established to give all the children of the city a safe and well equipped place in which to play and good leadership no city has the right to spend the meager funds usually allotted to the department for such a facility as a zoological garden.

Natural science museums, planetariums, observatories have often been provided by private philanthropy. They are extremely important in spreading a knowledge of the earth and the heavens above and worthy the attention of any philanthropic citizen who wishes to leave a memorial to himself or some member of the family while at the same time contributing a permanent facility for the enjoyment and enlightenment of the people.

III. Buildings of various Types

There are several types or kinds of buildings necessary in the maintenance and operation of a park and recreation system. Among these are:

1. Service buildings needed in the material construction and operation of the system.
2. Greenhouses and/or Conservatory and greenhouses. These are partly service buildings necessary to the propagation of flowers for floral displays in the park system and for the cultural happiness of the people who enjoy this kind of recreation--and practically everyone does.
3. Picnic shelters in connection with picnic grounds, especially those designed for large organized picnics.
4. Bath Houses in connection with bathing beaches and swimming pools.
5. Golf club houses in connection with golf courses.
6. Warming houses in connection with winter sports centers, especially skating centers.
7. Field houses in connection with athletic centers.
8. Shelter houses on playgrounds providing toilet facilities, storage space and office for the leaders.
9. Buildings devoted to a specific educational-recreational purpose as Art Museum, Art School, Natural Science Museum, Aquarium, various buildings required for a Zoological Garden, Observatory, Planetarium, Trailside Museum, etc
10. General Recreation Center buildings.

Several of these types of structures have been discussed in connection with the particular recreation facility to which they belong, as for example picnic shelters, bath houses, golf club houses, warming houses, etc.

Service Buildings

The main service building of the Park System is located at the Lyndale Farmstead. Here are located the offices of the executive staff of the Maintenance Division, all the different types of shops, and storage spaces for

machinery, tools, supplies, materials, boats, canoes, launches, etc. An essential part of the layout is the outdoor yard spaces in connection with the building. This is the nerve center of all maintenance work of the park system.

There is a subsidiary service building in Hiawatha Park, and smaller subsidiary service buildings in connection with the golf courses in the four other parks having golf courses,

While these buildings have nothing to do directly with recreational activities they are fundamentally necessary not only to the maintenance of the Park System as a whole, but very important in the proper maintenance of the special recreation areas and facilities of the entire park system.

Conservatory

No conservatory has been provided. Many park systems throughout the country have conservatories. They are of great value as a part of the recreational science equipment of a park system in presenting numbers of exotic plants from different parts of the world, and as contributing to the aesthetic interests of the people both through the beauty of the regular displays of foreign plants, and through providing proper facilities for floral shows and exhibitions.

The Greenhouses located at Lyndale Farmstead have served as a center for lovely floral displays in the Minneapolis Park System but the accommodations for this purpose are inadequate.

Field Houses

No field house facilities have been provided for The Parade, the city-wide athletic and sports center, for the city at the present time. There is, however, a tennis club house in connection with the battery of clay courts located there.

General Recreation Center Buildings

There is but one inadequate recreation center building in the entire system - that in Logan Park, although a number of "permanent" buildings have been erected in the playgrounds and neighborhood recreation parks that provide some of the indoor facilities of a recreation center building.

The essential features of a general recreation building are:

1. Auditorium or assembly hall equipped with a commodious stage, dressing rooms; and, removable seats so that the hall can be used as a social hall. The floor should of course be level when designed for dancing and other social uses.
2. One or two gymnasiums, preferably two, with dressing and locker and toilet rooms.
3. Lounge for informal reading and playing quiet games.
4. Rooms for special activities as art, music, crafts, nature study, etc.
5. Rooms for general club meetings and dining.
6. Kitchen.

7. Toilet rooms for general use - separate from toilets connected with the gymnasium.

8. Adequate storage space.

9. Space for heating plant.

10. Office or offices for the director and assistants.

The general recreation building is peculiarly a facility belonging in neighborhood recreation parks. In the Chicago District Park System it is considered a standard facility for all such parks. Many of them have been built in the Seattle Park System, likewise in the Philadelphia Recreation Park System, a few in the Dallas Park System and other systems throughout the country.

Theoretically, in planning a system of neighborhood recreation parks each park should have a general recreation building, but in view of the fact that so many modern school buildings have most of the facilities of a recreation center that may be used for indoor recreation activities after or outside of school hours, and that there are several settlements and neighborhood houses equipped with most of the essential facilities of a general recreation building including the Y.M.C.A. and Y.W.C.A., it is recommended that a limited number of such buildings be provided in strategic locations in different sections of the city as centers of organization, administration and demonstration of a fully developed indoor program of recreation. Specifically, I suggest the following tentative locations:

1. Loring Park. It has been suggested by some of the members of the Park Board that the present building in Loring Park be used entirely as a recreation center for older men in case a modern recreation center building is constructed. This appeals to me as a practical suggestion for the future use of this building.

Note: Settlement and Neighborhood Houses:

1st Ward: N.E. Neighborhood House, 1929 2nd Street N.E.
B. F. Nelson Memorial House, 625 Main Street N.E.
9th Ward: Margaret Barry Settlement House, 759 Pierce St. N.E.
3rd Ward: Emanuel Cohen Center, 1701 Oak Park Avenue
Phyllis Wheatley House, 809 Aldrich North
Wells Memorial House, 116 North 11th Street
Unity House, 250 17 Avenue North
6th Ward: Pillsbury Settlement House, 320-16 Avenue South
Seton Guild, 217 South Ninth Street
Y.M.C.A., 9th and LaSalle
4th Ward: Y.W.C.A., 1130 Nicollet Avenue
5th Ward: Elliot Park Neighborhood House, 2215 Park Avenue
Minneapolis Citizens Club, 2010 Minnehaha Avenue

2. Logan Park. The present Logan Park recreation building should either be torn down and completely rebuilt, or remodeled and enlarged.

3. That one such building be erected in North Commons.

4. That one such building be erected in Folwell Park

5. One in Powderhorn Lake Park on the high land to the east overlooking the great bowl.

6. One in the proposed enlargement of Peavey Field Park

7. One in Longfellow Field Park.

8. One in Nicollet Field Park.

The general recreation center building is essential to the organization and conduct of a year round program.

Permanent Buildings Now in Playgrounds
and Neighborhood Recreation Parks

These buildings combine comfort facilities, shelter facilities, in many instances warming house facilities, storage, office, and some opportunities for recreation program activities. The permanent buildings of this type are distributed about the park system as follows:

North East District

Bottineau Field

Jackson Square - Building in bad condition. Needs to be rebuilt.

Logan Park - See special recommendation concerning this building.

Second Ward District

Prospect Park

Van Cleve Park

North West District

Webber Park - Public Library branch occupies part of building.

Folwell Park

Farview Park

North Commons

Sumner Field

Fourth Ward District

Loring Park

Central District

Riverside Park - 2

Powderhorn Lake Park

South East District

Brackett Field

Longfellow Field

Sibley Field

Nicollet Field

Phelps Field

Lake Hiawatha Playground

South West District

Lynnhurst Field

Pershing Field

Linden Hills Field

Bryant Square

Most of these buildings follow a fixed design providing a central room which may be used as a small auditorium or as a large club room, or a small social hall and/or as a warming room for an adjacent skating rink. At one end of the building are two toilet rooms, and at the other is an office and a fairly large room for storage but which in some instances has been adapted to handcraft activities. Some of the buildings have a basement which presents possibilities for a handcraft shop or a boxing, wrestling, game room for boys.

The chief difficulty with these buildings is that they as a rule are too large for merely shelter houses and too small for use as a general recreation building. When the central room is used as a warming room for skaters no other, or little, use can be made of the building for recreational activities. If they could have been so constructed that the basement room could be used as the warming room the remainder of the building could be used for quite an extensive indoor recreation program.

Nevertheless if and when funds are available for leaders and maintenance, many of these buildings should be operated as small recreation centers for club activities of different kinds, for social affairs, especially dances for young people of the teen-age group, handcraft activities for all ages, etc., during the autumn, winter and spring seasons.

I would suggest as a policy that whenever a building is to be erected on any given playground or neighborhood recreation park it be definitely decided whether the building is to be a comfort, storage and shelter building merely; or whether it is to be designed as a small recreation center building providing facilities for a varied indoor recreation program. The former type will provide practically the same services the present buildings are now rendering and will cost less; and the latter, while costing more than the existing buildings, will enable the Recreation Division to render a year round recreation service to the people of the neighborhood in which it is located.

Temporary Buildings on Playground and Neighborhood Recreation Parks

There are 15 playgrounds and neighborhood recreation parks equipped with temporary buildings. The list specifically is as follows:

North East District

Audubon Park
Maple Hill
Marshall Terrace
Windom Park

North West District

Workhouse Site Playground

Fourth Ward District

Bassett's Creek
Bryn Mawr Meadows

Central District

Sixth Ward Playground
Clinton Field
Frank H. Peavey Field
Stewart Field
Powderhorn Lake Park

South East District

Pearl Lake

Hiawatha School Playground - Use of school building should be permitted here as a recreation center

South West District

Lyndale Farmstead

These buildings will be replaced in time by permanent structures. They constitute a set of good postwar construction projects in case there is difficulty with job-finding.

Playgrounds and Recreation Parks or Playfields Without Buildings

There are thirteen recreation areas now in active use as playgrounds or playfields without toilet facilities. A few of these same grounds have temporary shelter buildings or playground houses but no toilet facilities are provided in them. As soon as practicable after the war all of these grounds should be provided with a permanent building even if it is merely the simplest kind of a playground service building including toilets, storage and a shelter room.

Buildings in a City-Wide Athletic and Sports Center (The Parade)

A very carefully considered plan has been drawn by the Park Department for the future development of The Parade as a great city-wide athletic, sports and general recreation center. This should meet with the commendation of the citizens of Minneapolis. The Parade is ideally located for such a center. The size of the area makes possible the development of an athletic, sports and general recreation center that would be outstanding in the nation. No more fitting memorial to the veterans of World War II could possibly be devised.

The plan, in addition to adequate facilities for baseball, softball, football, tennis and other outdoor sports, comprehensive parking areas, etc., include several buildings as follows:

1. A general recreation building providing an auditorium with commodious stage for city-wide dramatic and musical affairs growing out of the city program of dramatics and music, bowling alleys, pool and billiard room, refectory, lounging room, and several club rooms as meeting places for city-wide groups, especially those connected with the city-wide programs.
2. A basketball arena building with large seating capacity.
3. An ice sports building especially for city-wide and regional hockey games and speed skating contests, figure skating tournament. It might also be used for general skating when not in use for one or the other of the special sports and games.

The operation of the center is to be done on a fees and charges basis. Careful calculations as to the possible income from the many activities to be organized and conducted there indicate that the center will be entirely self-supporting.

Northeast Athletic Park Field House

A secondary but regional center for athletics and sports will be established on the property known as the Northeast Athletic Field already acquired by the Park Board.

It is desirable and necessary as a part of the development of this property to provide a field house. In the design of this field house the following minimum facilities should be provided:

1. Toilet, shower, dressing and locker rooms for both male and female.
2. Conference rooms
3. Lounging room
4. Office
5. General toilet facilities for both men and women
6. Storage space
7. Space for heating plant

From the above minimum facilities the design might be expanded to include:

1. One or two gymnasiums
2. Indoor swimming pool
3. Kitchen and dining room

Summary Conclusions

1. The Minneapolis Park System ranks high among the park systems of the United States in provisions for practically year round outdoor physical recreation activities.

2. Its main deficiency in respect to outdoor physical activities is in lacking readily accessible swimming facilities for large segments of the people.

3. It is particularly lacking in adequate outdoor and indoor provisions for cultural activities as music and dramatics.

4. There is great need for several first class general recreation center buildings. These are necessary for the proper organization and conduct of a year round recreation program, and for the enlargement of the program into fields not now covered effectively. Such centers are also necessary to properly utilize the services of an enlarged year round staff when funds are available to employ the needed staff.

5. In order to further facilitate the conduct and the expansion of the already splendid city-wide sports program for boys and girls and men and women it is very desirable that the plans for The Parade and the Northeast Athletic Field be carried out.

6. It is desirable that some other needs receive attention such as providing toilet and water facilities on active recreation areas now in use; providing shelter houses in playgrounds where they are lacking; etc.

CHAPTER VII.

Government of the Park Department and Executive Organization.

The Park Board - Method of Selection of Members, Organization, etc.

The Executive Organization - Divisions of Service and Functions of the Divisions of Service.

Government

The Park Department is an integral part of the municipal government of Minneapolis. Its government and general administration is under a Board of Park Commissioners consisting of fifteen members, twelve of whom are elected by popular ballot and three ex-officio. The ex-officio members are the Mayor of the city, Chairman of the Standing Committee on Public Grounds and Buildings, and the Chairman of the Standing Committee on Roads and Bridges of the City Council.

Elected members hold office for six years, four being chosen at each election. The manner of time of election is as follows: At one election four are chosen from the odd-numbered senatorial districts; at another election four are chosen from the even-numbered senatorial districts; and at another four are chosen from the city at large.

The official representative of the Board in all matters pertaining to its proceedings, records, transactions, etc., is its Secretary who is elected by the Board and is directly responsible to the Board. The Attorney of the Board is another official directly responsible to the Board and not to the Chief Executive. The official representative of the Board in all matters of executive organization and management is the Park Superintendent.

The Board, for the better transaction of its business, is divided into a number of standing committees as follows:

1. Finance
2. Improvements
3. Designation and Acquisition
4. Playgrounds and Entertainment
5. Police
6. Forestry

Special committees are appointed from time to time.

The titles of the various standing committees indicate their functions, or the character of the affairs of the Board referred to them.

The usual procedure is, that when a proposition comes before the Board which does not require immediate action, it is referred to the appropriate standing committee for study, report and recommendation. Whereupon the Board as a whole either rejects or approves the recommendation and the action becomes the final action of the Board.

This procedure insures that all questions receive thorough, careful consideration before final action is taken, and accounts, in part at least, for the splendid record of the Board in the judicial handling of the affairs of the Department.

The standing committees have always adhered strictly to their proper functions, viz., that of study, report and recommendation. They have never attempted to exercise executive functions.

With respect to the title of the Standing Committee on Playgrounds and Entertainment, I suggest that a more appropriate title would be simply Standing Committee on Recreation. This would be more in harmony with the practices in the Department and in line with the modern concept of the functions the Department is performing and from which spring the problems referred to the Committee for study, report and recommendation.

Some Observations Concerning the Board of Park Commissioners of Minneapolis.

The Park Department of Minneapolis is about sixty-one years old. During nearly half of these years it has been my privilege to observe the Board in action from time to time.

It is with great pleasure that I make the following observations concerning the Board:

1. The Board has uniformly been composed of citizens of character and intelligence.
2. The Board has conducted the government of the department with dignity, order, and always with a view to the public interest.
3. The Board has never engaged in partisan politics.
4. The Board has kept an open mind sensitive to changes in park service, and endeavored to keep pace in its policies and plans with the most advanced thought and practices in park services.
5. The Board has always had the wisdom to select capable executives, chosen solely for their qualifications for the positions to be filled.
6. The Board has not interfered with the details of the performance of its executives -- a principle of good government which some park boards forget.
7. The Board has always adhered to the true functions of government, such as interpreting their powers under the law through which they operate; fixing policies and plans; enacting rules and regulations for the government of the department and for the guidance of the people in use of areas and facilities; establishing the budget and exercising general control over its expenditure; giving an accounting to the people; and exercising general control over the conduct of the department.

Methods of Governing Parks and Recreation by Boards or Commissions versus Government by Other Methods.

The plan of governing parks and recreation by a board or commission of non-salaried citizens, as in Minneapolis, is the plan almost universally approved and recommended by outstanding park and recreation authorities ever since the park and recreation movements began in the United States.

Since there has been shown some inclination by citizens interested in changes in the municipal government in Minneapolis to abolish the Park

Board, the question of the government of parks and recreation will be considered in the immediately succeeding pages of this report in some detail.

The Park Movement began in America about the middle of the last century (1853). In all the period of about ninety years since 1853, experience has shown that the Park Board, or Board of Park Commissioners composed of non-salaried citizens selected in such a manner as to free them from partisan politics, with tenures of office so arranged as to insure the presence of some experienced members always on the board so that there would be continuity in planning and stability in policies of government, is the most efficient type of government of parks and recreation.

Various devices are employed to insure freedom from partisan political control and a reasonable degree of permanency in the membership of the boards governing parks and recreation. Among these are:

1. Appointment of the members by the appointing authority (usually the mayor with the advice and consent of the council) in such a manner that but one member's term expires each year. Thus in a five man board the first board is so constituted that one member is appointed for one year, the second for two years, etc., etc., etc., and thereafter one member is appointed each year for a term of five years. The same principle is followed whether the board be a seven or nine or eleven member board. Under this plan there is no bar to a member whose term has expired being appointed again and again.

2. Another method is election of the board membership by popular ballot, or at least a majority of the members be so chosen. This is the method of selecting the majority of the board members of the Minneapolis Park Board. It is the method universally prevailing in the selection of the members of the ninety some district park boards in Illinois cities.

3. A third method is that of empowering the members of the park board to fill vacancies by the remaining members of the board; or to empower the remaining members to make nominations to be referred to the city council or board of aldermen for approval; or to allow the city council to make nominations to be approved or rejected by the remaining members of the park board. These various methods are the least democratic of all methods of selecting park board members and has not been widely practiced and has been entirely abandoned in recent years. Some of the park boards constituted by one or the other of these methods are the Hartford, Connecticut Park Board, the New Haven Park Board, the Park Board of Nashville, Tennessee, the Park and Recreation Board of Birmingham, Alabama, and the Park Board of Colorado Springs, Colorado.

4. Still another method of appointing park boards is by appointment by judges of courts. The former park board of the Old South Park District in Chicago was so selected; the county park boards of Essex, Union, Hudson, etc., counties in New Jersey are so selected; the various metropolitan park boards of Ohio cities are appointed by the Probate Court of the principal county in the metropolitan park district.

Since about 1911 other plans for the government of parks and recreation have been developed. The first of these came with the inauguration of the Commission Plan of Municipal Government. Under this form of municipal government one of the elected commissioners becomes commissioner of parks and public properties, and in addition to being a member of the law making body of government, is executive officer of the specific department to which he is assigned. The evils of this system are three fold. First, it is seldom that

a man is ever elected to a city commission that is qualified by experience or training to be executive officer of a park and recreation department; second, his tenure of office is usually for two years and although he may be re-elected from time to time, the stability of executive management and of government of parks and recreation is always seriously threatened; third, in the very nature of the commission form of government the department of parks and recreation is constantly under the influence of the threat of influence of partisan politics. A fourth evil is often present and that is that qualified executives are very loath to accept employment under a commissioner of parks and public properties because the tenure of employment is so insecure.

A second plan of government of parks and recreation came into vogue with the inauguration of the Commission Form of Government of cities. Under this plan the city manager is chief executive of all departments of the city government. He appoints all executive officers of the principal departments of the government, including the superintendent of parks and recreation or in case of two departments, a superintendent of parks and a superintendent of recreation.

A third plan is that followed under what is known as the Strong Mayor Plan of Municipal Government. Under this system of municipal government boards are abolished, the mayor appointing executives to head the principal departments of the government including the park and recreation departments. This is somewhat similar to the city manager plan.

It is significant to note that in Des Moines, Iowa, governed under the Commission form of Government since 1912, after years of lack of progress in park planning and development and inefficiency in executive management, a park board was restored by act of the Iowa Legislature. When the Recreation Department was established in Des Moines, it was placed under the government of a Recreation Commission. In Fort Worth, Texas, governed under the City Manager Plan of Government, both the park board and the recreation board were retained. In Cincinnati, Ohio, governed under the City Manager Plan of Government, both the park board and the recreation commission were retained. Likewise in Oakland, California, a city manager governed city. Detroit, which for years has been governed under the Strong Mayor Plan of Government, a few years ago abolished both the department of parks and the department of recreation as constituted under the strong mayor plan of government and established a Park and Recreation Board, which now governs and handles the executive management of parks and recreation in the city.

Municipal reforming experts in their efforts to concentrate and centralize authority fail to distinguish differences in the quality of functions of various services in municipal government. The general idea back of their efforts is to pattern municipal government after big business.

