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Navy and Army Departments, recommendations, 1946.

U. S. S. NORTH CAROLINA (BB55)

c/o Fleet Post Office,
New York City, N. Y.

Feb 12, 1946

MEMORANDUM

From: Captain T. J. O'Brien, U.S. Navy.
To: The Secretary of the Navy.
Via: The Chief of Naval Personnel.

Subject: Summary of the Navy's Wartime Welfare and Recreational Program.

1. In accordance with your verbal instructions I submit herewith a report on the major accomplishments in the Navy's programs instituted during the war for the welfare and morale of naval personnel and their dependents, referring particularly to those which were originated during my tour of duty as Director of Welfare in the Bureau of Personnel from 25 November 1944 to 10 January 1946.

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INTRODUCTION

The Morale Problem.

Morale problems in the Navy in the past war were of a size and complexity far beyond those encompassed by any previous war. By comparison, the Navy's peacetime experience of providing welfare and recreational facilities for the forces afloat and at the few overseas bases which we maintained was extremely simple. The Navy was, heretofore, "self-contained" in its ships and well organized navy yards and home bases, where adjacent communities could provide the majority of facilities for the leisure time activities of our personnel. In short, the Navy was not very well prepared by past experience for the tremendous problem of providing welfare and recreational facilities for over a million men at advanced bases in the Pacific.

I believe that the lack of a well-planned and coordinated program of welfare, recreation and education during the war can be attributed to

three reasons:

- (a) Differences of opinion, not only in Washington, but in the field, as to the necessity for many of the activities of the comprehensive program which was finally developed through a process of slow evolution.
- (b) The original Bureau policy of requiring the Commandants or Commanding Officers to take the initiative in establishing the need for recreational facilities and in requesting the assignment of specially qualified recreation personnel. (On my trip through the Pacific last year a flag officer in the Pacific Fleet gave this as the principal reason for the delay in setting up a comprehensive recreation program in the Pacific).
- (c) Attitude of some Commanding Officers at overseas bases towards the recreation program and towards the experienced recreation officers who were assigned to conduct it. Too many commanding officers thought of a recreation program in terms of their own likes and dislikes and failed to appreciate the importance of well-rounded programs with a wide choice of activities to occupy men's minds in their leisure time.

One new factor which this war brought to the Navy was the drafted civilian impressed into a service which always before was entirely voluntary. The Navy was manned largely by men who looked upon naval service as an interruption of their normal lives. There appears to be no question but that the American people expect the armed services to do much more for the welfare of a civilian Army and Navy than they do for men in a purely voluntary service. They feel that their life should be made as normal as it is possible to make it, consistent with the objects of their duty - as normal as possible in the availability of news, information, entertainment, recreation, athletics, books, educational opportunities, etc. - anything and everything that will keep their minds alive, active and satisfied, both with their current duties and in the relation of those duties to the future.

There is a further implication to this morale problem. It is certain that the civilians who were in the Navy during the war and future trainees, will, upon their return to civilian life, become a vocal body which will be most influential in determining the nation's post-war attitude and policy toward the Navy, in regard to its size, functions, funds and such matters as universal military training.

The inference is not that the Navy should buy their good will by a program of coddling them; it is rather that they will inevitably judge the efficiency and effectiveness of the Navy by their own experience, and that either enmity or support will result from the way the Navy handles those matters which touch them most directly and most pointedly. Those matters are, of course, their welfare, recreational and educational needs; if the Navy does not meet them adequately, doubt may be cast upon the Navy's interest in their welfare. This will be true even despite the Navy's brilliant achievements during the war, simply because men tend to remember the personal and tangible, and to overlook the broad overall picture.

The Welfare Activity of the Bureau of Naval Personnel had cognizance of the many and varied programs which were developed during the war for the welfare of nearly four million officers and enlisted personnel and their several million dependents. In its final organization, these activities were administered by four main divisions: (1) Special Services, (2) Informational Services, (3) Dependents' Welfare, (4) Corrective Services.

The comprehensive and complex nature of these welfare and recreational activities can be seen in the following tabulation of the major elements of the program as it existed on V-J Day:

(a) Special Services (Recreational Services)

- (1) Motion Pictures.
- (2) Entertainment -- Professional and self entertainment.
- (3) Armed Forces Radio Service.
- (4) Ship's Service Activities.
- (5) Officer's Messes.
- (6) Athletics
- (7) Libraries.