This is a fundamental mistake, in my judgment. Municipal government is not a business. While the affairs of government should be handled from the monetary standpoint with a view of securing a dollar's worth of service for every dollar expended, municipal government is a series of services to the people and not a business establishment in the larger sense. While some fields of services may properly be organized along lines of big business such as public works, public safety, finances, etc., there are other fields of services which are more likely to be better served through the active participation of non-salaried citizens grouped in governing boards or commissions. These are education, public library service, parks and recreation, and perhaps public health. These have to do with the health, physical development,

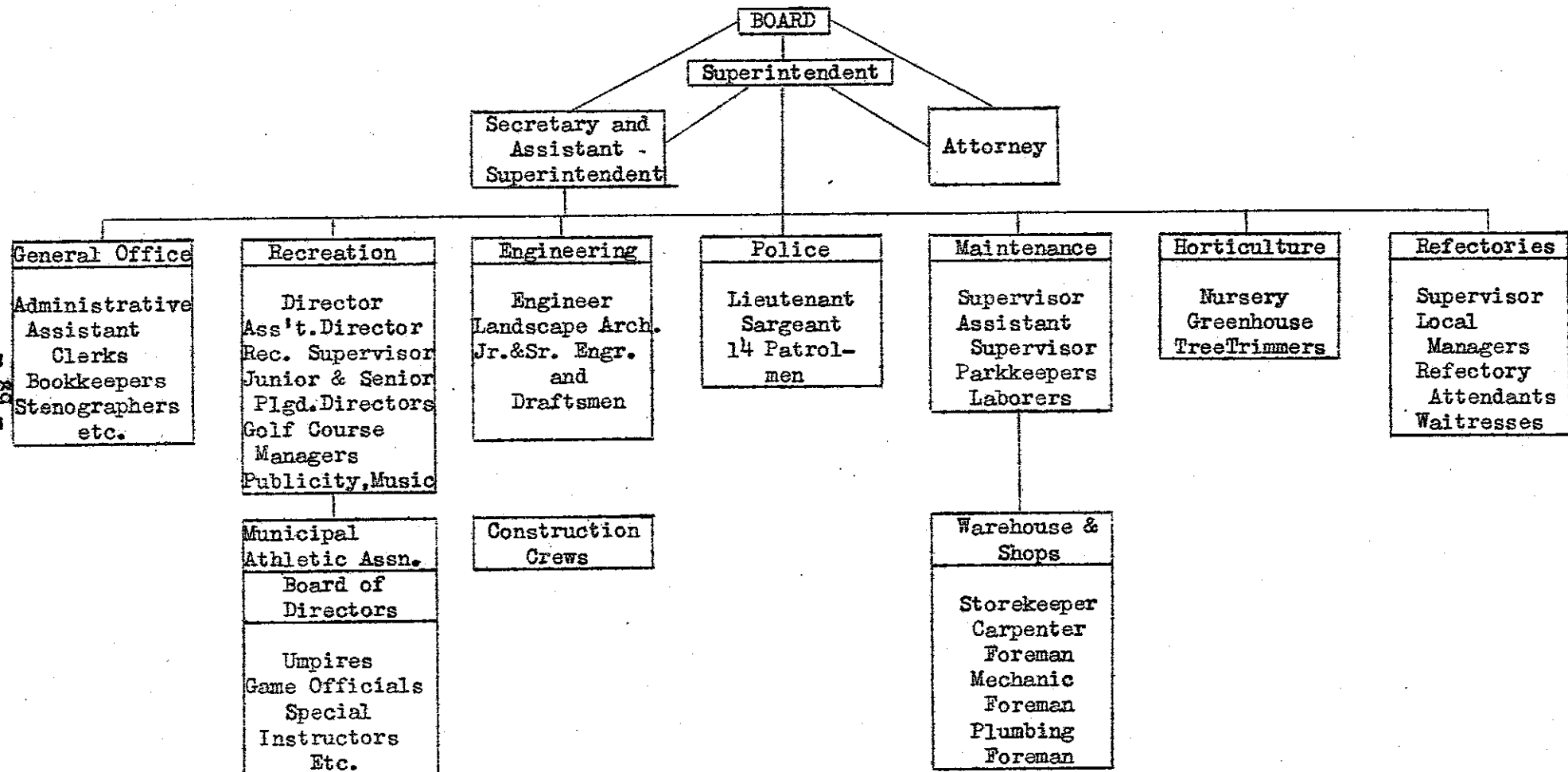
cultural advancement, mental enlargement, moral and civic training in citizenship of the people. No matter how well trained, no matter how broad his culture and vision or how great his executive ability may be, it is neither wise nor safe to entrust these fundamental services of education, recreation, etc., to the control of a single executive. The functions to be performed here have very few if any of the fundamental elements of big business. They are human services as broad and varied as the interests, capacities and powers of the individual are broad and varied.

That the American people sense and understand these differences in public functions is evidenced by their reluctance to abandon or abolish boards of education, public library boards, park and recreation boards, recreation boards, etc., but on the contrary, continue to establish and perpetuate them in face of the various attempts to reform municipal government in streamlined fashion.

This question will arise in Minneapolis from time to time, in fact, as stated, has already arisen.

Out of an experience of nearly forty years dealing with the problems of the government and executive management of parks and recreation in American cities, I wish to emphatically suggest that whatever changes there may be made in the municipal government of Minneapolis, that the government and the executive management of parks and recreation be left under the control of a non-salaried, citizens board or commission.

Approximate
Executive Organization
Minneapolis Park Department



This executive organization is in harmony with the best and most advanced practices of park-recreation executive management in cities of this country.

The chief deviation of the Minneapolis executive organization from some other well organized park-recreation departments is in combining engineering and landscape planning and combining horticulture and forestry.

In some departments landscape planning is carried as a separate division and engineering in another division. However, the functions of the landscape planner and the functions of the park engineer are so closely related in practice that it may be considered good policy to combine them in one division.

On the other hand, while horticulture and forestry are related, each are special fields requiring in each, special knowledge and techniques not required in the other. So marked is this difference that in an organization as large as that of the Minneapolis Park Department it would seem the better practice to set them up in different divisions, each in charge of a specialist.

The General Office Division has been made an integral part of the Executive Organization by combining the functions of the Secretary to the Board with the functions of an Assistant Superintendent of Parks. This is very commendable.

The position of the Secretary is more or less an anomalous one. He is part of the executive organization of the department, yet strictly speaking is not responsible to the chief executive officer. While it has been the common practice in park organization to have the Secretary directly responsible to the Board instead of the chief executive, this has frequently given rise to difficulties between the Secretary and the chief executive. This has been overcome in some park organizations by the Board officially designating the chief executive officer as Secretary and giving him authority to organize the secretarial staff or office staff as an integral part of the executive organization. This closer liaison in the Minneapolis park organization has been approached by designating the Secretary as Assistant Superintendent of Parks. I would suggest that when a change is made in the executive position involving at the same time a change in the secretarial position, that the further step be made in combining the two positions unless there are some legal difficulties making this impossible.

Some Criteria of a Good Executive Organization.

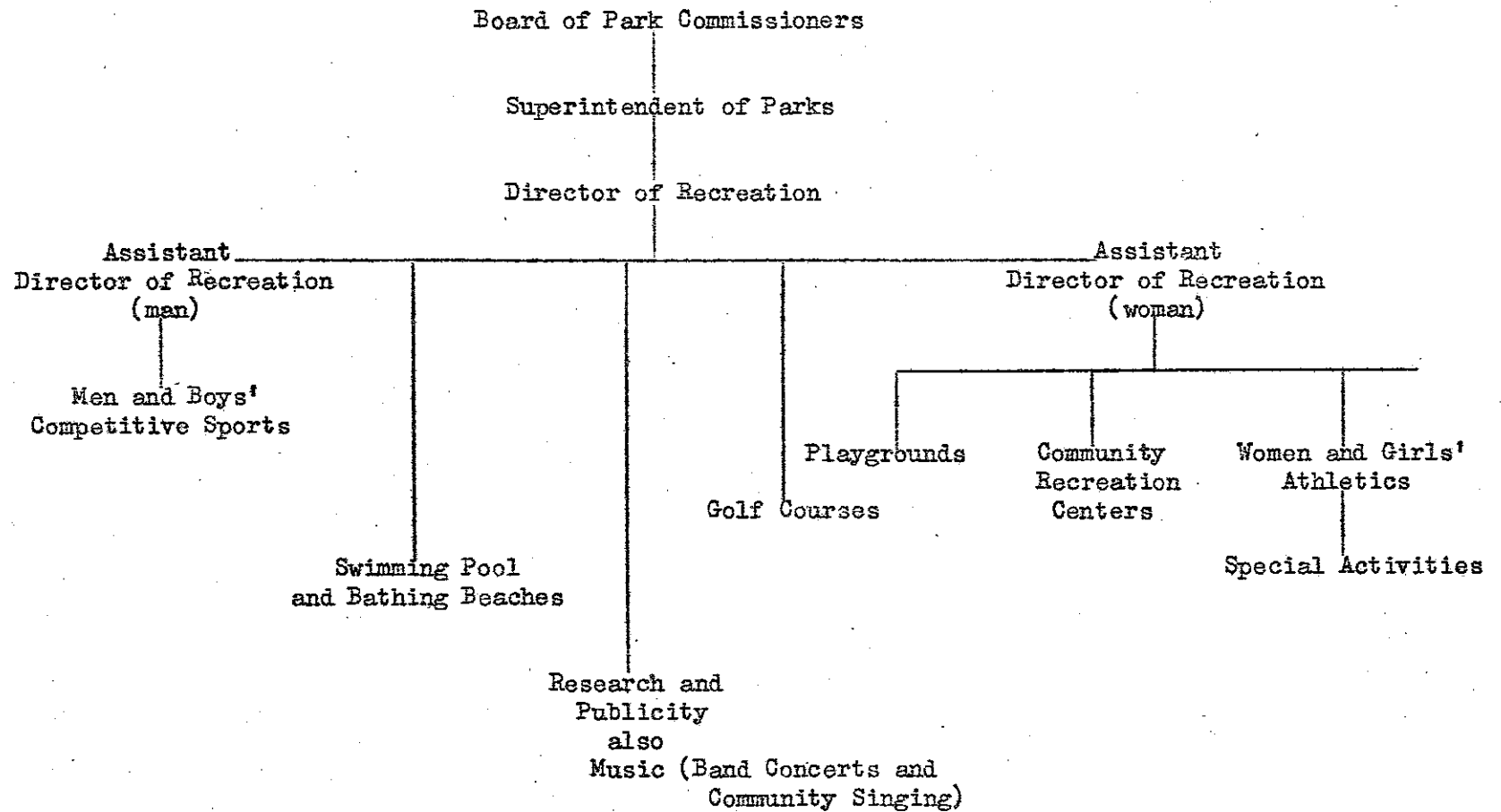
1. That the chief executive is selected by the Board solely on the basis of experience, technical knowledge, business ability, and personal qualities of leadership.
2. That each division chief is selected solely on the basis of experience, ability to get along well with his associates, and special technical training for the performance of the duties of the division of which he is in charge.
3. That all heads of divisions work harmoniously and co-operatively in carrying forward the duties and functions of the department as a whole.
4. That all employees of the executive organization in their contacts with the public act as ambassadors of good will and as always conscious of their position as public servants and not public masters.

In my contacts with the executive organization of the Minneapolis Park Department over a period of about thirty years, I am happy to be able to say that the Department, considered in the light of the above criteria, ranks at the very top of park executive organizations throughout the country.

No attempt will be made to discuss in detail the executive organization and functions of all the executive divisions of the Park Department.

However, there are three of the Divisions so closely related to services involving public instruction, guidance and public relations in general that a more or less detailed discussion of their organization and functions appear timely. These divisions are: the Recreation Division, the Police Division, and the Horticulture Division.

Organization of Recreation Division,
Minneapolis Park Department



Explanation of the Outline by Functions.

1. Man Assistant Director: Almost the entire time of this assistant director is devoted to organizing and conducting men's and boys' competitive sports on a city-wide basis.
2. Women Assistant Director: Duties of this official are various including -
 - a. General organization and supervision of the summer playground program. Directly in charge is a Senior Supervisor of Recreation who also has other duties through the year.
 - b. General organization and conduct of community recreation centers. Assisting in this is the Senior Supervisor of Recreation; four full-time Recreation Supervisors; and several part-time community center instructors.
 - c. Women's and Girls' Sports Program conducted on a city-wide basis. Directly in charge of this is a full-time Recreation Supervisor.
3. Golf Courses. Although belonging in the field of sports, the management and conduct of the golf courses are directly under the Director of Recreation, assisted by five golf managers and a corps of part-time attendants. The refectory service at the golf club houses is also under the golf managers.
4. Swimming Pool and Bathing Beaches. Although belonging in the field of physical activities, these likewise are under the direct supervision of the Director of Recreation assisted by four bath house managers and a corps of life guards all employed on a seasonal basis.
5. Research and Publicity. Although these functions are carried on by an official classed under the title of Research Assistant and classified as a member of the clerical force in reality the functions of this official more nearly fall under the head of public relations and publicity.

Comments.

1. The top executive organization of a Recreation Division quite correctly should consist of three officials, viz. the Director of Recreation, an Assistant Director of Recreation (man), and an Assistant Director of Recreation (woman).
2. However, the duties of the present male Assistant Director of Recreation should be considerably broader than he is at present performing.
3. The fundamental purpose of having a top executive organization comprising two assistant directors of recreation is to relieve the Director of Recreation of having to be responsible for intimate details of organization and management directly. His duties should include that of general planning, general oversight of the work of the staff, seeing that the policies and plans of the Department are carried out in so far as they concern the organized recreation services of the Department, and to establish and maintain public contacts.

4. All the functions of the Recreation Division should be divided between the two assistant directors so far as direct executive management is concerned. This principle is already pretty well established so far as the woman Assistant Director is concerned, but not in so far as the man Assistant Director is concerned.

5. The need of relieving the Director of Recreation of direct intimate supervision of the program or any part of it will become more apparent when the scope of the functions of the Division is broadened.

6. A well developed recreation program will ultimately include the following sub-divisions of the Division of Recreation:

a. Playgrounds. The program of the playgrounds will include practically all of the fundamental interest activities - physical, music, dramatics, handicrafts, nature study, story telling (use of language activities), club organization, social activities, etc. The playground sub-division would be in charge of a general supervisor of playgrounds with a large number of directors and leaders - at least a minimum of two to each ground and three or four on large heavily attended grounds.

b. Recreation Centers. The program of a community recreation center (chiefly indoors) will likewise be a composite of all the fundamental interest activities similar to the playground program but including activities particularly liked by adults. Each center will be in charge of a Director on full-time with several part-time assistants.

c. In between these two major sub-divisions of the Recreation Division will be several speciality sub-divisions, viz.,

1. Sub-division of Music in charge of a Supervisor of Music.

2. Sub-division of Dramatics in charge of a Supervisor of Dramatics.

3. Sub-division of Arts and Crafts in charge of a Supervisor of Arts and Crafts.

4. Sub-division of Nature Study or Recreational Science in charge of a Supervisor of Recreational Science.

5. Sub-division of Men's and Boys' Athletics and Sports organized and conducted on a city-wide basis in charge of a Supervisor of Men's and Boys' Athletics and Sports.

6. Sub-division of Women's and Girls' Athletics and Sports organized and conducted on a city-wide basis in charge of a Supervisor of Women's and Girls' Athletics and Sports.

7. Golf Courses and Swimming Centers. These are two types of facilities that require a complete staff organization in themselves and will likely be continued as special sub-divisions of the organizational set-up.

8. Camps and Camping. This is another type of facility and activity that requires a complete staff organization in itself.

9. Sub-division of Public Relations and Publicity. This should be set up as a special sub-division functioning not only for the Recreation Division but for the Department as a whole. The Director of this Sub-division should be directly responsible to the Director of Recreation. This I consider of the utmost importance and value. The Park Department is in a sense an establishment capitalized at \$20,000,000 not for monetary profit. Its profits are in terms of the volume of health, happiness, enrichment of life of the individuals comprising the 500,000 people of the community and many more people from outside the community. Large numbers of these people do not realize the values to themselves that can be gained by making more and more use of the areas and facilities and activities available to them. It is desirable and necessary that the opportunities and values be constantly kept before the people and interpreted to them. The Public Relations and Publicity service sub-division would be the sales agency of the Park Department and more especially of the Recreation Division of the Department corresponding to the Public Relations and Advertising Departments of great business concerns.

The direct executive oversight of the several sub-divisions of the Recreation Division, with the exception of the Public Relations and Publicity Sub-Division, should be divided between the two assistant directors of recreation, and general senior supervisors assigned to them.

The special supervisors of Music, Dramatics, Arts and Crafts, Nature Study, etc. should work co-operatively with the directors and leaders of the playgrounds and directors of community centers as well as, in some instances, developing city-wide activities in these fields.

Organization and Functions of the Horticulture Division.

The executive head of this division is a Horticulturist.

The staff under his leadership is composed of two types of employees as follows:

Floriculture

Florist
Assistant Florist
Gardeners

Forestry

Forestry Foreman
Inspector of Trees
Tree Trimmers
Nurseryman
Assistant Nurseryman

As of April, 1944, the number of employees in both sections of the division was thirteen.

Floriculture.

The functions of the Floriculture Section include the propagation and care of flowers in the greenhouses; to plant and care for the various floral displays in the parks; to plant and care for the Armory Gardens and the Rose Garden, and the various ornamental shrubs throughout the park system. Formerly the florist was charged with developing and arranging the beautiful Chrysanthemum Show held annually, and other special floral shows from time to time.

The growing of flowers is a science. The arrangement of them in displays, whether indoors or outdoors, is an art that gives universal pleasures and satisfactions to people. It is through the activities of this Section of the Horticulture Division that the instinctive love of beauty resident in all people can most widely be satisfied.

The Floriculture Section of the Division also has an instructional function of very great importance. The Armory Gardens, the Rose Garden and greenhouses are more than places for beautiful displays satisfying to the aesthetic interests of people. They are also places where the people can learn about the various kinds and types of flowers which they wish to plant in their home gardens. Those who may never have grown flower gardens at their homes may be inspired to begin the growing of flowers.

The Floriculturist may take an active interest in the work of local garden societies and clubs, aid in stimulating interest in the organization of additional clubs and societies, conduct lectures to members of such societies on the propagation, planting, fertilization, irrigation, control of fungus diseases and control of insect pests, and act as a source of information to any inquiring citizen whether a member of an organized club or society or not. Some park systems establish and conduct a garden center where citizens and members of organized garden clubs may come as a headquarters for all kinds of information relating to growth and care of ornamental plants and food plants.

Thus, the Floriculture Section of the Division of Horticulture may be classed along with the General Recreation Division as one of the principal agencies for promoting, organizing and providing leadership for one of the most important and fundamental recreational functions of the Park Department. The Curator of the Eloise Butler Wild Flower Garden is one of the members of the staff of the Horticulture Division and is rendering a very valuable service in spreading information concerning the wild flowers of the region in stimulating an interest in conservation of them.

Forestry Section, Horticulture Division.

The Forestry Section has the duty of propagating, planting and care of all trees along the streets of the city; the planting and care of trees in parks and along the parkways and boulevards.

Forestry is a specialized science. The arrangement of trees according to form, type, height, color, etc., is an art; and while this is more the function of the landscape architect, the forester in a park system may be expected to know something of this art himself.

The forester is also an instructor of the people as to what trees to plant in home grounds, how to care for them as to irrigation, fertilization, pruning, protection against fungus diseases and insects.

He may take an active interest in organizing forestry clubs among the school children and actually direct them in the planting of school forests. He might become a promoter and organizer of movements for the establishment of municipal forests. Weeks or months before the planting season in the autumn and spring he might conduct forest clinics for the instruction of the people.

In the Forestry Section, as in the Floriculture Section, there are, therefore, great possibilities of leisure-time service to the people beyond the required duties of the Section. The relationship between the Recreational Science Sub-Division of the Recreation Division of the Department should be very close.

Organization and Functions of the Police Division.

1944

The organization of the Police Division is comparatively simple. Its staff consists of a Lieutenant of Police, one Sergeant, and fourteen Patrolmen.

Considering the fact that there are more than 5,000 acres in 142 different properties scattered over an area of more than 55 square miles to be patrolled, it is scarcely necessary to say that the Division is woefully undermanned at the present time. The desirable minimum force should at least comprise a lieutenant of police, two sergeants and thirty-four patrolmen. Formerly the police force was larger than it is now, but a decline in the operative financial resources of the Department has made drastic cuts necessary in this as well as in other departments.

Park policing is a specialized function different in some respects to general municipal policing. Nevertheless municipal governmental experts have made and are making recommendations now that park police should be abolished and the function of policing parks be turned over to the regular city police. They argue that all functions of similar character be streamlined and centralized on the basis that greater efficiency and economy of service be secured. My own studies and observation of park policing under separate park police and policing of parks by the regular city police have led me to the conclusion that the experts are wrong in both assumptions.