(b) Informational Services

- (1) ALL HANDS magazine.
- (2) Ship's Editorial Association - services to ship and station newspapers in the form of the weekly SEA Clipper, the monthly SEA Watch and the Navy Editor's Manual.
- (3) Navy News Projects - consisting of Navy News Bureau in BuPers, Navy News Field Office in San Francisco and Navy newspapers at Guam and Manila.
- (4) Recreation Journal.

(c) Dependents Welfare

- (1) Dependents Benefits.
- (2) Casualty Section.
- (3) Liaison Section - having cognizance of liaison with American Red Cross, Navy Relief, U.S. O.; Scholarships and Concessions.
- (4) Insurance Section - administration of BuPers responsibilities in connection with National Service Life Insurance program.
- (5) Prisoners of War Section.

(d) Corrective Services

- (1) Prison Administration - the administration of Naval Prisons, Disciplinary Barracks, Re-Training Commands and Brigs, including the development of Industries, Education and Training programs for prisoners in these confinement activities.
- (2) Shore Patrol Section.

Although the Dependents Welfare and Corrective Services programs were important aspects of the overall welfare program, they affected fewer individuals; and their major operations and functions were carried on in Washington and at stations within the United States. On the other hand, the Special Services and Informational Services activities affected the entire personnel of the Navy - afloat and ashore - and the execution of the major activities of the program was a responsibility of personnel in the field.

Shortly after assuming my duties as Director of Welfare, the Secretary of the Navy requested his Special Assistant, Mr. Charles Thomas, to conduct a survey of the welfare, recreation, and education facilities in the Central, South, and Southwest Pacific areas and I was designated to accompany him. An enlisted man, with war-time service in the fleet and at South Pacific Bases was selected to accompany us for the purpose of better obtaining the enlisted man's viewpoint on problems directly affecting their welfare and morale. This survey took about six weeks in which we visited all the major bases in the Pacific as well as many ships of various types from battleships and carriers down to and including the smallest craft.

The most significant impression gained from this survey was that much more had been accomplished for the welfare of personnel at some bases than at others, under identical conditions; so that the conclusion was inevitable that the morale of a unit depended primarily upon the leadership of the commander. The leadership of the commander coupled with the assistance of a competent and aggressive welfare and recreation officer produced the ideal combination.

Upon our return to Washington, Mr. Thomas and I submitted separate reports and recommendations to the Secretary, which, however, were in complete agreement. In April, 1945 the Secretary issued a directive to the Chief of Naval Operations, Chief of Naval Personnel, and cognizant bureaus and offices to initiate necessary action to implement the recommendations contained in our reports.

In the summer of 1945, I also made a tour of the European Theatre of Operations at the invitation of the Army to survey their programs in the fields of recreation, education, athletics, and entertainment for the troops in Europe following the cessation of hostilities there.

In carrying out the Secretary's directive for an expanded recreation and information program for the Navy, the following are the major projects which were developed to expand and improve the facilities for the leisure time activities of naval personnel:

RECREATIONAL SERVICES

1. Standard recreation facilities at overseas bases.

Our Pacific trip indicated that recreational facilities for personnel at most bases were usually afterthoughts and that detailed provisions for recreational facilities were not included in the base development plans. As a result of conferences between representatives of the Chief of Naval Operations and the Welfare Activity of the Bureau of Naval Personnel, lists of standard recreational components for advanced bases and for fleet recreation centers were developed, and CINCPAC was authorized to include these facilities in future base development plans and to assign priorities for construction.

The same procedure was followed recently in connection with the development of recreational facilities at permanent postwar naval bases in the Pacific and in the Atlantic.

2. Motion Pictures - 35 mm.

Since motion pictures are considered the single most important factor in maintaining high morale, considerable efforts were devoted to improving the Navy's motion picture service. These improvements consisted of:

(a) Increasing the number of pictures purchased and in improving the circuiting and expediting distribution of pictures. By V-J day, an average of thirty-two prints of five pictures per week were being purchased and forty prints of the outstanding pictures.

(b) In conjunction with the Bureau of Ships and COMSERVPAC, the critical situation in regard to spare parts and maintenance of motion picture equipment was corrected by establishing maintenance units at all motion picture exchanges at advanced bases and in repair ships.

(c) Arrangements were made with the motion picture industry to obtain fifty of the outstanding pictures of former years to improve the quality of the pictures being shown overseas.