First from the standpoint of efficiency, it has been my observation that where policing of parks is done by the regular city police, invariably the Municipal Police Department assigns the old, superannuated, crippled, ill members of the force to policing parks. Sometimes the cub patrolmen are assigned before they have had much experience in police work. Efficiency in policing is never secured under such a policy and plan. From the standpoint of economy the ineffective prevention of vandalism where there is inefficiency in policing is likely to offset to a considerable degree the possible saving of salaries. In point of fact there is usually very little economy secured through saving of salaries.

While the duties of park police are to enforce compliance with the rules and regulations of the Park Board, the ordinances of the city and the laws of the state, their functions are more nearly that of guides and instructors of the people in their uses of the parks and the numerous facilities therein. Their record does not depend on the number of arrests and convictions they obtain. Their record is judged by whether vandalism is decreased, general behavior of the people when in the parks is improved, the lessening of complaints on the part of home owners whose properties abut on the boulevards, parkways, and parks, and the friendly relations that are developed between the park police and the children, young people and adults using the park areas and facilities. Their primary function in matters of conduct is very closely related to the functions of the recreation leaders stationed in the parks, and next to the recreation leaders the police are the most important officials of the entire department. Some park police become interested in and

leaders in dealing with neighborhood and city-wide social problems; also through studies of the flora and fauna of the parks they increase their usefulness to and respect by the people through being able to answer questions as to what is this tree, that bird, that wild flower, etc. In fact it would be a valuable asset to any park police to be at least amateur botanists, ornithologists, etc. It would also be a valuable asset if the park police were thoroughly acquainted with the history of the park department, and of the individual park properties, and something of the history and objectives of the modern recreation movement. Too much emphasis cannot be placed on this friendly, interested, helpful attitude toward the people by the park police. That they should enforce the law with fear or favor is beyond question, but the sting of the law will be lessened if the attitude of the police is at all times that of a friend, a guide, a counsellor.

Without any hesitancy, I recommend that any movement looking toward abolishing the special park police of the Park Department be opposed strenuously by the Park Board and all friends of the Park Department.

General Comments Concerning Other Divisions of the Department in Relation to the Ultimate Objectives of the Park Department.

Engineering and Landscape Division.

It is the primary function of the Engineering and Landscape Division to prepare areas and facilities for the recreational service of the people.

Aside from the material construction factors involved, the Division makes a distinct contribution to the satisfaction of the aesthetic recreational interests of the people through beauty of landscape design, and through beauty of architectural design of all park buildings.

It is an ideal always to be striven for to make the play and recreation places of the people as beautiful as the art of the landscape planner and the building architect can make them. The unconscious effect of beautiful surroundings upon inner satisfactions, the behavior, spiritual development, growth of art appreciation, and even on the health of the people is incalculable. Thus, without having anything to do directly with programmed recreation, the Engineering and Landscape Division makes a powerful contribution to the sum total of the recreational services of the Department. The skill that is shown in design of recreational areas and in the design of buildings from the viewpoint of securing maximum use of an area or of a building, and the ease in supervision is another important contribution to be made by this Division.

Maintenance Division.

It is the primary function of the Maintenance Division to keep all areas and facilities in the most perfect condition possible for recreational use by the people. As a part of this function it is also charged with the maintenance of all machinery and tools of whatever sort, with the care of all supplies and materials and to see that they are properly expended and accounted for, with the manufacture of many articles used for the comfort and convenience of the people, and with the repair of these articles, etc.

It is not too much to assert that to a very large degree the ultimate success of the Department in its services to the people depends on the effi-

ciency of this important Division. The most beautiful design of a park area may soon become a thing of ugliness if not well maintained, a loose board on a building invites its being torn off and perhaps others with it, debris scattered throughout the parks invites careless habits among the people, and a broken bench or table invites further vandalism. A poorly maintained ball ground is discouraging to the players, weeds on playing fields inculcates slovenly habits and careless play.

There is nothing spectacular in the work of this Division. Its activities do not create news like the activities of the Recreation Division, but the Recreation Division would find itself in a sorry plight if the simple, homely, humdrum activities of the Maintenance Division were not carried on efficiently. Here we see again how closely knit together are all the Divisions in fulfilling the ultimate objectives of the entire Department.

Unfortunately, because of lack of funds the Maintenance Division is very much undermanned. Until this situation is corrected, the maintenance of the parks and the facilities therein cannot be as effective as the importance of the services of the Division warrants.

General Office Division.

The Office Division is the heart of the business activities of the Department. Here all accounts of receipts and expenditures are kept, files of correspondence, reports of many kinds are maintained. Its staff is composed of an administrative assistant, bookkeepers, accountants, clerks, stenographers, receptionist, telephone operators, etc. all under the general and specific direction of the Secretary and Assistant Superintendent.

It goes without saying that the degree of confidence of the public in the government and executive management of the Department largely rests in the efficiency of this Division.

Furthermore, with certain employees of this Division the public comes into constant contact, especially the reception clerk and the telephone operators. Favorable or unfavorable impressions are quickly created by the manner in which the citizens are received. No matter how irritating John Q. citizen may be, the telephone operators and the reception clerk must always receive and treat him courteously. Hence, in maintaining good public relations, this Division is a key one in the Divisional organization of the Department.

Refectory Division.

For the comfort and convenience of the people frequenting the parks, the Park Department has always provided refreshment stands for the sale of refreshments of various kinds. Refectory service is also provided in the golf club houses. This is the function of the Refectory Division. Formerly restaurants were operated in one or two parks, but this practice has been discontinued. The operation of the refectories is conducted along strictly business lines.

The Park Department many years ago adopted the policy of operating directly all refectories and refreshment stands. In a great many park departments throughout the United States the sale and serving of refreshments in parks is conducted on the concession basis. This is not approved by the most progressive park boards and park executives, chiefly for the following reasons:

1. Frequently the concession carried with it the right of the concessionaire to erect some sort of building in the park or parks in which his activities were carried on. This established a sort of proprietary right of a private individual in a public property, usually a very bad policy to have established.

2. As a rule the objective of the concessionaire was to make the highest possible profit through the sale of his goods, and while the park departments would make rules and regulations concerning prices and qualities of goods sold, whenever the concessionaire found that he was not making as much profit as he desired, he began to avoid wherever possible the rules and regulations of the board. This has caused endless troubles in some departments.

3. In many park departments partisan politics influenced the granting of concessions -- a condition which as a rule worked badly with respect to the quality of service.

4. The objectives of the Park Department and the concessionaire were likely to be directly opposite. As has been stated, the concessionaire desired to make the highest possible profit along ordinary practices in business. The Park Department desires to provide a service handling only the best quality of goods and selling them at the lowest possible price, being content with a moderate and reasonable profit.

5. There has always been a feeling too in the minds of many park executives that it is not in the public interest to allow the people's property and the good will that goes with it to become the means of profit-making by private citizens or private commercial establishments. If profits are to be made through the sale of refreshments in publicly owned property, such profits should likewise be kept and used for the benefit of the public.

I heartily commend the policy adopted by the Park Board of Minneapolis in operating all refreshment stands or refectories of whatever sort conducted in the parks.

The Refectory Service in some park departments has extended itself into a little broader field than has the Refectory Service Division of the Minneapolis Park Department. This refers particularly to organized picnic services. In a few departments the Refectory Division will take over the responsibility of providing meals and refreshments for an organized picnic outdoors at a fixed price per person, thus relieving the members of the lodge, union, women's club or whatnot of the trouble or providing food and refreshments themselves. Something similar to this is done in serving food and refreshments to parties held in the Swiss Chalet and Columbia Park Manor in the Minneapolis Park System,

In many European Park Systems the serving of meals and drinks of various kinds either in restaurants or outdoor dining places in the parks is looked upon as a fine social-recreational diversion, which indeed it is. For several reasons, chiefly the use of the automobile, this fine practice has never become permanently established in the management of park systems in this country. There has also been some private commercial opposition to a too extensive development of this type of service in municipal parks. The practice is quite extensive in state parks, however.

CHAPTER VIII.

Finances, Park Department

1. Operation and Maintenance Funds

2. Funds for Capital Outlays

It will be absolutely necessary for the citizens of Minneapolis to take definite steps through their voting power to provide the Park Board with more adequate revenues for operation and maintenance, and for capital outlays if they (the citizens) wish to obtain the following results:

1. Secure the maximum use of the recreation areas and facilities already provided.
2. Provide needed recreation areas, facilities and services in those sections of the city lacking them; and for redesigning and equipping several existing areas to the end that they may render better service.
3. Maintain all areas and facilities in first class condition to conserve the investment already made and at the same time enhance their usefulness.
4. Extend the volume, variety and quality of service through increased numbers of qualified personnel in the various divisions of the Department - Recreation, Maintenance, Police, Forestry, Floriculture, Engineering and Construction, etc.
5. Extend the time of operation of the recreation areas and facilities.

Sources of Funds and Extent of Funds for Operation and Maintenance

Since it is apparent that lack of adequate funds for operation and maintenance is the major need of the Park Department, it is pertinent to inquire into the present situation with respect to source and extent of funds for operation and maintenance and how the lack may be remedied.

Major Source of Funds

Funds for operation and maintenance in the Minneapolis Park System are derived chiefly from special millage taxes. Minor income is derived from fees and charges and from donations.

The City Charter provides for the following special taxes for the Park Department:

1. General Park Tax..... 1 1/2 mills
2. Park Playground Tax..... 1/2 mill
3. Park Museum Tax..... 1/8 mill *
4. Street Forestry Tax..... 1/20 mill

When these millages were fixed they were believed high enough to provide a fairly adequate income for operation and maintenance purposes. But since the time of their establishment by the Legislature (or by the vote of the people) several things have happened to throw the fiscal set-up out of balance.

*The Park Department is acting as a collecting agency for the Minneapolis Society of Fine Arts with respect to the income from the Park Museum Tax. This income is turned over to the Board of Directors of the Minneapolis Society of Fine Arts and is expended directly by them.

Some of the reasons why the fiscal set-up has been thrown out of balance are:

1. Property values have declined.
2. Population has increased requiring a greater volume of service.
3. New areas have been acquired and developed, and new developments of old areas have been made adding to the cost of operation and maintenance.
4. The demand for recreation service has greatly increased due to a rising appreciation by the people for the values of recreation in the individual and community life.

Decline of Property Values

The following table shows what has happened to property values subject to taxation over a period of fifteen (15) years: *

<u>Year</u>	<u>Value of Property Subject to General Taxation</u>
1928	\$322,640,406.00
1929	330,012,308.00
1938	238,032,529.00
1939	237,537,098.00
1940	235,281,471.00
1941	230,613,836.00
1942	232,408,680.00
1943	234,710,361.00

Within the period of time included in the above table the value of property subject to general taxation has declined 28.9 per cent.

The population has increased (1920-1940) 29.3 per cent. (The population increased from 1930 to 1940 6.0%.)

* Statistics from Budget Facts and Financial Statistics of the City of Minneapolis, 1930 and 1940. Board of Estimate and Taxation.

Park Revenues from Tax Sources 1928 to 1943-44

The following table shows what happened to the Park Funds derived from millage taxes during the period from 1928 to 1943-44:

<u>Year</u>	<u>General Park Tax</u>	<u>Park Playground Tax</u>	<u>Park Museum Tax</u>	<u>Street Forestry Tax</u>	<u>Total</u>
1928	\$471,457.15	\$ 97,434.48	\$39,288.10	\$15,715.24	\$623,894.97
1930	495,018.46	145,205.42	41,251.54	16,500.61	697,976.03
1942	387,431.24	115,306.92	28,826.73	11,530.70	543,095.59
1943	390,446.58	116,204.34	29,051.08	11,620.43	547,322.43
1944	396,660.51	124,396.49	29,338.80	11,735.52	562,131.32

From 1930 to 1944 inclusive, the general park tax revenue has declined nearly 20 per cent (19.8%), and park playground tax revenue declined 14.3 per cent. The street forestry tax revenue has declined 28.8 per cent. This tax has always been inadequate for financing street forestry in a city the size of Minneapolis.

During the period of prosperity after the close of the World War I to the beginning of the great depression, when assessed valuations were still high, the Park Department acquired several additional properties. Partly because of increasing recreation demands from the people and partly to provide jobs for the unemployed, several more properties were acquired and developed during the years of the depression. But during the depression years property values began to decline. The Park Department, without any fault of its own found itself in the position of 22.5 per cent more property to operate and maintain while the general park tax for the operation and maintenance of the park system declined 20 per cent in the Park General Fund and 14.3 per cent in the Park Playground Fund. At the same time the cost of wages, salaries, materials and supplies were rising during the forties, so that the park dollar had less purchasing power than it did in the twenties and thirties.

Revenues from Fees and Charges

The operation and maintenance revenues of the Park Department are augmented from year to year by a not inconsiderable sum through revenue-bearing activities conducted by the Department. In 1943, the gross income from revenue-bearing activities was \$443,452.42. Of this amount \$104,627.85 was derived from the operation of the airport, an item which hereafter will not appear in fiscal statements of the Department.

The following table shows the net revenues from the operation of revenue-bearing activities in 1943 with the exception of the airport, and a comparison of the net revenues of 1943 with those of 1942 and 1930:

<u>Sources of Revenue</u>	<u>Net Income 1930</u>	<u>Net Income 1942</u>	<u>Net Income 1943</u>
Boats	\$13,734.64	\$ 9,838.00	\$15,527.65
Baths	10,586.23	2,226.90	4,632.70
Canoe and Boat Licenses	1,048.75	1,373.50	1,448.00
Comfort Station	1,201.10	298.74	288.15
Court Fines	6,142.00	8,892.00	2,145.00
Skating Rink - Checking	7,005.79	549.10	720.20
Rental of Buildings - Net		136.34	899.38
Rental of Land and Buildings		5,424.96	5,923.92
Refectories - Net	15,881.77	10,569.96	15,063.05
Auto Tourist Camp	5,394.33	5,264.41	2,813.50
Rent of Equipment			6,679.80
Privileges	870.00	150.00	150.00
Theodore Wirth Chalet - net	10,620.49	0.00	0.00
Logan Park Field House	695.10	0.00	0.00
Contributions	0.00	0.00	3,770.00
Miscellaneous	4,394.67	4,207.63	4,172.18
Nursery Transfers	10,544.74	11,744.25	314.00
Totals	\$88,119.61	\$60,675.79	\$64,547.53

Wartime conditions account chiefly for the drop in net revenues from fees and charges and business transactions in 1942 and 1943 as compared with 1930. It is to be noted that the income from boats in 1943 far exceeded the income in 1942 and even exceeded the income in 1930. While the income from baths in 1943 showed a marked increase over 1942 it was less than half of the income received in 1930 from the same source. This is accounted for by change in the bathing habits of the people in that they do not use the regular bath houses as

much as formerly although the volume of bathing may be far larger than in former years. The enormous drop in revenues from skating rink checking in 1943 as compared with 1930 is due to the closing of so many rinks and to the fact that only a few of the rinks operated in 1943 were provided with warming houses. It is to be expected that the closed rinks will be opened in the future and more warming houses provided together with personnel to handle the checking and the general operation of the rinks. Court fines in 1943 were less than one-fourth of the revenue from this source in 1942. Refectories show a marked increase in 1943 as compared with 1942. On the other hand income from operation of the tourist camp was only about half in 1943 of the income in 1942. This, of course, is due to restrictions of travel. The camp is not being operated in 1944. Such items as rent of equipment and donations are not constant factors and if these were eliminated in 1943 the total income from fees and charges and business transactions in that year would be below that of 1942. However, it is to be expected that the bottom has been reached and that after the war is over the revenues from fees and charges will rise.

In addition to the above sources of revenue from fees and charges and business transactions the Park Board operated five golf courses on which there was a loss in 1942 of \$4,933.95 and in 1943 of \$1,102.91 out of a gross income of \$113,343.96 in 1942 and \$106,775.82 in 1943. In ordinary years these courses would be expected to cover the cost of operation and maintenance and perhaps provide some surplus. Two of these courses are financed on the basis of expecting the revenues to not only cover the cost of operation and maintenance but also to amortize in a given period of years the capital investment for land and improvement. It is doubtful whether this will ever be realized. There are very few examples throughout the United States where a given recreation facility has been successfully financed on this basis. Usually the most that can be expected is coverage of operation and maintenance costs from fees and charges.

A part of the operative expense of the extensive athletic program conducted by the Recreation Division of the Park Department through the Municipal Athletic Association is met through fees and charges. These funds are handled through the Association under the supervision of the Recreation Division of the Park Department and do not appear in the financial records of the Park Department.

In 1943 the total income from entry fees, gate receipts, donations, tournament entry fees, fees for lessons and miscellaneous items was \$14,546.26. The expense for officials and supervisors, publicity, trophies and prizes, playing supplies, care of grounds and courts, instruction and miscellaneous items was \$13,861.33, leaving a cash balance at the end of the year of \$684.93.

Comments Concerning the Practice of Making Fees and Charges

In theory, public recreation facilities and services should be as free to the people as are the facilities and services of public education. This is based on the legal principle that public recreation service is a "governmental" and not a "proprietary" function of government. Its primary function is to promote the general welfare. However, there are several court decisions to the effect that the charging of fees for the use of recreation facilities does not necessarily affect the essential "governmental" character of the service. The theory of completely free service is held to rather strictly throughout the country so far as children are concerned. Even where children are required to pay a fee as in playing on a golf course, or for the use of a swimming pool, the fees are generally nominal and usually free days or hours are allowed so that no child will be denied the right to use the facilities. In some cities there is at least one free day in the use of swimming pools for adults.

The practice of making fees and charges will likely continue as a fixed policy in most park and recreation systems and perhaps will be increased to some extent. However, this practice should always be liberally administered and so modified in administration as to deny to no one, no matter how low in the economic scale, the benefits of at least partial use of facilities and services for which fees and charges are made.

How the Park Department Operating Funds are Used

The question has been raised: Is the Park Board making the best possible use of the limited funds at its disposal?

Is too much of the current budget being spent in cutting grass and not enough on supervision of playgrounds? Is too much money being spent on growing flowers and not enough on skating rinks in the winter season? Is too much money being spent on playgrounds in the summer and not enough on skating and winter sports opportunities in the winter? Other questions of this tenor have been asked.

Considering the restricted budget due to the decline in the assessed valuation of properties subject to taxation these are pertinent questions.

In the following pages an effort will be made to analyze the budget to show just how the funds available have been apportioned to the various functions of the Park Department. The analysis is of the proposed budget for 1944 rather than the actual expenditures for 1943 or any previous year.

The following statement shows the estimated funds available from all sources for the year 1944:

I. General Park Funds:

1. Park General Tax - 1.68 mills from which
estimated collection would be realized of.....\$380,700.00
2. From grain tax..... 800.00
3. From bank excise tax..... 3,000.00
4. Earned net revenues..... 38,000.00
5. Balance from 1943..... 47,500.00

Grand total of general park funds.....\$470,000.00

II. Park Playground Funds:

1. From park playground tax.....\$120,500.00
2. Balance from 1943..... 5,200.00

Total playground funds available.....\$125,700.00

III. Street Forestry Fund:

1. From street forestry tax.....	\$ 11,390.00
2. Balance from 1943.....	<u>510.00</u>
Total forestry (street) funds available.....	\$ 11,900.00

Grand total of estimated income from all sources
for 1944.....\$607,600.00

For purposes of our analyses the Street Forestry Fund may be immediately eliminated because the law requires that this fund must be spent on street trees. It may be noted in passing that this fund represents but 1.95 per cent of the total estimated budget of the Department, a very low per cent of the total budget and entirely inadequate for good performance of the duty of planting the large number of trees that should be planted, and for caring for the still larger number of trees that are already planted. The planting program is several years behind schedule. The care of the existing trees is not adequate. Some years ago Minneapolis had the proud distinction of being one of the most beautiful cities in the whole of the United States so far as street trees are concerned. It is still beautiful in this respect but it has fallen behind some other cities in respect to planting program and the care of the trees already planted.

A few years ago an effort was made by the Department to secure through the State Legislature a law giving the Department authority to assess the cost of the care of the street trees against the abutting property but this failed of passage. My own judgment is that not only should this be done but that the millage tax rate for the general financing of this important function of the Park Department should be increased. It is now only 1/20 of a mill. In order to enable the Park Department to perform this function of street forestry fairly adequate this should be approximately 1/4 of a mill. This would yield a revenue of between \$50,000 and \$60,000.

Remaining Revenues

Having eliminated the Street Forestry Revenues from the Estimated Budget for 1944 there remains the sum of \$595,700.00 for general park and for playground-recreation purposes.

How has this sum been apportioned to the various functions of the Park Department. The following computations will show this: First by functional allocations: General Park Fund..... \$470,000.00

I. Functional Care of Properties:

1. Triangles, squares, ovals, places, etc. \$3,800.00

There are 57 of these small properties scattered throughout the city. Their total acreage is 16.872. The cost per acre is about \$225.22. Any park executive would say that this is an exceedingly low per acre cost. It probably means that some of them are receiving little attention.

The sum allocated for this purpose (\$3,800.00) is eight-tenths of one per cent of the total park general funds; and six-tenths of one per cent of the total funds available for 1944.

2. Scenic and Rest Parks..... \$18,800.00

There are about thirteen properties in this category. Their total acreage is approximately 36.616. The average cost per acre is \$513.43. This is the highest cost per acre of any of the category of park properties. It is accounted for by the fact that for The Gateway alone a budget of \$10,200 is allocated. The area of The Gateway is 1.217 acres. On an acreage basis the cost runs to \$8,381.26. The monumental character of the structures on The Gateway plus special services provided there run the cost to a high figure. For the remainder of the properties the cost per acre is \$242.93 which is a low figure for properties of this character.

The budget allocations for properties of this character is 4.00 per cent of the total Park General Fund budget; and 3.15 per cent of the total funds available, less the Forestry Fund.

3. Neighborhood Recreation Parks..... \$49,400.00

There are ten properties in this category budgeted in the Park General Fund. They have a total of 315.821 acres. The cost per acre is on an average about \$156.40. This type is, as a rule, one of the most expensive types to maintain in a park system. This per acre cost is exceedingly low.

The sum of \$49,400.00 budgeted for the care of these parks is 10.51 per cent of the total General Park Funds available and 8.29 per cent of the total budget funds available to the Park Department, less the Forestry Fund.

4. Large and Small Landscaped Recreation Parks..... \$87,300.00

There are eleven properties in this category with a total area of 2,809.094 acres. The sum allocated to this part of the budget is \$87,300.00. The average cost is \$31.08 per acre. Eliminating the 1,230.37 acres of water and basing the cost on the land alone the average cost is \$55.30 per acre. In either case the average acreage cost is disturbingly low and indicates that much work that should be done in maintaining these properties to a high degree of efficiency is not being done.

The sum of \$87,300.00 is 18.57 per cent of the total available General Park Funds, and 14.65 per cent of the total funds available for the Park Department budget, less the Street Forestry Fund.

5. Parkways (\$48,100 & \$7,000 of special road repairs)..... \$55,100.00

There are ten properties in this category comprising 910.688 acres with 39.78 miles of roadways. The cost per acre is \$60.50. It is difficult to understand how that many acres of land and so many miles of roadways can be maintained in first class condition at this low cost.

The sum of \$55,100.00 allocated to this part of the budget is 11.72 per cent of the total funds available in the Park General Funds, and 9.25 per cent of the total park department funds available.

II. Other functional items of the General Park Fund budget:

1. Miscellaneous accounts:

		Per Cent total Park General Funds
a. Administration.....	\$70,200.00	14.93%
b. Care of tools and equipment and personal property.....	35,600.00	7.57

c. Nursery..... \$ 4,500.00 0.97%

2. Special accounts:

a. Lighting parks and parkways.....	\$19,700.00	4.19
b. Water rent and sewage.....	2,700.00	.59
c. Forestry work in parks.....	10,000.00	2.12
d. Road oiling.....	600.00	.12
e. *Special road and paving repairs (\$7,000 used on parkways).....	4,000.00	.85
f. Special walk and curb repairs....	1,500.00	.31
g. Special building repairs.....	800.00	.17
h. Greenhouses and Armory Gardens...	11,100.00	2.36
i. Music.....	13,200.00	2.80
j. Police.....	42,900.00	9.12

3. Revenue Accounts. These include:

Calhoun Boats.....	\$7,800	
Harriet Boats.....	4,900	
Calhoun Baths.....	7,000	
Webber Baths.....	7,300	
Nokomis Baths.....	6,600	
Wirth Park Baths.....	4,200	
Minnehaha Tourist Camp.....	1,000	38,800.00
		8.25

These items are nearly offset by revenues from these various facilities

Grand total estimated budget.....\$470,000.00

*Actual Appropriation is \$11,000; \$7,000 being included in parkways and boulevards.

Comments Concerning Miscellaneous Accounts,
Special Accounts, etc.

1. Administration. Certainly no criticism can be made of the amount of the budget allocated to administration. Very few if any business establishments with a capital investment of \$20,000,000 and a total operating budget of over \$607,000 could show an administration cost as low as approximately 15 per cent of its total operating budget.

2. Care of Tools and Equipment, etc. The item of \$35,600.00 for care of tools and equipment and personal properties means that only the most necessary repairs are being made.

3. Special Road and Paving Repairs. Aside from the roadways in the parkways (39.78 miles) there are 22.45 miles of roadways, or a total of 62.23 miles of roadways to be kept in repair from an item of \$11,000.00, an average of about \$177.00 for each mile. In this discussion, \$7,000 of the above \$11,000 item has been allocated to parkways and \$4,000 to special road repairs.

4. The item for policing the parks is less than half of what ought to be provided.

5. The item for music in the parks has been greatly reduced from what was formerly spent.

6. Likewise the item of \$11,100 for the propagation of flowers and the floral displays in the parks is very small for this important cultural recreational service to the people.

It is evident that all of these items have been cut to the bone and in some instances part of the bone has been cut. As for example the item of \$800.00 for special repairs of buildings means that up-to-the-minute care of the numerous buildings in the parks is absolutely impossible.

The Code Classification Budget of the Park General Fund shows that for the salaries and wages, regular and temporary, a total of \$349,300.00 is allocated. This is 74.31 per cent of the total Park General Funds available.

For other than personal services, the sum of \$120,700.00 or 25.69 per cent of the total funds available are allocated.

The apportionment of the funds as between personal services and other services is a fair and equitable distribution of operating and maintaining funds.

Park Playground Budget Fund

The total Park Playground Fund available for the year 1944 was \$125,700.00.

The functional budget of the fund was as follows:

1. For maintenance and operation of playgrounds
and neighborhood recreation parks..... \$64,000.00

Functionally \$64,000.00 or 50.9 per cent of the total Park Playground Fund was allocated to the operation and maintenance of 32 playground parks and neighborhood recreation parks. It will be recalled that the maintenance of ten additional neighborhood recreation parks was charged to the Park General Fund (\$49,400.00).

2. General Accounts..... \$61,700.00

In this functional classification are included such items as:

- | | |
|------------------------------|---------------|
| a. Recreation General..... | \$55,700.00 |
| b. Lighting..... | 4,000.00 |
| c. Water Rent..... | 1,600.00 |
| d. Parade Tennis Courts..... | <u>400.00</u> |

Total	\$61,700.00
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These items are 49.1 per cent of the total Park Playground Fund.

Estimated Expenditures from the Park Playground Fund for 1944, by Municipal Code

The Municipal Code accounts reveal more definitely for what purposes the Park Playground Fund was allocated in making up the estimated budget than does the Functional Budget.

1. Personal Service:

a. Salaries and wages-Regular.....	\$81,200.00	
b. Salaries and wages-Temporary.....	<u>19,200.00</u>	
Total		\$100,400.00

The amount budgeted for salaries and wages (\$100,400.00) was 79.87 per cent of the total funds available in the Park Playground Fund.

For recreation leadership, regular and temporary, \$33,820.00 was allocated in the budget. This was 33.68 per cent of the total budget for salaries and wages; and was 26.91 per cent of the total Park Playground Fund.

The remainder of the budget for salaries and wages or \$66,580.00 was for parkkeepers, attendants, clerical help, etc.

2. Contractual Service:

a. Expert and Consultant Service:		
Auditing and Accounting.....	\$ 100.00	
b. Communication Service - Postage, mailing and telephone.....	1,910.00	
c. Transportation Service - Automobile allowance, freight, express, drayage.....	1,690.00	
d. Printing, Binding, Advertising.....	65.00	
e. Contract Equipment Cost - rental of park owned trucks, rental of teams and teamsters.....	5,800.00	
f. Cleaning, Disinfecting, Waste Removal....	40.00	
g. Utilities Service - Water, Light, Power, Gas, Sewage Disposal.....	6,665.00	
h. Conventions and Investigations.....	125.00	
i. Sundry Contractual Services - Wire temporary buildings, miscellaneous.....	<u>350.00</u>	\$16,745.00

3. Repairs and Alterations.....	\$ 550.00	550.00
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4. Supplies, Parts, Materials:

a. Operating Supplies - office supplies, shop supplies and tools, medical supplies, education and recreational supplies, other operating supplies.....	\$1,775.00	
b. Operating Equipment - Supplies and parts, grease and oils, repair parts.....	60.00	
c. Fuel for Heating and Power - coal and coke, gasoline.....	1,950.00	

d. Household and Institutional Supplies - cleaning supplies, housekeeping supplies.	\$ 300.00	
e. Dairy, Farm and Garden Supplies,-- park and garden supplies, feed for ducks and birds.....	75.00	
f. Building Materials and Parts.....	1,235.00	
g. Materials for Streets, Highways and Grading - sand and gravel, clay, sod, other materials.....	290.00	
h. Other Materials, Parts, etc.....	<u>35.00</u>	\$5,720.00

5. Current and Fixed Charges:

a. Awards and Indemnities - Workmen's Compensation.....	\$ 200.00	
b. Insurance Premiums - indemnity insurance, property insurance.....	815.00	
c. Rental Charges - Keewaydin Field.....	750.00	
d. Subscriptions and Memberships.....	<u>20.00</u>	\$1,785.00

6. Capital Outlay:

a. Land.....	\$ 500.00	\$ <u>500.00</u>
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Grand Total of all estimated expenditures,
other than Personal Services..... \$25,300.00

The sum spent for purposes other than Personal Services is 20.13 per
cent of the total Park Playground Fund.

The apportionment of the funds as between personal services (79.87
per cent) and services of a material character (20.13 per cent) is generally
considered by park and recreation executives a fair and equitable allocation
of operating and maintaining funds.

The Park Playground Fund does not represent all the finances spent
through the Park Department on recreation. Referring to the analyses of the
Park General Fund it will be seen that from this fund the following items were
allocated to recreation:

1. Maintenance of ten neighborhood recreation parks..	\$49,400.00
2. Music.....	13,200.00
3. Greenhouses and floral displays and the Armory Gardens.....	11,100.00
4. Boats, baths, tourist camp, etc.....	<u>38,000.00</u>

These four items make a total of.....\$112,700.00

In addition, there are five golf courses operated and maintained which are self-supporting; docks for boats and canoes; and sailing craft; ski and toboggan slides are maintained; band stands; picnic grounds, tables and ovens; bathing beaches; trails and walks; bridle paths; tennis courts and ball fields and archery ranges in large landscaped recreation parks and tennis courts in scenic-rest parks; are all maintained out of the Park General Fund. The driveways in the parkways and boulevards for pleasure driving are a recreational facility of great importance to many people. These are all maintained out of the Park General Fund (\$55,100.00). It is the same with the driveways in the parks (22.45 miles). During the year 1943 there was spent through the Minneapolis Athletic Association for recreational activities the sum of \$13,861.33, an item which does not appear in the budget of the Park Department, but the activities were chiefly carried on in park properties.

A park has always been defined from the beginning of the Park Movement, "As a place set aside for the recreation of the people". The entire Park Department in this sense is a recreation agency and all the moneys spent to maintain and operate the park areas and facilities are being spent for recreation either of a passive kind or an active kind, whether the recreation be carried on by individuals independent of a program, or by groups under their own leadership, or the leadership of some private agency, or a public agency other than the Recreation Division, or as a part of the program organized and conducted by the Recreation Division of the Department.

The per capita expenditure for operation and maintenance of the park-recreation system of Minneapolis based on the total of the budgets of the Park General Fund and the Park Playground Fund is \$1.19. It is generally agreed among park and recreation administrators that a proper or desirable expenditure for all park-recreation purposes is \$3.00 per capita. This would mean in Minneapolis a budget for the Park-Recreation Department of \$1,500,000 or about two and one-half times the present total budget including the street forestry fund.

Conclusion

From the foregoing analyses of the Park General Fund and the Park Playground Fund it is my firm judgment the funds are being allocated and expended in a fair and judicious manner and in a way that will serve most efficiently the recreational needs of the people of Minneapolis within the limits of the funds available. I am also sure that this is the intent and desire of the Park Board and the executives of the Park Department.

True it is that many citizens would like to see the playgrounds operated under leadership more days in the year, that more skating rinks and hockey rinks and warming houses be provided, that an indoor recreation program be carried on during the closed season of the year in some of the park buildings, that more music be provided in the parks, etc. There are others who earnestly and persistently plead for playgrounds or neighborhood recreation parks in neighborhoods not now provided with them. Others would like to see special provisions made for the teen-age young people, more provisions made for the old people. Others would like to see the program broadened so as to include activities not now included in the program under leadership because there are no funds for leaders.

But all these desirable things await on the will and the action of the citizens who through their favorable ballots can authorize an increase of the tax rate under the Park Playground Fund.

The Desirable Minimum Increase in the
Special Tax for the Park Playground Fund

In order to secure the maximum use of areas and facilities already provided through the extension of the time of their operation, through providing more supervisors and leaders, through maintenance of all areas and facilities in first class condition to conserve the investment and at the same time enhance their usefulness; and to provide needed recreation areas and facilities and services in those sections of the city now lacking them, etc., my judgment is that the Park Playground Fund Tax should be raised to $2\frac{1}{2}$ mills.

This, at the present property valuations subject to taxation would yield an income of approximately \$586,000.00 less non-collective taxes. Adding the net estimated revenue from the Park General Fund tax or \$470,000.00, the total budget of the Park Department (less Street Forestry Fund revenues) would be \$1,056,000.00. This would be only slightly more than \$2.00 per capita.

Financing Capital Outlays,
Minneapolis Park System

The areas and permanent improvements thereof have been financed through various means. These are:

1. Use of current millage tax funds. Such use of current millage tax funds for purchase of properties has been comparatively limited. More extensive use of such funds for permanent improvements have been made. There has scarcely ever been a time in the history of the Park Department when the revenues from current millage taxes were adequate to cover the costs of operation and maintenance. Revenues derived from this source are primarily intended for the costs of current operation and maintenance and for minor improvements.

2. Donations of lands and other properties. Properties acquired through donations while not involving capital outlays directly by the Park Board represent a capital value far greater than the average citizen probably realizes. Forty-three properties (areas) have been wholly or partially secured through donations. These donations have an approximate acreage of 736, valued at a little more than a million dollars. They represent about 14 per cent of the entire park system.

3. Transfers from the City Government (City Council) and other public authorities (State, School Board).

Twenty-six properties have been transferred by the City Council to the jurisdiction of the Park Board. These are for the most part small ovals and triangles, etc. The total acreage is small. The only sizeable property so transferred is the Workhouse Site of 8.40 acres. The School Board transferred the Hiawatha School Playground site of 4.10 to the Park Board. The State transferred a part of the Northeast Athletic Field.

4. Lease rights of use of properties belonging to other public authorities and private individuals and corporations.

This method of acquiring the use-rights of properties has been little used by the Minneapolis Park Board. The method usually followed in cities where this has been extensively practiced is for the Park Board to lease at a nominal sum the right to use all or part of properties having recreational use-value belonging to other public authorities. The lease satisfies the legality of the Park Board making such improvements needed. In the case of lands or other property belonging to private individual or corporations the lease cost

is nominal but current taxes are forgiven so long as the property is used by the Park Board or other recreation authority. One of the best examples of this method of acquiring the use-right of properties without great immediate capital outlay is to be found in Cincinnati under the Recreation Commission. Within a period of a very few years this Commission increased the properties devoted chiefly to active, organized recreation from about 300 acres to over 1,200 acres. Properties belonging to the Water Department, Airport Authority, County Commissioners, School Board, Terminal Authority, Parochial Schools, C and O Railroad and private individuals were used.

5. Tax Delinquent Lands. Under the tax delinquent land laws of the State of Minnesota this method of acquiring lands for recreational purposes present unusual possibilities. The difficulties are that the properties available are often too small in themselves to be of practical use or are improperly located. However, by exchanges of properties it is sometimes possible to secure properties of adequate size for children's playgrounds or even playfield parks.

6. Direct purchase by the Park Board making use of:

- a. General bonds
- b. Combination of general bonds and district assessment bonds
- c. District assessment bonds

The greater portion of the area and the permanent improvements of the Minneapolis Park System have been financed through one or the other of these methods.

Perhaps the use of district assessment bonds has been more extensive in Minneapolis than in any other city of comparable size in the United States. This method of capital financing has one fatal weakness. It results in the poorer, more socially needy sections of the city going without highly desirable recreation areas and facilities, while those sections of the city inhabited by people of a higher economic status, and presumably least needy from a social viewpoint are well provided with recreation areas and facilities. In my report to the Board nearly thirty years ago I pointed out that if needed playgrounds and playfields were to be provided in certain areas in the 2nd, portion of the 9th, 6th, 11th, and 3rd wards resort would have to be made to general bond issues. It was not seen fit to adopt this recommendation with the result the conditions in these sections of the city are almost as bad or ~~are~~ worse than they were, recreationally speaking, thirty years ago. I again make the same recommendation with even greater emphasis.

The reason why the district assessment plan of financing playgrounds and neighborhood recreation parks or playfields in the low economic sections of the city is that the resulting benefits to property values are not commensurate to the cost of acquisition and improvements of the necessary sites for play and recreation. This is more or less a paradox but it is nevertheless true.

Comments and Conclusions Concerning Capital Outlay Funds

1. That only a very limited use be made of current operating funds for capital outlays.
2. That continual efforts be made to interest philanthropic minded citizens to make donations of lands where such lands are suitably located and adapted to the uses for which they are intended, and to secure donations of money for facilities.

3. That a continual scrutiny be made of lands or buildings owned by other public authorities as to their possibility for recreational use where such use does not interfere with the primary purposes for which they were provided, or when they may have been abandoned for the use for which they were originally provided. (Examples: water department properties, abandoned school sites and buildings, excess lands in harbor improvements, excess lands in major highway plans, etc.)

4. That continual study be made of tax delinquent lands.

5. That the policy of acquisition and improvements through district assessment bonds, or a combination of district assessment bonds and general bonds be continued where such a policy can be successfully applied.

6. That general bonds be resorted to in providing needed areas and facilities in those needy sections of the city where the district assessment plan will not apply.

PART II.

Public Agencies, Other Than the Park Department, Concerned with Leisure-Time Activities

1. Board of Education
2. The Public Library Board - Natural Science Museum
3. The Minneapolis Society of Fine Arts
4. The Committee on Buildings and Grounds of the City Council (through Engineering Department)
 - a. Riverside Public Baths
 - b. John Ryan Public Baths

With the exception of the Board of Education, all the agencies considered in this Part of the Recreation Survey are specialty agencies.

1. The Public Library is primarily related to recreation, or the use of leisure-time, through providing opportunities for and promoting reading and study, although its activities in some respects in relation to recreation are much broader than its primary function.

The Public Library sponsors and conducts an institution that serves in another field of leisure-time interests, viz., the broad field of the recreational sciences through its Museum of Natural Science and the Minneapolis Science Museum Society.

2. The Minneapolis Society of Fine Arts contributes to the leisure-time interests of the people by providing, maintaining and operating a Museum of Art, housing and exhibiting fine examples of man's attempt to express his concept of beauty through the graphic and plastic arts and through the hand-craft arts. It also provides a school for the training of people in expressing themselves in beautiful forms.

3. The City Council Committee on Public Buildings and Grounds acting through the Engineering Department of the city is wholly concerned with the operation of two public bathing establishments.

4. The Board of Education and the Public Educational System under its government is primarily concerned with the education (in the legal meaning of that term) of the children and young people, and to some extent with the further education of adults. Since training the children and young people in right habits of the use of leisure is a part of the educational process, the Board has a direct interest in recreation in general. It touches recreation again through the Community Use of School Buildings; and again in directly authorizing the conduct of community recreational programs as in the summer playground program.

Board of Education

The Board of Education is enjoined by law to provide facilities and leadership for the instruction and training of the children and young people within certain legal limits as to age, within certain legal limits as to time, and in a certain prescribed field of knowledge.

The object is to acquaint the children and young people with the proper use of the media for the transmission of knowledge and in carrying on

human communication (language); with various other media of human intercourse (writing, speaking, numbers); with the world in which they live (geography and the natural sciences); with the people with whom they live - their activities past and present (history, sociology, government, industry, commerce, etc.); how to take care of themselves (hygiene, health, physical education, etc.); with something of the expressions of the emotional life of people (music, dramatics, art, handcraft arts, etc.); and with a knowledge of how to carry on the daily acts of life in making a home and a living (domestic science, domestic art, home making, training in trades, office work, etc.)

The ultimate object of all this training and instruction being to turn the young people out into the world as intelligent, good citizens with a reasonably broad outlook on life and living and their proper place in human society.

Since the learning faculty does not atrophy at the end of the primary and secondary schooling, the State has further given the Board of Education authority to provide instruction for adults under certain conditions.

Now it so happens, in fact is unavoidable, that in the regular school process of instruction and training the program is built upon the same interests, impulses, urges, desires and instincts upon which a program of recreation is built. Some of these are: the interest in physical activity as expressed in play and sports and games; interest in communication or learning to talk and the use of the mother tongue; the interest in doing things with the hands; the curiosity interest which is the basis of all natural learning about the world of nature and of people; the interest in color, line form giving rise to the graphic and plastic arts; interest in acting giving rise to dramatic art; interest in rhythm, melody and harmony out of which spring all the various forms of musical activity; the interest in doing things with the hands which gives rise to the great field of the handcraft arts and mechanical arts; the interest in being together socially, and, in adult life in doing things together in a civic and political way; and finally the feeling of kinship with a great power outside one's self giving rise to religion. These are the major foundations of the recreation program. They are all fundamental natural interests and would be expressed in some form or fashion whether a child ever entered a school or not. The school takes these natural interests and draws them out (education from educo -- to draw out) develops, refines, gives skills and techniques, and tries to orient them toward some ultimate objective as the making of a home, the making of a living and the making of a good citizen.

Herein is the first point of contact that the Board of Education and the system of schools under its control has with recreation. The schools are a training ground for the wholesome and constructive use of leisure.

A second point of contact the Board of Education has with recreation is in what is known as extra-curricular activities.

The physical education program overflows into hours outside of the regular school day and week chiefly in the form of competitive games and sports.

Musical and dramatic presentations, and even much of the training for these as in band, orchestra and chorus rehearsals are conducted outside of school hours.

The social activities of the students usually take place outside of school hours. The conduct of the numerous club meetings is generally after regular school hours.

These activities are all more or less a direct outgrowth of the regular school program, but their sum total in a school year makes an important contribution to the recreational life of the community and especially of the school population. They are a kind of practical training ground also for activities of a similar nature in adult years.

The scope and extent of some extra-curricular activities carried on in the schools may be shown from the following gleanings from the report of Mr. Ralph C. Tapp, Director of Physical Education, (1943-44).

Sports:

1. Intra-mural	Teams	Games	Contestants
Grammar schools	235	688	1,645
Junior high schools	1,927	6,649	22,195
Senior high schools	1,116	4,293	9,722

Notes: There were on roll in the grammar schools as of September, 1943, 28,086 pupils. The contestants in intra-mural sports from the grammar schools represent about 5.8 per cent of the total enrollment.

There were on roll in the junior high schools 16,674 as of the above date. The contestants from the junior high schools represent 133.0 per cent of the enrollment. Evidently a good many of the pupils served on several teams.

There were on the roll in the senior high schools as of the above date 13,311 pupils. The contestants in intra-mural sports from these schools represent 73.0 per cent of the total enrollment.

Intra-mural programs were carried on in eight high schools. Seven junior high schools had intra-mural programs and one had a noon-hour program.

2. Individual Sports

Pupils participating:	Remarks
Grammar schools..... 320011 per cent pupils enrolled September, 1943
Junior high schools 5,487	32.9 per cent pupils on roll September, 1943
Senior high schools 4,066	30.5 per cent pupils on roll September, 1943

Twenty-two (22) different sports were participated in through this program including archery, boxing, gymnastics, riding, skating, skiing, swimming, tennis, track, etc.

3. Competitive Athletics

Inter-school contests:

Teams.....	125
Games played.....	1,156
Pupils participating.	2,214

This activity is confined to pupils of the senior high schools. The number participating represents 16.6 per cent of pupils on the roll as of September, 1943.

Athletic attendance was reported (1943-44) as follows:

Baseball.....	11,360
Basketball.....	59,687
Football.....	84,517
Gymnastics.....	200
Skiing.....	200
Swimming.....	1,600
Track.....	1,500
Wrestling.....	<u>500</u>

Total	159,564
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The conduct of competitive athletics involves the handling of considerable sums of money through what is known as the Central Athletic Fund - Report, 1943-44.

Receipts:

Balance, July, 1942.....	\$ 540.00	
Football.....	5,578.05	
Basketball.....	4,374.93	
Others.....	6,572.94	\$17,065.92

Expenditures:

Football.....	3,882.08	
Basketball.....	5,643.38	
Federal Taxes.....	3,766.38	
Others.....	1,289.89	\$14,581.73

Balance.....	\$ 2,484.19
Dividend to school.....	<u>2,136.37</u>
Balance.....	\$ 347.82

4. Special Activities

a. Programs, entertainments. etc.

Number events.....	229
Pupils participating.....	30,687

These included parades, P.T.A. demonstrations, auditorium programs, field days, school shows and other events.

b. Organized club activities

Number meetings.....	1,126
Total attendance.....	35,397

These included clubs in boxing, fencing, leaders clubs, skating clubs, tumbling clubs, skiing clubs, etc.

c. Co-educational Activities

Attendance.....	25,908
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These included such activities as badminton, social and folk dancing.

d. Tests and measurements

Tests given..... 1,227
Pupils tested..... 28,147

It is evident from the above statistics that an extensive and important service is being rendered through these extra-curricular activities not only in providing wholesome constructive recreation, but also in supplementing the basic training for the constructive use of leisure of the regular school program.

Most of the activities have a carry-over value for leisure-time activities in after school life.

A third point of contact the Board of Education has with recreation is in the community use of school buildings and grounds, especially the use of the buildings.

In the course of preparation for the discharge of their duties under the educational laws, the Board must of necessity purchase lands for school sites and erect thereon a building or buildings for the housing of the various activities included in the school program. As the scope of the concept of education expanded, the grounds grew larger and the buildings larger and more complex, including many facilities such as play rooms, gymnasiums, auditoriums, swimming pools, shops of various kinds, and special rooms for art, music, domestic science, library or book room, etc.

These grounds and buildings are in actual use about nine months of the year, twenty days a month, five days a week and about six or seven hours a day. Some of the high school athletic fields are in use much less time than this. In short, at a minimum calculation this vast equipment is in actual use but 1,080 hours out of a total of 8760 hours of the year or in other words 12.3 per cent of the total year's time. The people have a huge sum of money invested in lands, buildings and equipment, and the question naturally arose many years ago, why should not this great investment be made to return a greater dividend of service to the people than it is now rendering? This question and thought gave rise to the idea of the community social-recreation use of the school buildings and grounds. The community use of school buildings in Minneapolis has never developed to the point where there is a well organized system of community recreation centers conducted in the school buildings, but there has developed a great deal of use by community groups under a system of permits, fees and charges established by the Board of Education.

This community use of school buildings originates from several sources. The education department reports the classification of origin as follows:

1. Day School Activities. This refers to activities conducted by the school after 6 p.m. on school days, Saturdays, Sundays, holidays and vacations. It does not include school clubs, intra-mural athletics or any school sponsored activity.

2. Group Work and Recreation. Included under this heading are agencies conducting group work, i.e. Girl Scouts, Camp Fire Girls, Boy Scouts, etc.; also recreation groups and athletic programs conducted by the Y.M.C.A., Park Board, Emanuel Cohen Center, B. F. Nelson Memorial House, etc. These meetings may be held either before or after 6 p.m.

3. P.T.A. This includes meetings held by Parent-Teacher Associations regardless of activity. These meetings may be held either before or after 6 p.m.

4. Government.

a. The City of Minneapolis uses the schools for elections and civil service examinations.

b. The State of Minnesota uses the schools primarily for civil service examinations.

c. The Federal Government uses some of the buildings for a part of the year for selective service boards; also for federal citizenship examinations, etc.

5. National Defense Training Program. This is a vocational training program conducted in ten schools. These classes run in some instances for 24-hour periods, but for purposes of reporting community use of school buildings, all meetings are classified after 6 p.m.

6. Civilian Defense and Red Cross. This includes activities and programs conducted by the several divisions of the Minneapolis Civilian Defense Council, and activities carried on by the Red Cross. These meetings may be before or after 6 p.m.

7. Adult Education Department. Conducted by the Minneapolis Public Schools.

8. Entertainment. Entertainments, programs and recitals given by outside groups.

9. Civic and Political. Civic meetings held for the purpose of discussing matters of civic interest. Political meetings may be held in the schools according to the rules and regulations of the School Board.

10. Religious. Religious services are conducted in a number of the schools by churches of various denominations. School facilities are frequently used while a church is in the process of construction.

Table Showing the Number of Meetings
and Attendance, Community Use of School
Buildings, 1942-43

	Number Meetings	Attendance
Before 6 p.m.	10,106	448,208
After 6 p.m.	<u>17,113</u>	<u>917,613</u>
Totals	27,219	1,365,821

The rentals received by the Board of Education for the use of the school buildings (1942-43) amounted to \$12,120.09.

Obviously a great deal of community use as classified above cannot be classed as recreation. Including only those uses which might properly be classed as recreational, the following table is compiled:

<u>Classification</u>	<u>Number of Meetings Before</u>		<u>Number of Meetings After</u>	
	<u>6 p.m.</u>	<u>Attendance</u>	<u>6 p.m.</u>	<u>Attendance</u>
Day School Activities	826	73,707	256	112,564
Group Work-Recreation	4,978	98,039	1,347	37,840
Entertainment	<u>230</u>	<u>8,222</u>	<u>21</u>	<u>7,465</u>
	6,034	179,968	1,624	157,869

Thus for these three classifications in 1942-43 there were 7,658 meetings with a total attendance reported of 337,837 or about twenty-five per cent of the total reported attendance on the community use of school buildings in that year.

The number of schools used for community meeting purposes during the year 1942-43 were as follows:

- 10 high schools plus Miller Vocational High School and Boys' Vocational High School
- 9 junior high schools
- 41 grade buildings

The above include only those buildings where rental was charged for use of facilities. There were many other buildings used where rental was not charged.

Eighty-three (83) buildings were used for group work-recreation meetings before 6 p.m., and thirty-eight (38) buildings were used for group work-recreation activities after 6 p.m.

Rules and Regulations of the Board of Education Governing the Community Use of School Buildings and Grounds.

General

1. Request to use a building or ground originates with an application.
2. Application must be signed by three responsible citizens, approved by and principal and by the Superintendent of Schools.
3. Application must be in the Board of Education offices at least three days before date requested.
4. When permit is granted it is sent to person having charge of the meeting. The use of the building is limited to the terms of the permit.
5. Permit may be cancelled if conduct or infraction of rules warrants.
6. No sub-leasing by any permittee is allowed.
7. Under special rules of the Board of Education, permits may be granted for political meetings.

8. Games of chance, lotteries, and masquerades are not permitted at any entertainment except that P.T.A.'s may hold card parties at which prizes are awarded.

9. Entertainments by other than school groups cannot be held during school hours.

10. Sales or advertising of merchandise by outside parties on school grounds and in other school buildings are forbidden.

11. No application for a permit for a meeting, program or entertainment is granted in grade school buildings unless attendance is 20 or more, in senior and junior high schools unless attendance is 25 or more and for after-noon study groups, welfare organizations, etc, unless attendance is 10 or more.

12. Children under twelve are not to use any part of buildings for group activity after 6 p.m.

13. Sunday use of any school building or grounds is prohibited except in special cases.

14. No part of any school building shall be used on Saturdays, during vacation periods or when building is closed for more than twenty-four hours except with the approval of the superintendent. If used by school groups with special permission, the principal, or a member of the school staff designated by him, shall be in charge.

15. The principal may reserve any part of the building for school purposes, providing such reservations do not exceed the school's quota of free evenings.

16. Dancing on the part of elementary school children is prohibited in school buildings. Elementary school buildings shall not be used for social dancing unless specifically stated in the petition, which must be presented in the name of the Parent-Teacher Association of the district and shall bear the signature of three officers of the association. Social dancing by high school students may be permitted at supervised social functions.

17. Buildings must be vacated by 11 p.m.

18. No other flag except the flag of the United States is to be displayed at any time except by special permission of the superintendent.

19. Use of tobacco and intoxicants is prohibited at all times in buildings and grounds.

Schedule of Charges-Community Use of Buildings
Board of Education-1942

<u>Classification</u>	<u>Evening School Day</u>	<u>Saturdays-Sundays- Holidays</u>
High School Auditoriums-Group I (Central, North, South, Washburn, Edison, Marshall, Roosevelt, West)	\$ 80.00 Rehearsals 1/3 hourly rate)	\$ 90.00

<u>Classification</u>	<u>Evening School Day</u>	<u>Saturdays-Sundays- Holidays</u>
Junior High Auditoriums-Group II. (Bryant, Lincoln, Jefferson, Jordan, Phillips, Sanford, Henry, Nokomis, Ramsey, Folwell, Franklin)	\$ 60.00 Rehearsals 1/3 hourly rate	\$ 75.00
Junior High Auditoriums-Group III. (Southwest, Sheridan)	\$ 36.00 Rehearsals 1/3 hourly rate	\$ 50.00
<u>Gymnasiums</u>	\$ 16.00	\$ 18.00 Without locker and showers
High-Junior High including Windom and Bremer	\$ 20.00 4.00 per hour 2.00 per hour	\$ 22.00 With lockers and showers Approved spon- sorship. At least 3 hours use per evening. Approved spon- sorship. At least 3 hours use per evening, for second gym with both gyms in use
Grade schools-gymnasiums	\$ 8.00	\$ 16.00 Includes lockers, showers
Lunchroom-Kitchen High-Junior High	\$ 15.00	\$ 20.00
Classrooms-Junior or Senior	\$ 8.00 \$ 10.50	\$ 12.00 1 room \$ 15.50 2 rooms
Classrooms-Grade schools	\$ 5.00 \$ 7.00	\$ 10.00 1 room \$ 13.50 2 rooms
Entire building operation. High Schools	\$135.00	
Junior High Schools	\$ 90.00	
Grade Schools	\$ 40.00	

Summer religious classes - Minimum charge \$1.00 per day classroom.

The above schedule of charges was adopted by the Board of Education in December, 1942.

In his report to the Superintendent of Schools July 28, 1943, Mr. E. H. Enger, in charge of the Community Use of Schools, recommended that the charges for recreation and physical education groups be put back to the level of 1941-42, viz., \$1.00 per hour for elementary school gymnasiums and \$2.00 per hour for junior and senior high school gymnasiums.

Summer Playgrounds

A fourth point of contact of the Board of Education with recreation is in directly authorizing and financing the conduct of recreation programs. This entrance into the field of community recreation directly has never developed beyond the operation of summer playgrounds. It began as far back as 1910 when \$4,301.75 was spent for the operation of eight playgrounds on school properties. Ten leaders or instructors were employed in 1910. The history of the efforts of the School Board to conduct summer playgrounds presents several changes of policy. After their first establishment they were continued for several years and finally dropped altogether. Some of the grounds were continued for a time under private auspices. A few years ago the Board again authorized a summer playground program. In 1943 nineteen (19) centers were operated at an expenditure of \$11,600. In 1944 about eighteen (18) centers were operated with a budget of approximately \$12,000. The swimming pool at Franklin Junior High School was operated in conjunction with the playground at that school during the season of 1943 and 1944.

In selection of the sites for the playgrounds, an effort was made to avoid duplicating areas covered by the Park Board's system of summer playgrounds (37 grounds conducted by the Park Department). There was, however, no coordination or cooperation between the two systems of playgrounds. They operated as independently of each other as though they were in two different cities.

The laws of the State of Minnesota give boards of education authority to organize and conduct community recreational programs. They are given authority to join with the civil city in jointly conducting community recreational programs and this authority extends not only to allowing the use of grounds and buildings controlled by boards of education, but to appropriating funds from the school funds to pool with moneys appropriated by the civil city through the park boards or recreation commissions directly in charge of community recreation programs. No special fiscal provisions are made in these laws for recreational funds as in the case of Milwaukee and some other cities throughout the country where special taxes for recreation are allowed the school boards separate and apart from the taxes for the regular school program. In the purchase of grounds for playgrounds or playfields the Minnesota laws give school boards greater power than they have under the regular school code itself, also for making certain other expenditures of a recreational character. But under the present legal provisions, the money has to come from the regular school funds.

Physical Properties under the Control of the Board of Education.

Whether the Board of Education can perform its regular duties enjoined by law fully and successfully; as well as whether it can hope to enter the field of community recreation expansively, depends to some extent on the material facilities it possesses, especially lands and buildings.

Within the past quarter of a century or more, educational planners and city planners have advanced and strongly advocated minimum standards as to size for various types of school sites. These standards are:

1. The minimum size of grade school sites should be five (5) acres.
2. The minimum size of junior high school sites should be ten (10) acres.
3. The minimum size of senior high school sites should be twenty (20) acres.

The arguments advanced by educational planners for these minimum standards are not that they would contribute to the general system of parks and other spaces for the play and recreation of the population in general, but that such spaces were desirable and necessary for the educational processes of promoting health, physical development and social training of the school population.

It so happens, however, that if boards of education were to adopt these standards and meet them, a community system of children's playgrounds would automatically be established; and to a considerable degree a community system of neighborhood playfields or neighborhood recreation parks would be provided.

The following pages will show what the Board of Education of Minneapolis has done in providing playgrounds and playfields or athletic fields. The various school sites have been classified according to the seven Survey Districts into which the city has been divided for the purposes of this study.

Playground and Athletic Field Space, Minneapolis Public School System.

Census, School Population, September 1, 1943. (5 to 20 years of age inclusive)

Northeast District: Wards 1 and 9

Grade Schools:	School Census	Playground Space Acres	Parks
Cavell	559	3.39	
Lowry	1187	2.26	Adjacent to Audubon Park
Schiller	1336	1.70	Near Marshall Terrace
Prescott	1960	.77	Midway between Windom and Jackson Square parks
Pillsbury	1253	2.04	Adjacent to Windom Park
Holland	1434	.93	Conducted as playground by B. of Ed. (summer, 1944)
Pierce	777	1.88	Near Maple Hill Park - not far from proposed N.E. Athletic Field (park)
Webster	1202	.90	1 block from Logan Park
Sheridan	2098	.15	Sheridan Park leased to Board of Education by Park Board. (1.25 acres) Conducted as a playground by B. of E. (summer, 1944)
	11806	14.02	

High Schools:

Edison High and Jr. H.S.	3.27	Jackson Park near. Students make use of park (2.32 acres)
Sheridan Junior H.S. and grade school		Sheridan Square leased to School Board (1.25 acres)

Note: Schools in this section of the city closed in recent years: Gresham (near Columbia Park), Cary, Van Cleve and Whitney.

Second Ward District:

Grade Schools	School Census	Playground Space Acres	Parks
Holmes	830	.87	<u>Operated as a play-ground by B. of E. (summer, 1944)</u>
Marcy	1098	.79	Van Cleve Park 3 blocks
Pratt	1113	.45	Near Tower Hill Park
Tuttle	<u>1200</u>	<u>1.71</u>	4 blocks from Van Cleve Park
	4241	3.82	

High Schools:

Boys' Vocational High	.00	
Marshall High School	.00	
Marshall High Athletic Field	6.17	3 blocks from Van Cleve Park. Pupils use this to some extent.
6 blocks from high school.		

Abandoned Schools:

Trudeau School - Building torn down. School Board has sold one lot from the original site of 1.25 acres. Remaining area is now being used by the East Side Recreation Association as a playground.

Motley School - Playground area comprises 1.06 acres. Total site has area of 2.23 acres.

Northwest District: Wards 3 and 10

Grade Schools:	School Census	Playground Space Acres	Parks
Jenny Lind	734	8.02	One-quarter mile from Workhouse site-8.4 acres
Loring	1043	2.24	<u>B. of E. playground</u>
Hamilton	1414	2.12	Near Webber Park
McKinley	1790	1.58	5 blocks east of Folwell Park
William Penn	1297	2.09	5 blocks west of Folwell Park
Cleveland	1147	2.41	
Bremer	1881	2.27	<u>B. of E. playground (summer, 1944)</u>
Lowell	1981	.89	2 $\frac{1}{2}$ blocks from Glen Gale Park-1.67 acres
Hawthorne	2342	.61	1 block from Farview Park

Northwest District (Continued)

Grade Schools:	School Census	Playground Space Acres	Parks
Willard	1961	1.89	4 blocks west of North Commons Park
John Hay (Lincoln Junior H.S.)	1224	3.27	
Grant	2829	1.63	<u>B. of E. playground</u> <u>(summer, 1944)</u>
Blaine	1645	.68	Very needy section of district
Harrison	1786	1.45	<u>B. of E. playground</u> <u>summer, 1944</u>
	<u>23074</u>	<u>31.15</u>	

Senior and Junior High Schools:

North High School		3.86	3 blocks east of North Commons Park
Henry Senior and Junior High School		2.02	
Jordan Junior High School		2.07	
Lincoln Junior High School (same as Hay School)		<u>7.95</u>	

Fourth Ward District:

Grade Schools:	School Census	Playground Space Acres	Parks
Bryn Mawr	658	1.46	About $\frac{1}{4}$ mile from Bryn Mawr Meadows
Lafayette	610	.61	2 blocks from The Parade
Emerson	1478	1.51	1 block east of Loring Park
Douglas	1834	1.23	<u>No parks near</u>
Kenwood	997	.76	<u>Kenwood Park</u> <u>adjacent</u>
	<u>5577</u>	<u>5.57</u>	

Central District: Wards 5, 6 and 11

Grade Schools:	School Census	Playground Space Acres	Parks
Washington	773	.58	
Clay	1421	.81	
Monroe	1946	1.82	
Seward	1386	.96	
Madison	1845	1.02	<u>B. of E. playground</u> <u>(summer, 1944)</u>
Adams	2123	1.13	<u>B. of E. playground</u> <u>(summer, 1944)</u>

Central District (Continued)

Grade Schools:	School Census	Playground Space Acres	Parks
Greeley	1472	1.38	Adjacent to Stewart Field
Irving	1747	.84	
Clinton	1865	1.05	<u>B. of E. playground</u> <u>(summer, 1944)</u>
Corcoran	<u>1729</u>	<u>1.69</u>	
	16307	11.28	

Senior and Junior High Schools:

Miller Vocational High School

South High School

South H.S. Athletic Field

Central High School

Phillips Junior High School

4.53	Adjacent to Cedar
3.07	Field
<u>1.28</u>	
8.88	

Schools Closed:

Jackson
Garfield

.95	
2.45	Adjacent to Peavey Field 3.94 acres. Total area Garfield site, 3.08

Horace Mann

<u>.95</u>
4.35

Southeast District: Wards 7 and 12

Grade Schools:	School Census	Playground Space Acres	Parks
Longfellow	1886	1.11	More space land- scaped than in playground. <u>B. of</u> <u>E. playground</u> <u>(summer, 1944)</u>
Cooper	1295	2.76	
Howe	1661	1.85	
Hiawatha	1524	2.26	Hiawatha School Play ground. 4.10 acres adjacent. Park Boar
Warrington (Bryant Junior H.S.)	2205	3.17	
Bancroft	2499	2.48	
Standish	1890	1.99	
Northrop	802	3.26	<u>B. of E. playground</u> <u>(summer, 1944)</u>
Ericsson	1430	3.31	

Southeast District (Continued)

Grade Schools:	School Census	Playground Space Acres	Parks
Field	1832	2.73	
Page	462	2.69	
Hale	1426	1.79	Total area site is 3.54 acres
Minnehaha	1155	1.85	Total area of site is 3.73 acres
Keewaydin	1204	1.98	Keewaydin Field, 4.13 acres-Park Board. Adjacent to school
Morris Park	751	1.05	
Wenonah	<u>255</u>	<u>1.05</u>	
	22277	35.33	

Senior and Junior High Schools:

Roosevelt High School	3.75
Folwell Junior High School	1.31
Bryant Junior High School (Warrington Sch.)	3.17
Nokomis Junior High School	1.56
Sanford Junior High School	<u>1.39</u>
	11.18

Schools Closed:

Stowe	2.15	
Johnson	2.85	Total area of site 3.59 acres.
Horace Mann	<u>.95</u>	
	5.95	

Southwest District: Wards 8 and 13

Grade Schools:	School Census	Playground Space Acres	Parks
Whittier	1936	1.37	
Calhoun	2127	2.27	Total area of site 3.50 acres <u>B. of E. playground</u> <u>(summer, 1944)</u>
Lyndale	1746	2.01	
Agassiz	1324	1.03	
Barton	1272	1.04	
Fuller	1446	1.80	
Windom	1603	1.26	Total area of site 3.87 acres
Burroughs	1344	3.23	Adjacent to Minn- ehaha Pkwy. West
Fulton	2078	2.83	

Southwest District (Continued)

Grade Schools:	School Census	Playground Space Acres	Parks
Lake Harriet	830	.45	
Audubon	<u>670</u>	<u>3.37</u>	
	16376	20.66	

Senior and Junior High Schools:

West High School	3.21	
Washburn High School (Ramsey Junior H.S.)	3.07	
Southwest High School		Near Pershing Field-10.00 acres. Park Board
Jefferson Junior High School	.00	
Ramsey Junior High School (Washburn H.S.)	<u> </u>	
	6.28	

Schools Closed:

Rosedale	1.09
Riley	<u>3.32</u>
	4.41

Summary of Facts Concerning Amount of Playground and Athletic Field Space Provided by the Board of Education for the Grade and High Schools (Senior and Junior) and the Distribution of This Space Among the Several Park Recreation Survey Districts and the Distribution of the School Census Population Among These Districts -

	School Census Population 5 to 20 years of age Sept. 1, 1943	Per. cent Total	Number Grade Schools	Total Playground Space-acres	Number High Schools	Athletic Field Space
Northeast Dist.	11806	11.8	9	14.02	3	3.27
Second Ward Dist.	4241	4.2	3	3.82	1	6.17
Northwest Dist.	23074	23.1	14	31.15	5	7.95
Fourth Ward Dist.	5577	5.6	5	5.57	0	.00
Central District	16307	16.3	10	11.28	4	8.88
East Lake Dist.	22277	22.3	16	35.33	5	11.18
Southwest Dist.	<u>16376</u>	<u>16.4</u>	<u>11</u>	<u>20.66</u>	<u>5</u>	<u>6.28</u>
	99658		68	121.83	23	43.73

The distribution of the school census population among the several Recreation Survey Districts corresponds very closely with the distribution of the total population of the city among these districts. The exceptions are in the Northwest District where the percentage runs higher than that of the general

population indicating larger numbers of young people in the population; and in the Central District where the percentage of young people is less than the percentage of the general population.

Classification of the Grade School Playgrounds According to Size -

	Number	Per cent Total
Under 1 acre of play space	17	25.0
Between 1 and 2 acres	28	41.2
2 acres and over	<u>23</u>	33.8
	68	

Other Landed Properties Owned by the Board of Education -

	Acres	
Northeast District		
Wards 1 and 9		
Everett	.75	Abandoned school site
Columbus	2.55	Abandoned school site
Edison Field-old	.59	Abandoned school site
Parkman	2.86	For future use
Northwest District		
Wards 3 and 10		
Shop-old	2.51	Abandoned school site
East Lake District		
Wards 7 and 12		
Nokomis Field	3.76	For future use
Site No. 1-Richfield	3.73	For future use
Hiawatha-old	2.48	Abandoned school site
Minnehaha-old	1.50	Abandoned school site
Minnehaha-East of	2.10	Abandoned school site
Sibley	.82	Abandoned school site
Southwest District		
Wards 8 and 13		
Bell	3.41	For future use
Site No. 8-Richfield	<u>3.71</u>	For future use
	30.77	

There are but six grade school playground spaces that meet the minimum standards of educational and city planners for play space for grade schools (Cavell, Lind, Northrop, Ericsson, Burroughs and Audubon - each having over three acres of free play space).

There is not a senior or junior high school in the city that has as much as five acres for an athletic field with the exception of Marshall High School Athletic Field (6.17 acres) and this is located so far away from the high school that it is not used to its maximum.

It is apparent, therefore, that the school system does not have a great deal to contribute to a system of outdoor spaces for the play and recreation of the community. It is doubtful whether its system of open spaces are even adequate for the proper conduct of an all-round physical education program in the schools themselves.

It would appear desirable if the Board would give more attention to planting trees about the borders of the school playgrounds, to provide shade and to make them more attractive. Also the maintenance of the playgrounds might be raised to a higher standard.

Indoor Facilities - Minneapolis School System -

The expanding content of the school curriculum, the new function of training the children and young people for the constructive use of leisure, and the idea of the wider use of the school building for community purposes have greatly influenced and changed the interior design of modern school buildings. These changes were first evident in the designs of high school buildings but in later years began to be evidenced in the designs of grade school structures.

Auditoriums with completely equipped stages; more gymnasiums; play rooms; art, music and dramatic rehearsal rooms; library or reading rooms; nature study rooms; domestic science, art and home making rooms; handcraft and vocational training shops of various kinds; kindergartens with something of the atmosphere of a fairy-land; and community room with kitchen adjacent are some of the results of the impact of the factors mentioned in the first paragraph. In short, the modern school building is presenting in its interior arrangement the appearance of a modern general recreation center building. In the most modern and carefully designed buildings many of these special facilities have outside entrances so that they may be used without disturbing the remainder of the building. Another feature of the modern building is an unfixed seating arrangement in the class rooms, so that even these rooms may be used for small group meetings and preserve at the same time an informal social atmosphere.

Most of the school buildings in the Minneapolis School System present some of the above-mentioned features. The following pages will show partially to what extent this is true.

Auditoriums

There are ten high schools equipped with auditoriums with seating capacity ranging from 840 (Miller Vocational) to 1,862 (South H.S.). The total seating capacity of all auditoriums in the high schools is 13,878.

There are twelve (12) junior high schools with auditoriums having seating capacities ranging from 800 (Sheridan) to 1,289 (Sanford and Phillips). The total seating capacity of these auditoriums is 12,621.

The total seating capacity of the auditoriums in the senior and junior high schools is 26,499 or a capacity of about 5½ per cent of the entire population of the city. However, this capacity is not quite equal to seating all the students of the junior and senior high schools at one time.

Sixty-seven grade schools have each a gymnasium-auditorium combined. The capacity of these combined gymnasiums and auditoriums ranges as follows:

5.....	100 to 200 inclusive
14.....	201 to 300 inclusive
36.....	301 to 400 inclusive
10.....	401 to 500 inclusive
2.....	680 and 1,258

Gymnasiums

Eight senior high schools have each two (2) gymnasiums, one for boys and one for girls, or a total of sixteen (16) gymnasiums. In addition, the Miller Vocational High School has one gymnasium.

Eleven junior high schools have each two gymnasiums, one for boys and one for girls, or a total of 22 gymnasiums. One junior high school has one gymnasium (Franklin). The grand total of gymnasiums in junior high schools is 23. There are 67 grade school combined gymnasium-auditoriums.

The grand total of regular gymnasiums (senior and junior high schools) is 40 gymnasiums. Adding the 67 pseudo-gymnasiums, there are 107 rooms which may be used for physical activities and some other purposes such as social dancing, parties, and in the case of the grade school gymnasium-auditoriums, public meetings of various kinds.

Other Rooms in School Buildings: (Statistics as of April, 1938)

1. Play Rooms.....	16	All in grade schools.
2. Music Rooms.....	34	All in senior and junior high schools.
3. Special Activities Rooms.....	147	All in grade schools.
4. Swimming Pools.....	5	4 in junior high schools. 1 in Dowling special school.
5. Shops.....	97	All in senior and junior high schools. 15 of the 97 in the Vocational High School.
6. Cafeterias.....	24	22 in senior and junior high schools; 1 in Bremer School and 1 in Dowling School.
7. Vacant Rooms.....	239	Due to loss in enrollment.

The potential possibilities of this large array of specialized and general equipment for recreational service in the life of the community are very great. Even under the unorganized method of using some of the facilities through the application-permit-fee system, the use is extensive.

This gives an insight of what might result if there were an organized movement under a competent director with an adequate staff of instructors and leaders for the use of these facilities.

Wherever it has been tried, the enrollment in the various possible activities has usually exceeded the enrollment in the regular day school.

Comments and Conclusions

Question. What should be the role of the Board of Education in relation to community recreation?

1. Obviously the community has a right to expect that the public school system will so orient its curriculum as to give equal attention to training the children and young people for the wholesome and constructive use of leisure as to train them to make a living.

This in my judgment is the first and greatest duty of the Board of Education in relation to recreation.

The importance of this is emphasized by the probability that as adult workers and citizens, the children of the present generation will have far more free time than they will have work hours. What America will become in the future will likely be determined more by what the people do with their ever increasing leisure than by what they do in the factory, the store, the bank, the office, etc.

In this connection all the extra-curricular activities in music, dramatics, art, use of language (public speaking, debating, public discussion, etc.), reading, handicrafts, physical activities, social and civic activities, clubs of various kinds, etc., are a fundamental part of the basic training for the constructive use of leisure. These are the practical training and developing arenas of the knowledge, skills, and techniques gained in the regular formal school program.

The general community recreation authority (Recreation Division of the Park Department) should not have to spend time teaching games, the rules of sports, proper forms in social dancing, fundamentals in music, dramatics, handicrafts, how to conduct club organizations, etc. This should all be done in the schools.

The first duty of the Board of Education and the System of Education under its control is a large assignment, and until it is performing this duty fully and effectively it is undesirable and unwise for it to branch out into organizing and conducting community recreation programs.

2. The community has a right to expect that the Board of Education, in acquiring lands for school sites, developing and maintaining these sites, especially the playgrounds and playfields, and in having new buildings designed, will make adequate provisions as to size of grounds, equipment and maintenance of grounds, and building facilities as will aid it most effectively to discharge its duty of training the children and young people in socially constructive use of leisure.

3. The community has a right to expect that the Board of Education through its rules and regulations and other policies encourage and facilitate the community use of school properties and facilities in so far as such use does not hinder its primary functions.

4. The community does not and has no right to expect the Board of Education to directly enter the field of organizing and conducting general community recreation programs in view of the fact that the people have acquired a plant for community recreation valued at approximately \$20,000,000 and created a public authority specifically to handle community recreation. The use of the school plant is a subsidiary and extra use. The school Board's first interest and duty is not community recreation. So long as the school laws and the school organization remain as they are, the School Board can never make recreation a first interest and duty.

5. However, because of the very close relation of what goes on in the regular and extra-curricular programs of the schools to the general recreation problem, and because its properties and facilities have a great extra potential use for community recreation, the community has a right to expect it to cooperate closely with the primary public recreation authority. Some of these points of cooperation may be:

a. Agree on consolidation of all summer playgrounds into one community wide system under one general director and a unified staff.

b. Close consultation between the School Board and the Park Board when the purchasing of new lands, or additions to existing areas is contemplated, especially in relation to lands intended for playgrounds, playfields or neighborhood recreation parks.

c. If and when the finances of the Park Board for community recreation are strengthened, and plans are being made for expanding the community recreation program on a year-round basis involving an extended program of recreation indoors, there be close cooperation between the two boards as to use of school buildings and facilities, content and character of program, qualifications of the staff to serve in the school buildings, finances, and other pertinent questions.

d. That a joint consultive or advisory recreation committee or commission representative of the two boards be set up for the purpose of considering all questions of inter-relationships.

Public Library Board and The Public Library.

In my Recreation Survey of Minneapolis (1914-15) thirty years ago I wrote of the Public Library:

"Its high rate of per capita circulation during recent years; its many and varied activities; its efficiency as a cooperating agency with public schools, private organizations and business interests; the splendid spirit of its workers; their eagerness to understand and meet the needs of the people; the efficient handling of finances, all indicate that there is one institution that is fulfilling its functions to a high degree of efficiency, and what is more admirable constantly striving to give greater service."

Now, after all these years, I see no occasion for changing a single word of this estimate of the Minneapolis Public Library.

It is interesting to compare some of the statistics of the Library as of 1914 with those of the year 1943.

	1914	1943
Total circulation of books	1,439,633	2,378,656
Total number of borrowers	85,968	195,181
(Non-resident borrowers not included)		
Total number of volumes at end of year	291,831	772,830

In this period of time:

Circulation increased.....65.2 per cent
Number of borrowers increased....127.0 per cent
Number of volumes increased.....164.8 per cent
While the population increased
only..... 43.1 per cent
(1915-1940)

The per capita circulation in 1913 was 4; in 1914 it was 4.09; and in 1943 it was 4.8.

Obviously the Library has kept up its high record of efficiency in serving the people of Minneapolis.

Need of New Central Library Building

In the Recreation Survey Report of 1914-15 I strongly recommended that more adequate quarters be provided for the Central Library and said, "One has but to make a casual inspection of the Central Building to appreciate the hopelessly crowded condition there and the total inadequacy of existing facilities." *

Since this was true thirty years ago, what must be the condition now with a great increase in the number of volumes (164.8 per cent) to say nothing of the additions which must have been made to its other collections, and the additions to the collections of the Natural History Museum.

With the current agitation for a new central library building I am in hearty sympathy, and with more emphasis today make the same recommendation I made thirty years ago. A new library building is long overdue.

* An annex was built in 1925

Additional Branches Needed

In my report of 1914-15 I said the following concerning branch libraries:

"While I am not familiar with any studies that have been made showing the radius of influence of a branch library; I presume that it is much the same as that of a neighborhood recreation park, viz., one-half a mile. If this should be the proper radius of influence there should theoretically be a branch library for every square mile of residential area. There are now fourteen branches. Practically, my judgment is, that in order to serve the people efficiently there should be from twenty-five to thirty branches."

This estimate of the number of branches needed was perhaps a bit over enthusiastic.

In January, 1942, Mr. Carl Vitz, Public Librarian, in submitting the suggestions of the library board for post-war projects to the City Planning Commission (H. E. Olson, Engineer) suggested the need of six new branch library buildings, but two of these were to replace existing branches. The four suggested new branches are all in sections of the city not now within effective radius of library service. There are three or four other sections that are worthy of consideration for branch library buildings.

The Role of the Public Library in a Community System of Recreation

1. First of all reading is one of the most wide-spread forms of the use of leisure, and one of the most enjoyable and valuable. The Public Library is the medium, par excellence, in placing reading material within reach of everyone regardless of economic status. Furthermore, it does everything possible to encourage the people to read. Its system of branch libraries, stations, classroom libraries in schools, hospital libraries, stations in business houses, factories, fire engine houses, welfare centers, bookmobile library, etc., all represent admirable efforts in encouraging wide-spread reading. Its book reviews whet the appetite for new books.

2. The Public Library is "the peoples' university" for continued learning during leisure. If the "curiosity" instinct of a child is not stifled by too much formal education but kept into adult years, he may become a learned and cultured person by using the vast store of informative material which the public library can furnish him. This is a highly important function of the public library.

3. The Public Library makes available authoritative material in almost every field of interest hobbies. This is a service of tremendous value and importance in ministering to the recreational life activities of people. Whether the interest is nature study (recreational science), art, music, handicrafts, photography, dramatics, collections, writing, public discussions, sports, dancing, social activities, story-telling, etc., through an almost endless list, something may be found in the public library that will be helpful.

4. The public library system has some equipment for community recreational activities within its own buildings as assembly rooms, club rooms, shops, etc.

For groups meeting outside, it has collections of slides and moving pictures useful in talks and lectures; it has music scores and phonograph records for those interested in music; collections of pictures for those in-

terested in graphic or the plastic art; pamphlets and clippings for those interested in public discussion, etc.

5. The Public Library conducts story hours within its own buildings and sometimes on the public playgrounds or elsewhere; it organizes and conducts clubs of boys and girls in some of its buildings. It conducts lectures on various subjects; and provides exhibits of various kinds from time to time.

It may be safely asserted that the modern public library, aside from its primary function of encouraging reading, and making reading and study material easily available to the people, does in some manner touch almost every phase of the modern recreation program through the source material which it has; or directly in organizing and conducting certain types of activities.

Its scope of service as to age and sex is as broad as that of a general recreation agency.

It should further be said that public librarians are, as a rule, living examples of the cooperative spirit in service -- the kind of spirit that should prevail among all public agencies in their services to the people.

The Natural Science Museum of The Minneapolis Public Library

The Minneapolis Natural Science Museum of the Minneapolis Library was established by the Library Board in 1889. It is housed on the fourth floor of the Central Library Building.

The Museum is a kind of "extra-curricular" activity of the Library Board. It is clearly a non-library activity. It is financed by the Library Board.

Its primary function is to house for public display and instruction the following exhibits, each in a special room:

1. Mineral and Gem Room
2. Bird and Shell Room
3. Mammal and Fish Room
4. Lobby of Indian relics and other varied material.

Its secondary function is the loaning of materials to branch libraries, and reliable organizations and individuals for instructional purposes. Some of the loan exhibits are:

1. Polished semi-precious gem stones
2. Natural crystal formations
3. Indian artifacts
4. Minnesota fossils
5. Butterfly and insect collections
6. Marine shells and corals
7. Mounted birds and bird skins
8. Mounted animals

It also loans collections of pictures, lantern slides, moving pictures of scientific interest.

Members of the Museum staff conduct tours of instruction in the Museum by appointment.

Lectures on specific natural science subjects may be also arranged by making arrangements with the director one week in advance.

The Library issues a weekly bulletin called "Museum News". This is the official organ of the Natural Science Museum. It is edited by the Museum Director. This is sent to all the Branch Libraries, to members of the Minneapolis Science Museum Society, schools, and interested individuals and organizations.

The Natural Science Museum is open to the public in winter:

9:30 a.m. to 6 p.m. - Mondays through Thursdays
7 p.m. to 9 p.m.
9:30 a.m. to 6 p.m. - Fridays and Saturdays

In summer:

9:30 a.m. to 5:30 p.m. - Mondays through Fridays
9:30 a.m. to 12:30 p.m. on Saturdays

Minneapolis Science Museum Society

Cooperating with the Museum in bringing to the public a knowledge of the Museum's facilities and opportunities for instruction is the Minneapolis Science Museum Society -- a unique and interesting organization composed of a union of various groups, each interested in some special field of the natural sciences. Active membership in the Society is \$3.00 per year, for high school students \$1.50, and sustaining members \$5.00.

Among the organizations in the Society are:

1. Minneapolis Aquarium Club
2. Minnesota Amateur Astronomical Club
3. Minnesota Bird Club
4. Minnesota Botanical Society
5. Minnesota Mineral and Gem Club
6. Field Naturalists Club (Youth organization--11 to 17 yrs.)
7. The Shutter Club (Photography)
8. Mothers Club

These societies and clubs are all sponsored by the Museum, and they in turn promote the work of the Museum.

Two other independent organizations also cooperate with the Museum; the Minnesota Archaeological Society, and the Geological Society of Minnesota.

The Minneapolis Science Museum Society sponsors and conducts courses of lectures each year. The program during the spring of 1944 was as follows:

Life Beneath the Waves - March 2. 7:45 p.m.
Romance in the Aquarium - March 9.
Glacial History of Minnesota - March 13.
Living Indians in Kodachrome - March 23.
The Role of the Heavenly Bodies in the War - March 30.

Recognizing Birds by their Songs - April 20.
Field Experiences with Birds - April 13.
Game Birds and their Habits - April 27.
Minnesota Trees and Wartime Forest Products - May 3.
Photographing Minnesota Plants in Color - May 10.
Native Edible Plants - May 17.
Frogs, Toads, Turtles, Lizards and Snakes - May 25.
Minerals and Gems - June 1.
Unusual Pets - June 8.

The constituent societies and clubs of the Minneapolis Science Museum Society also conduct lectures in their several particular fields of interest. During the spring and summer months they organize and conduct many field trips. In this connection they make a great deal of use of the Minneapolis parks, parks in St. Paul and various localities in the region around the Twin Cities.

The Museum has conducted Camp Counselors' Nature Training Courses and a series of teen-age (junior and senior high school students) nature hikes to places of interest about Minneapolis.

In cooperation with the schools, the Museum has had as many as from 4,000 to 5,000 pupils visit the Museum in a single year by class groups.

One of the important services of the Museum is answering questions on all manner of natural science subjects.

Comments

The Museum with its sponsored societies (united in the Minneapolis Science Museum Society) is the focal institution in Minneapolis for popular science instruction.

The plan of organizing the young people and adults of like interests in some special field or hobby of recreation science into a society, club or association and then tying them together in an over-all society is fine organization statesmanship.

Sometime it is hoped that the Recreation Division of the Park Department will be in a position to employ a highly trained Director of Recreational Science to be in charge of a Department of Recreational Science in the general community recreation program. If and when this is done, it will be highly desirable that there be close cooperation between the Museum and the Minneapolis Science Museum Society and the Recreational Science Department of the Recreation Division of the Park Department. In fact, the Minneapolis Science Museum Society might stand in relation to this proposed department of the General Recreation Division as the Minneapolis Amateur Athletic Association does now in relation to the city-wide program of sports and games. The director of the department of City-wide Sports and Games of the Recreation Division of the Park Department acts as Secretary of the Minneapolis Amateur Athletic Association. The Director of Recreational Science employed by the Recreation Division might possibly serve in the same capacity to the Minneapolis Science Museum Society, the Society thereby gaining a permanent trained official and the Recreation Science Department of the Recreation Division an organized body of citizens back of the city-wide program of popular science instruction. I see great possibilities in this kind of cooperative relationship.

Importance of a Knowledge of the Natural World and its Relation to the Welfare of People

Because of the absolute dependence of man upon natural elements and natural forces and laws, the beginning of all knowledge should be a knowledge of the natural world. (It is doubtful whether city bred and reared people realize how close this dependence is.) The very life of the nation ultimately depends on an understanding of this close dependence of man on nature and on an understanding of how to conserve and use natural resources.

Aside from the biologic dependence of man on the natural world, out of this same world has come some of man's finest inspirations as expressed in folk music, dance, story-telling, pageants, festivals, handicrafts, poetry, literary prose, architecture and his feeling of kinship to a Great Power outside himself. It is said that all the great classic forms of architecture are merely imitation of plant forms. No great religion ever had its origin in an urban environment. They all came out of a rural environment, and religion always has thrived best under a rural culture.

Man has always found some of his greatest satisfactions and greatest happinesses in his leisure hours in Nature.

Herein is the special meaning and significance of the great parks and forests and gardens of a city.

Although we have tremendous public educational systems supplemented by private institutions of learning, we have found it desirable to provide public libraries for continuing one of the most fundamental things the schools teach. The teaching of natural science in the schools is far less complete than the teaching of the use of language and of the art and love of reading. It is therefore more highly important to provide a special public agency for the popular dissemination of knowledge of the natural world.

Much praise is due the Board of Directors of the Public Library for establishing the Natural Science Museum, and to the various librarians for fostering it to this day, but it is to be hoped the time will come when it will have outgrown its tutelage of the library and be established as a separate and independent agency or institution adequately housed and adequately financed. Because it may be many years before this ideal is realized, however, when plans for a new library building are consummated, special provisions should be made in it for housing the Museum, and the library continue the fine service already carried on for so many years.

Minneapolis Society of Fine Arts and
Minneapolis Institute of Arts

The Minneapolis Society of Fine Arts, the governing authority of the Minneapolis Institute of Arts, was founded in 1883.

The Minneapolis Society of Fine Arts is an incorporated body composed of citizen members who in 1942 numbered 1,786. It is governed by a Board of Trustees composed of thirty citizen members and four ex-officio members (The Mayor of the City, President of the Library Board, President of the Board of Park Commissioners, and President of the School Board).

For furtherance of the transaction of the affairs of the Board and Society the Board is divided into the following several committees:

1. Executive Committee
2. Finance Committee
3. Museum Development Committee
4. Accession Committee
5. School Committee
6. Building Committee
7. Trust Investment Committee
8. Public Relations Committee

The Society has under its control the Museum of Arts (Minneapolis Institute of Arts) and the Minneapolis School of Art.

The Minneapolis Institute of Arts is not a private institution. The Institute and the grounds on which it stands belong to the City of Minneapolis. A portion of the operating funds are derived from a special millage tax of 1/8 of a mill. Its private character springs from the fact that it is governed by a Society incorporated under the laws of the State of Minnesota as a non-profit, private corporation but performing a public function.

Entrance to the Museum is free to everyone wishing to take advantages of the opportunities offered there for study and enjoyment of the art treasures housed in the Museum. Formerly, a small charge was made for entrance on certain days of the week but during recent years this has been dropped.

General gallery tours on Wednesdays at 3 p.m. are free. Sunday afternoon lectures are open to everyone without charge.

The books and other material in the library do not circulate but are free to anyone for study and research. The Print Room and the collections therein are likewise free to anyone for study and research.

Radio broadcasts are given weekly during the winter months.

Arrangements may be made for extension lectures outside the Institute.

For Members of the Society

Special programs for members of the Society of Fine Arts are arranged from time to time. These take the form of evening lectures, evening concerts, art appreciation courses, special free gallery tours, special openings of exhibitions, teas, etc.

Material Assets, Society of Fine Arts

Plant	\$4,706,599.82
Endowments	2,536,234.99
Special Funds	161,245.00
Unrestricted Funds	<u>94,922.46</u>
Total	\$7,499,002.27

The operating cost in 1943 was \$46,905.92.

Art Library of the Museum

The Library comprises 6,416 volumes
The Print Room contains 21,767 prints
The Library has a very large collections of clippings.
There are 81 large colored reproductions of the Library
of Art Series.
For visual education the Museum has 16,288 slides for
use in talks and lectures.

Attendance at Library - 1943

Students and instructors	3,241
Institute staff and members	1,489
Other visitors	846
Telephone inquiries	<u>39</u>
Total	5,615
The attendance in 1941 was	8,541

Attendance at Museum - 1943

Services for Children

Number of tours for 5th and 6th grade children	129
Attendance	4,548
Saturday work for children:	
Meetings of Explorers Club	17
Attendance	490
Story Hours	15
Total Attendance	421

General Attendance at Museum

1940	106,226
1941	93,054
1942	74,583
1943	63,839

The attendance for 1944 is reported to be rising toward the figure of 1940. The impact of the War has influenced the attendance downward.

Fees and Charges, Art Museum

For the use of some facilities and equipment and for some activities fees and charges are made as follows:

Use of auditorium, Evening (seating capacity 695)	\$50.00
Use of auditorium, during Museum hours	35.00
Use of entire building (except Auditorium)	50.00
Use of School Auditorium (capacity 350)	15.00
Use of Lecture Room (capacity 100)	3.50
Use of Stage for rehearsals, during Museum hours	2.00 per hour
Use of Stage for rehearsals, after Museum hours	2.50 per hour
Stage extension (regular 14'10"x26'4". Extended to 19'10"x26'4")	3.00
Use of Gallery B-26 or B-27 (dressing rooms) each	5.00
Ticket sale (tickets furnished, advanced sale of one week and door sale included)	10.00
Ticket takers, each	1.00
Ushers, each	1.00
Check room attendant	2.00
Electrician's Services (before 5 p.m.)	3.00
Electrician's Services (after 5 p.m.)	5.00
Spotlight rental	2.50
Spotlight Operator, per hour	.50
Projection Machine Operator, per hour	.50
Use of Dining Room, during Museum hours	5.00
Use of Dining Room, evening	15.00
Luncheons (minimum 50 persons)	.85 upward
Teas, at from	.25 upward
Special arrangement of Dining Room for groups of not over 20	1.00
Gallery Tours:	
Tuesdays, Thursdays, Fridays - 25¢ per person-minimum	2.50
Lecture and gallery tour	6.00
Wednesdays, Saturdays: Free tour 3 p.m. each Wednesday	
Special Gallery Tour	2.50
Special Lecture and Tour	4.00

The Auditorium is primarily a concert and lecture hall. It is not equipped for theatricals.

No piano in the auditorium. An upright piano is available and can be moved into the orchestra pit for \$1.00 or onto the stage for \$2.00. A grand piano can be secured at the cost of rental and moving.

Smoking is not permitted anywhere in the building.

Museum Hours

Daily (except Christmas) 10:00 a.m. to 5:00 p.m.
Except Sundays and Mondays when hours are 1:00 p.m. to 5:00 p.m.
Cafeteria open to public midday for luncheon 12:00 M. to 2:00 p.m.

The Minneapolis Society of Fine Arts has a long and honorable position in the history of the upbuilding of Minneapolis. It has without question enlisted the interest, devotion, personal service and financial support of many of the city's outstanding citizens and made a large contribution toward satisfying the hunger and craving for beauty among large numbers of the people through several generations, and will continue to do so through coming generations.

Its work with the children through the medium of the Museum and through the Saturday morning classes in the Art School is especially to be commended. It is to be hoped that this work may be greatly extended in the future.

It is to be hoped also that when the Park Department is in a position to employ supervisors of art, music, dramatics, handcraft in its Recreation Division that there be very close cooperation between this Division and the Minneapolis Institute of Art in planning and carrying forward a general art program in all parts of the city.

Comments and Reflections

In planning, organizing and conducting public recreation programs it is considered axiomatic that the love of beauty is inherently present in every normal human being; that every one has a more or less limited capacity to express this instinctive love in one form or another; that only a few possess the quality and capacity of expression to the degree worthy of ranking them as artists; but that all can be taught to appreciate and evaluate the highest expressions of the masters.

A secondary assumption is that actually attempting to express this inherent love of beauty no matter how crudely is the best means of preparing for an appreciation of the expression or work of the masters.

Hence the emphasis in public recreation programs on participation of the masses of the people, young and adult, in the graphic and plastic arts, in the musical arts, the dramatic arts, in the use of language not only in dramatics but in storytelling, writing, public speaking, debating, etc. and in the broad field of the handcraft arts. Hence the encouragement given to the people in growing flowers, planting of trees and shrubs through the horticultural divisions and through the landscape design divisions of park departments. Something of the same objective is aimed at through the Nature Study or Recreational Science Divisions of recreation departments or recreation divisions of park departments.

In view of this approach to the development of the love of beauty in people the role of a society of fine arts and of a museum of art in a community recreation program is rather puzzling, first, because of the comparatively narrow range of interests of most societies of fine arts and of art museums, and, second, because of the methods employed by them.

Apparently, most societies of fine arts emphasize the graphic and plastic arts, sometimes the handcraft arts, and to a lesser degree the musical arts.

Their methods usually center in establishing a museum building, collecting and exhibiting in the building examples of the work of masters in graphic and plastic art, handcraft art and sometimes of architecture, making the exhibits readily accessible to the people to come in and view them, and by conducted tours and through lectures try to cultivate among the people a knowledge and appreciation of the masters of expression, hoping to satisfy in this manner the craving that people have for beauty. This is all very desirable and valuable but it is questionable whether it goes far enough to profoundly satisfy the love of beauty among the people or to prepare them for the appreciation of the work of the masters.

Very few societies of fine arts or museums have developed a technique of taking the work of artists to the people as libraries have done in taking books to the people. Very few if any societies of fine arts have ever used

their financial resources to employ teachers and leaders to go into the highways and byways of a community (playgrounds, recreation centers, settlements or other places close to the people) to assist the people in expressing their own sense of beauty.

Suppose a society of fine arts were to make a study of its own community and evaluate it in artistic terms and publicize its findings. Such a study no doubt would arouse more interest among the people than many museums. This needs to be done in every city in America.

These comments and reflections are not criticisms but rather questions as to whether there might be some additional approaches and methods to the problem of artistic development of the masses of the people, during their leisure time, and whether a society of fine arts might not play a larger role in this development, perhaps in cooperation with other agencies.

The Minneapolis School of Art

The Minneapolis School of Art was founded by the Minneapolis Society of Fine Arts in 1886. During these fifty-eight years it has grown steadily in scope of instruction and in numbers of students. At the present time (1943-44) the enrollment is approximately 600.

The School, an endowed institution, is housed in its own building located in the same park in which the Minneapolis Institute of Arts is located. The two buildings are connected by a tunnel affording ready access for the students to the Art Library and the various art collections in the Institute.

The Art School building is a thoroughly modern structure providing sixteen studios, workshops, laboratories, supply store, club room, auditorium and exhibit gallery.

Courses Offered

The general courses include courses in:

1. Painting
2. Drawing
3. Sculpture
4. Illustration
5. Costume Design
6. Photography
7. Interior Design
8. Advertising Art
9. Design for Industry

It is interesting to note that the majority of the courses relate to fields of art in everyday life.

Time of Courses

The various courses as to time are presented in:

1. Day School (September to June)
2. Night School (October to May)
3. Summer School (June to July)
4. Children's Classes (October to May)

From about the end of September to the middle of May, special Saturday morning classes for children of grade and high school age offered as follows:

1. Junior classes for pupils 8 to 10 years
2. Intermediate classes for pupils 11 to 13 years
3. For pupils of various age levels, courses in Clay Modeling and Form Study
4. Junior Commercial Art for junior high school age
5. Costume Figure Study for senior high school age
6. Portrait Drawing for pupils of high school age

These courses are intended to supplement the art courses offered in the regular schools of the city and to give specially talented students opportunity to pursue their studies in an atmosphere of specially equipped studios and with others of like interests.

The Art School is a place for instruction, practice and learning and not a recreational institution. It makes no direct contribution to the recreational life of the community through providing opportunities for people to practice art hobbies as such.

Among the students there are clubs, an annual picnic, an annual ball and informal parties.

City Council of Minneapolis,

Public Grounds and Buildings Committee, Department of Engineering.

Riverside and John Ryan Public Bathing Establishments.

About fifty or sixty years ago considerable concern was expressed through various private welfare agencies and public health departments in the larger cities of the nation over the lack of bathing facilities in the homes of the low economic sections of the cities. As a result of the agitation started at that time and continued for many years afterward, municipal governments in several of the larger cities of the country constructed and operated public bathing establishments in the low economic sections of these various cities. Sometimes these establishments provided shower and tub baths and dressing rooms only. In others the establishments were not only equipped with batteries of shower baths, a limited number of tub baths, dressing and locker rooms, but with a swimming pool also. In others, in addition to shower and tub baths and swimming pool, a gymnasium or a room for social gatherings including club rooms was added. These later elaborations of the equipment reflect the growing interest in recreation.

The idea in the beginning was to provide a needed public service relating chiefly to the health of the people. The addition of a swimming pool and a gymnasium and social facilities gave these establishments the character of recreation centers.

Minneapolis joined this movement in 1913 by constructing the Riverside Baths at Riverside Avenue and Sixth Street. This building included numerous lockers, dressing rooms and baths, and a swimming pool.

The building was operated under the general supervision of the Recreation Committee of the City Council. Fees were charged for the use of the facilities.

In 1920 the city government constructed the second bathing establishment located at First Avenue N.E. and Second Street. This was a larger and more commodious establishment than the Riverside Baths, including in its equipment not only the customary baths and a swimming pool, but also a reception room, a large hall or club room and a number of committee rooms on the second floor.

At the present time (1944) these baths are operated under the Department of Engineering of the city government.

Obviously in order to carry out the original intent of the establishment of these baths, the fees charged for use had to be kept low. As a consequence, the establishments have never come anywhere near being self-supporting. The annual average net cost of operating the Riverside Baths for the years 1941-42-43 was \$13,829; and for the Ryan Baths, \$15,507.34 or a total cost to the municipal government of \$29,337.06 per year.

The approximate annual attendance for both baths during these three years was 75,000; and the per capita cost was about 39¢.

In my Recreation Survey in 1914-15 I recommended that the operation of the Riverside Baths be turned over to the Park Department as the recreation branch of the municipal government.

In March, 1944, the City Council instructed the Public Grounds and Buildings Committee to confer with the Park Board regarding the possibilities of "the Park Board's taking over the Riverside and John Ryan baths and continuing them in good condition for swimming facilities."

During April, 1944, the Superintendent of Parks, the Assistant Superintendent of Parks and Secretary to the Board, the Director of Recreation and the Park Department Engineer made careful studies of these bathing establishments and the grounds on which they are located and rendered a report to the Standing Committees on Playgrounds and Entertainments and Finance of the Park Board.

The report presented the following recommendation and conclusions:

Recommendation: That the Park Board agree to assume the operation and maintenance of Riverside and John Ryan Baths upon the following conditions:

1. That the Council continue to assume all financial obligations in the continued use of these properties, that it fix the annual budget for operation and maintenance, that it approve the services that are to be rendered and to fix the costs thereof, if any, and that this Board maintain and operate the properties and conduct recreational service for the communities as a contractor for the Council making such recommendations and suggestions from time to time as in its best judgment will provide the most suitable recreational service for the communities.

2. That adequate funds be provided by the City Council for painting and other repairs, to put the buildings in good repair and appearance and to maintain them so.

3. That adequate budget provisions be made by the City Council satisfactory to this Board for the operation, maintenance, and carrying on of a suitable recreation service. It should be understood that if the Board undertakes to assume the operation of these buildings, a creditable job should and would be done, and this would be possible only if adequate funds were provided. The Board agrees to indicate to the Council what funds in the Board's judgment would be required to do a satisfactory job.

4. This arrangement should be considered in the nature of a trial or an experiment, and either party to the agreement should be permitted to cancel the arrangement at any time if it should be found that the agreement is not satisfactory for one reason or another.

Comments

With the idea that the Park Board should be the operating agency to handle these properties, I fully and heartily agree. It is obvious that the main function of these properties now is recreational, and not primarily a public-health utility service. The Park Board is the primary public recreation authority in the city government.

On the other hand, the financial condition of the Board is such now that it cannot fully utilize the possibilities of the recreation areas and facilities under its control. It would therefore be unwise to assume financial responsibilities for the operation and maintenance of additional facilities until the financial status of the Board is markedly improved.

Under the circumstances, unless the City Council can provide the funds necessary to place the properties in good condition and to cover the cost of their operation and maintenance beyond the funds derived from fees and charges, the Park Board cannot undertake this additional responsibility. It appears to me that it would be a move in the right direction for the City Council to do this, thereby ridding themselves of a function for which they have no other division of government set up primarily to perform. I am convinced that a larger public recreation service would be rendered through these properties if the Council would take this action.

If and when the finances of the Park Board are strengthened to a degree where it can utilize existing areas and facilities fully, and possibly take on the operation and maintenance of new areas and facilities, then it would be warranted in taking full responsibility for these bathing establishments.

PART III

Private Leisure-Time Agencies

The private leisure-time agencies are the result of the expression of the highest humanitarian impulses and instincts of many citizens.

Many of them were established at a time when the general public sense of responsibility toward the general recreational needs (and general welfare needs) of the people was not developed.

When public responsibility became more highly developed it was recognized that public agencies could not render the intensive, personalized service to the people which the private agencies can render.

The private agencies, in addition to the valuable intensive, personalized individual and group services they render, are laboratories for exploration, testing, experimentation in new approaches to human beings, new methods, new practices and policies in program, in organization and leadership. The public agencies cannot go much beyond what the general public understands and will support. The private agencies are not limited in this manner. They, of course, have their limitations as in finance, attitudes of board of directors, vision of executives, etc., but it is not the same kind of limitations that hedge the public agencies.

The private agency is a fundamental and characteristic phase of American Democracy. It is as much a part of the warp and woof of American communal life as are our democratic public agencies and institutions,

In fact, if we are wise in handling our political democratic agencies and institutions we shall always encourage the active participation and cooperation of private organized groups of citizens in communal services. This is a necessary kind of check and balance upon political agencies and institutions from falling under the control of bureaucratic-minded public officials and political organizations who may become more concerned with maintaining their agencies and institutions than in performing the public services for which they were originally established. And conversely the private agency may point the way to public agencies of the need of either expanding services or establishing entirely new public services. A large majority of the public playground and recreation systems in cities today are the result of private initiative, and private demonstration of the need before public agencies assumed the responsibility.

It is not the purpose of this Part of the Recreation Survey Report to undertake a detailed analysis of the properties and facilities, staff organization, programs, finances of the private leisure-time agencies in Minneapolis, or to attempt to evaluate their activities. This has been done already through various studies and surveys.* Furthermore, the Planning and Research Division, and the Group Work and Recreation Division of the Council of Social Agencies are continually making studies and evaluations of the activities of the constituent leisure-time agencies of the Council.

*See Summary Report, Section VII, Education-Recreation, Community Survey of Social and Health Work in Minneapolis, July, 1938.

Also booklet entitled "Our Boys and Girls--Guide for Parental Responsibility," Minneapolis Council of Parent-Teacher Associations, Juvenile Protective Committee, Edition, 1943.

Rather it is the purpose to comment in general on the position of the private leisure-time agencies in the over-all picture of the efforts which have been made by the community, through both its public and private agencies, to solve the community's recreational problems.

In considering the private leisure-time agencies and their position in the over-all picture I shall follow the classification of the principal agencies as set forth in "Summary Report, Section VII, Education-Recreation, Community Survey of Social and Health Work in Minneapolis, July, 1938. This classification is as follows:

Neighborhood Houses:

North East District:

Northeast Neighborhood Settlement House
Margaret Barry Settlement
B. F. Nelson Settlement House

North West District:

Emanuel Cohen Center
Unity Settlement House
Phyllis Wheatley Settlement House
Wells Memorial Settlement House

Central District (Ward 6, 5 and 11)

Pillsbury Settlement House
Elliot Park Settlement House
Citizens Club
Children's Gospel Mission

City-Wide Agencies:

Boy Scouts of America
Camp Fire Girls
Girl Scouts
League of Catholic Women
Seton Guild
Young Women's Christian Association
Working Boys' Band

City-Wide Agency with Neighborhood Offices and Activities

Young Men's Christian Association:

Central Branch
Northside Branch
Northeast Branch
Southeast Branch
South Town Branch
Roosevelt Branch
Washburn District Branch
West Lake Branch
University Branch

Miscellaneous Agencies

East Minneapolis Recreation Association
operating chiefly in the Second Ward

Minneapolis Council of Americanization
partial recreation program

Minneapolis League for Hard of Hearing
partial recreation program

Minneapolis Society for the Blind
Partial recreation program

Minneapolis Youth Center

Catholic Youth Center

Camps: 1943 - 17 agencies conducting 21 camps

3 agencies conducting day camps

The nine settlements are located in those sections of the city least adequately served by the areas and facilities of the park department. Most of them are equipped with indoor recreational facilities of the character of a general recreation center. The settlement houses are prototypes of the type of general recreation buildings which are provided in many public recreation systems of today. In fact it is not too much to say that the modern recreation center building found in public recreation systems of cities throughout the country are patterned after settlement houses, and the programs conducted in public recreation center buildings are fashioned after the programs conducted in settlement houses, less the welfare services conducted by some settlements. The fact just stated is one of the best examples of the value and influence of private action on public service development in the field of recreation. Another fine example set by the settlement houses is their cooperative attitude. They cooperate with all sorts of public and private agencies in the organization and conduct of their programs and in the use of facilities.

The Citizens Club is a settlement house of a special type originally limited in its services to the male sex and established originally for a specific objective of promoting good citizenship among men of "good character" 18 years of age and over. At the present time the largest part of its recreational program is with boys and girls under 18 years of age.

The activities of the Boy Scouts, Girl Scouts and Camp Fire Girls are not localized in any one section of the city but spread throughout the entire city. The activities of the Y.W.C.A., the Y.M.C.A., and the Seton Guild so far as their activities with children and young people are concerned are likewise spread throughout the city, except that the Y.M.C.A. in its youth program organizes it on a neighborhood branch basis. While the Y.W.C.A. and the Seton Guild have central buildings much of their program with young people is conducted in and through the schools. The Y.M.C.A. operates through the schools, churches, homes, parks, etc. The Girl Scouts, Boy Scouts and Camp Fire Girls cooperate with schools, churches, settlements, etc.

The extent of the Field of Community Recreation
Service Among Children and Youth in Terms of
the Numbers from 6 to 17 years of age, inclusive.

The School Census as of September 1, 1941 is the authority for the following table:

<u>Years</u>	<u>Number Males</u>	<u>Number Females</u>	<u>Total</u>
6 years	2,697	2,712	5,409
7	2,781	2,660	5,441
8	2,851	2,818	5,669
9	3,042	3,019	6,061
10	3,026	3,051	6,077
11	3,156	3,026	6,182
12	3,193	3,161	6,354
13	3,173	3,342	6,515
14	3,472	3,450	6,922
15	3,623	3,652	7,275
16	3,672	3,735	7,407
17	<u>3,899</u>	<u>3,754</u>	<u>7,653</u>
	38,585	38,380	76,965
18	3,863	3,838	7,701

While all the public leisure-time agencies, general and special, and most of the private agencies are concerned with providing recreation opportunities for people of all ages and both sexes; all of them are especially concerned with providing recreation facilities and programs for the group of the population represented in the above table (6 to 17 years of age, inclusive).

Insofar as the statistics are available an attempt will be made in the following pages to show to what extent the numbers of the children and young people in the age group from 6 to 17 years, inclusive, are being reached by the programs of private agencies.

The number of different individuals being served by the various neighborhood houses according to a Census Count of Individuals active as of February, 1943, is shown by the following table:

	<u>Number Individuals</u>
Northeast Neighborhood House	818
Pillsbury Settlement House	1,474
Unity Settlement	918
Wells Memorial House	1,100
Elliot Park Settlement House	624
Emanuel Cohen Center	1,590
B. F. Nelson Settlement House	425
Phyllis Wheatley Settlement House	496
Margaret Barry Settlement House	<u>843</u>
Total	8,288

This includes all ages served and both sexes.

The following table shows how many individuals between the ages of 6 to 17, inclusive, were being served according to the Census Count of Individuals Active, February, 1943:

Northeast Neighborhood House	516
Margaret Barry House	559
B. F. Nelson House	239
Emanuel Cohen Center	385
Unity Settlement House	664
Phyllis Wheatley House	291
Wells Memorial House	764
Pillsbury House	817
Elliot Park Neighborhood House	517
Children's Gospel Mission	183
Total	4,935

The number of individuals being served through the above agencies as of February, 1943 (6 to 17 years of age) or 4,935 was 6.4 per cent of the entire population of the city 6 to 17 years of age, inclusive, (School Census, September 1, 1943).

The number of individuals being served by the various city-wide agencies according to the Census Count of Individuals Active as of February, 1943, is shown by the following table: (6 to 17 years)

<u>Agency</u>	<u>Number in City</u>	<u>Outside City</u>
Boy Scouts	4,978	547
Camp Fire Girls	924	220
Girl Scouts	2,478	816
Seton Guild	837	
Y.W.C.A.-Girl Reserves	1,495	
Total	10,712	1,583

The figure 10,712 is 11.3 per cent of the total number of boys and girls 6 to 17 years of age inclusive according to the School Census, September 1, 1943.

Of the total above 4,978 were boys and 5,734 were girls. The number of boys represent 12.9 per cent of the total number of boys 6 to 17 years of age (School Census, September 1, 1941); and the number of girls represent 14.9 per cent of the total number of girls from 6 to 17 years of age inclusive (School Census, September 1, 1941).

As a matter of fact these above percentages do not give a true picture of age fields some of the above agencies cover. For example, the Camp Fire Girls have three age groups; Blue Birds from 7 to 9 inclusive; Camp Fire Girls proper 10 years of age and over; and Horizon Club senior high school and junior college age. The Girl Scouts have three age classifications -- Brownies, 7 to 10 years; Intermediates, 10 to 15 years; and Seniors 15 to 18 years. The Blue Triangle Group of the Y.W.C.A. takes in girls in the 11A and 12th Grades; and the Silver Triangle Group take girls in 10 and 11B grades. The Boy Scout classification in age groups does not correspond to the 6 to 17 year group classification.

Y.M.C.A.: City-wide Agency with Branches.	Number in City	Outside City
Central Branch	1,936	190
Northside Branch	884	195
Northeast Branch	666	
Southeast Branch	355	
South Town Branch	339	36
Roosevelt Branch	562	11
Washburn District Branch	589	41
South Central Branch	708	7
West Lake Branch	<u>823</u>	<u>189</u>
Total	6,862	669

The number of boys (6,862) being served by the Y.M.C.A. through its various branches according to the Census Count of Individuals active as of February, 1943 was 17.7 per cent of all the boys of the age group, 6 to 17, inclusive in the city (School Census, September 1, 1941).

The Y.M.C.A. has an age grouping of from 8 to 19 years. Consequently, the percentage above does not give a true picture of the coverage of the Y. group.

Miscellaneous Agencies:

No statistics are available as to the numbers reached through the Minneapolis Council of Americanization in its recreation program (Probably chiefly adults). The total membership in the Minneapolis League for Hard of Hearing is 152.

The East Side Recreation Association had 815 individuals according to the Census Count of Individuals Active as of February, 1943 in the age classification of 6 to 17 years, inclusive.

No figures for the Catholic Youth Center or for the Minneapolis Youth Center are available.

Camping

The numbers reached through camping activities of seventeen (17) private agencies during the season of 1943 (6 to 17 years of age inclusive) was reported as follows:

Boys	4,746	
Girls	<u>3,652</u>	8,398
Adults	577	

The number of boys and girls reached through the camping program of these seventeen agencies represent 10.9 per cent of the total number of boys and girls in the city (6 to 17 years of age inclusive) as of the School Census, September, 1941.

This is a field of recreational service that is undertaken only by private agencies in Minneapolis. No public agency conducts camps.

From 1938 to 1941 inclusive there were 19 agencies conducting camps; in 1942 there were 21 agencies; and in 1943 the number dropped to 17. The highest number of campers reported was in 1938 (9,930) and the lowest number (8,084) in 1942 when 21 agencies were operating camps.

List of Private Agencies Conducting Camps in 1943

<u>Settlement Houses</u>	<u>Number of Campers</u>
Pillsbury Settlement House	484
Emanuel Cohen Center	242
Wells Memorial House	438
Phyllis Wheatley	253
Citizens Club	329
<u>City-Wide Agencies</u>	
Boy Scouts	1,571
Girl Scouts	896
Camp Fire Girls	553
Y.M.C.A.	1,394
Y.W.C.A.	444
Big Brothers	196
Big Sisters	116
International Sunshine Society	1,059
Lutheran Welfare Society	212
Salvation Army	601
Volunteers of America	129
Glen Lake Sanatorium	58
	8,975

The figure 8,975 represents the total number of campers of which 577 were adults and 8,398 were boys and girls in the age group 6 to 17 years, inclusive.

Statistics of Aggregate Attendance at Group Work-Recreation Agencies in Minneapolis, 1942

In contrast to the number of individuals reached by some of the Group Work-Recreation agencies in a special age group is the aggregate attendance on activities reported by the agencies in the following table (1942).*

<u>Neighborhood Houses:</u>	<u>Aggregate Attendance</u>
<u>Northeast District</u>	
Northeast Neighborhood House	204,210
Margaret Barry House	74,081
B. F. Nelson Memorial House	35,793

*Department of Social Planning and Research, Minneapolis Council of Social Agencies, 1943.

<u>North West District</u>	<u>Aggregate Attendance</u>
Emanuel Cohen Center	100,666
Unity House	90,045
Phyllis Wheatley	93,428
Wells Memorial	90,540
 <u>Central District</u>	
Pillsbury House	91,760
Elliot Park House	154,465
Children's Gospel Mission	4,233
 <u>Other Agencies</u>	
Seton Guild	36,680
Y.M.C.A.	377,069
Y.W.C.A.	169,105
University Y.W.C.A.	7,521
Lutheran Welfare Association	5,325
Minneapolis Society of Hard of Hearing	6,838
East Minneapolis Recreation Association	62,965
 Total aggregate attendance	 1,604,724

Note: The Working Boys' Band had a reported aggregate attendance in 1943 of 6,203.

Expenditures by Some Leisure-Time Agencies in Minneapolis

The following table shows expenditures by the named group work and recreation agencies in Minneapolis during the year 1943:

<u>Settlements</u>	<u>Expenditures</u>	
Elliot Park Neighborhood House	\$24,896.00	
Emanuel Cohen Center	21,987.00	
Margaret Barry House	17,560.00	
Northeast Neighborhood House	35,654.00	
B. F. Nelson	14,917.00	
Phyllis Wheatley	25,079.00	
Pillsbury Settlement House	36,989.00	
Unity House	24,756.00	
Wells Memorial	37,671.00	\$239,509.00
 <u>Other Group Work Agencies</u>		
Camp Fire Girls	\$14,506.00	
Girl Scouts	30,530.00	
Seton Guild	10,095.00	
University Y.W.C.A.	3,590.00	
Y.W.C.A.	132,337.00	
Working Boys' Band	3,000.00	
East Minneapolis Recreation Assn.	9,057.00	\$203,115.00
 Boy Scouts	\$75,000.00	\$ 75,000.00 Approx.
Y.M.C.A.	516,675.00	516,675.00 *
 Total		 \$1,034,299.00

*Between 25 and 30 per cent only of the Y.M.C.A. is from contributions. The bulk of it is derived from fees, dues and other earnings. A smaller amount is derived from interest on endowment funds.

Total Anticipated Expenditures for 1945

Settlements

Elliot Park Neighborhood House	\$ 27,816.00 (Without nursery school)
Emanuel Cohen Center	26,161.00 (Without dental clinic)
Margaret Barry House	19,249.00 (Without dental and eye)
Northeast Neighborhood House	39,365.00 (Without nursery)
B. F. Nelson	7,500.00
Phyllis Wheatley	27,212.00 (Without nursery)
Pillsbury House	45,170.00 (Without nursery)
Unity House	26,594.00 (Without nursery & dental)
Wells Memorial House	40,036.00 (Without nursery, child care, dental, optical and venereal clinics)

Other Group Work Agencies

Camp Fire Girls	\$12,871.00
Girl Scouts	27,376.00
Seton Guild	10,891.00
University Y.W.C.A.	3,867.00
Y.W.C.A.	134,360.00
Working Boys' Band	3,000.00
East Minneapolis Recreation Assn.	10,572.00
Y.M.C.A.	520,000.00 - Approximate
Boy Scouts	<u>77,600.00</u>
Grand Total	\$1,059,640.00

Comments

In the over-all picture of recreation in Minneapolis, the private leisure-time agencies occupy a prominent position, and will without doubt continue to do so for an indefinite number of years.

The settlement houses are strategically located in areas of the city where public agencies are not serving intensively. They are providing a type of year round recreational service which may in time become the pattern of the public recreation service in other parts of the city.

The Y.M.C.A. through its decentralized branch system of organization harnessing the interests of citizens, providing through managing committees and volunteers trained leadership and utilizing so many different public and private agency facilities, is performing a kind of service with the boys and young men which the public agency cannot do even when financed to expand its program. The pattern of the Y organization is worthy of very close study by public recreation authorities.

The Boy Scout, Girl Scout and Camp Fire Girls organizations and programs are specialized types of action in leisure-time dealing with specific age groups, with well defined programs and with a definite set of objectives for which public recreation agencies have no exact counterpart. Such organizations because of their own merit should be continuously supported and expanded if possible, no matter how highly developed public recreation may become. The probabilities are, however, that these organizations will never include in their membership more than 15 to 20 per cent of the total number of the age groups

which they are designed to serve. Aside from their merit in themselves their practice of cooperative action with many different kinds of agencies, enlisting large numbers of citizen volunteers as committee members and leaders, and using all sorts of places for carrying on their constructive programs give them an added importance in stimulating community consciousness of youth problems and needs, and of the possibilities of getting greater dividends out of material investments in existing buildings and facilities.

The Y.W.C.A. with its program of Girl Reserves in the schools, and the Seton Guild with its program for high school girls are specialized services of an intensive, personalized character which public agencies do not as a rule attempt.

Moreover, nearly all these city-wide specialty agencies have as a part of the warp and woof of their programs a definite religious character which, as a rule, public agencies, because they are public, do not have. Public recreation agencies, do of course, stand for and enforce the moral codes involved in right human relations.

The East Minneapolis Recreation Association is an excellent example of a citizens' organization spontaneously formed to meet an acute recreational need among the young people in a specific area of the city. Aside from trying to provide needed opportunities for recreation under leadership one of its major objectives is to secure public action in providing needed recreation areas, facilities and leadership. Its activities are a good example of democracy in action. It is to be hoped that even if all its objectives in the way of public action are ultimately achieved that it will continue as an organization of citizens to support whatever public services may be provided.

The pattern of parents organizing about their neighborhood recreation park or playground or recreation center is not an unfamiliar one in public recreation systems somewhat like a Parent-Teacher Association about a school.

Camping for boys and girls is, at the present time, an exclusive activity of private recreational agencies in Minneapolis. Every encouragement, moral and financial, should be given not only to continuing this activity by the private agencies but extending it to its utmost limits. One of the most valuable educational-recreational training that a child or young person can have is the experience of the communal life of a camp and of being brought close to nature in daily living. This is especially true for the city-born and reared child and youth where the tie between the natural world and the child is almost irretrievably broken.

Even if the schools and the Recreation Division of the Park Department should later enter the field of camping on an extensive scale, I believe that the private agency activity in this field should continue. The field is large, it is a fundamentally valuable kind of activity, and needs the combined resources of the community in both its private and public capacity.

There are many other private agencies formed for some primary purpose or objective other than recreation which have incorporated leisure-time programs within the scope of their activities.

The Minneapolis Council of Americanization, the Minneapolis Society for the Blind, the Minneapolis League for the Hard of Hearing are examples.

Other examples are the National Society of the Volunteers of America, the Salvation Army, the Minneapolis Church Federation, the Lutheran Church Program for youth and the Catholic Church Youth Program. These involve nearly all the religious organizations and institutions in the city.

Organizations such as the Big Brothers, the Big Sisters, the International Sunshine Society, Council of Jewish Women, Jewish Family Welfare Society, rely heavily on recreation programs and activities to further their major objectives. The Parent-Teacher Associations are deeply interested in the recreational needs of children and young people and often actively promote programs. Women's Clubs likewise.

Industrial and commercial establishments have discovered that recreational activities among employees are of tremendous importance in furthering the interests of production and distribution and many of them have assisted in inaugurating extensive recreation programs, either directly or in cooperation with other agencies.

Civic clubs of all types have at one time or another actively promoted or supported recreational programs usually in cooperation with other agencies, public and private.

Hospitals have learned the great therapeutic value of play and recreation and no modern hospital is without a recreational program of some kind.

In contrast to private agencies established primarily for leisure-time or recreational service, most of the great array of agencies and institutions listed immediately above do not organize and conduct recreational programs for their own inherent value to the individual but as an aid to furthering the primary purposes and objectives of the organizations or institutions. Whether this is to be commended or condemned, whether it is desirable or undesirable, in some instances it is questionable.

It emphasizes one great outstanding fact, viz., that the play and recreation impulses of people is a tremendous socializing, integrating force valuable and usable not only in promoting the interests and welfare of private agencies and institutions but in a larger sense extremely important in furthering the welfare of the community, the state and the nation, the communal forms of expression of all the people in organized society. From the appreciation of this fact have arisen the tremendous increase of public interest in, and assumption of responsibility for making provisions for the play and recreation of all the people.