16 mm. motion pictures.

To take better advantage of the gift of 16 mm. entertainment film by the motion picture industry to the armed forces and to provide motion picture service to small craft, arrangements were made with the Bureau of Ships and Chief of Naval Operations to purchase hundreds of additional 16 mm. projectors. In addition, arrangements were worked out with the Army and the War Activities Committee of the motion picture industry for a more equitable distribution of these gift films to the Navy.

3. Entertainment.

In an endeavor to improve the amount and quality of the entertainment available to personnel overseas the following projects were undertaken:

(a) Our entertainment unit in New York was greatly expanded in order to provide more effective liaison with the Army and U.S.O.-Camp Shows and to carry out the Navy's self-entertainment program.

(b) Efforts were concentrated on the encouragement of a self-entertainment program within the Navy in view of the feeling that such entertainment was more appreciated by the men, who would rather see their talented shipmates entertaining them than the ordinary variety units of professional entertainers sent out by U.S.O. - Camp Shows.

As a result, a number of sailor shows were organized and sent to the Pacific Area. They were given an enthusiastic reception. Another of these units consisting of both Waves and enlisted personnel made a tour of Army and Navy hospitals and shore stations in the United States.

(c) Our entertainment unit in New York, with the help of some outstanding leaders in the theatre world, produced two publications titled "Navy on Stage" which were issued to Naval units to assist them in writing and producing their own shows.

(d) Entertainment conference teams consisting of experienced officers and enlisted men were sent to the Pacific to encourage the development of self-entertainment and to assist Naval Units in organizing and producing their own shows.

(e) Music. In view of the importance of music as a factor in morale, the Bureau of Naval Personnel took active steps to assign additional official Navy Bands to overseas bases and made available large quantities of musical instruments for purchase by Naval activities to organize unofficial ship and station orchestras. Our shipments of V-Discs, victrola records of popular and classical music, were greatly increased and several thousand kits were mailed weekly to Naval ships and stations. In addition, several thousand sets of transcriptions of outstanding radio programs were shipped weekly to overseas units from the Armed Forces Radio Service headquarters in Los Angeles.

(f) An entertainment section was established on COMSERVPAC's staff at Pearl Harbor for the purposes of organizing sailor shows and developing self-entertainment programs in POA and for routing U.S.O. - Camp Shows units in the Pacific.

(g) Writers' War Board Contest. Through the cooperation of the Writers' War Board in New York a contest for Naval Personnel was conducted and prizes awarded for the best original manuscripts, plays, songs, sketches, etc. The grand prize in this contest was won by a negro enlisted man.

(h) The Navy entertainment unit in New York obtained the services of many celebrities from the stage, screen, and radio for entertainments at Naval and Marine Corps bases and hospitals in the United States. Our liaison unit with the Hollywood Victory Committee also did an outstanding job in obtaining the services of Hollywood celebrities for entertaining sailors and Marines at West Coast activities.

4. Armed Forces Radio Service.

Soon after my reporting to the Bureau, we signed agreements with the Army for the combined operation of the Armed Forces Radio Service which is considered to have made one of the outstanding contributions to the morale of personnel overseas. Navy, Marine Corps, and Coast Guard personnel with experience in radio broadcasting were assigned to the Armed Forces Radio Service Headquarters in Los Angeles and to Armed Forces Radio Service stations overseas. These services consisted of providing information, education and orientation by means of special events and radio entertainment programs to our armed forces overseas. At the peak of its operation, the Armed Forces Radio Service operated about 170 radio stations overseas, in addition to 20 short-wave transmitters in

the United States beamed to all parts of the world. The following program services were provided:

- (a) Transcriptions of seventy-six original radio programs written and produced at Armed Forces Radio Service headquarters and featuring the contributed talent of stars from stage, screen, and radio.
- (b) De-commercialized network shows containing a weekly selection of eighty of the most popular commercial radio programs.
- (c) Basic music libraries of classical, popular, religious, and western music.
- (d) Sound effects libraries and radio script kits for producing local programs at overseas stations.
- (e) Shortwave programs. 1080 hours of newscasts, special events of national or international importance, and entertainment programs were broadcast weekly from the New York and San Francisco stations.
- (f) Educational programs devoted to such subjects as national and international events, world history, and war background, GI Bill of Rights, our foreign policy, etc.

5. "Navy Reporter" Radio Program.

In June, 1945, a radio unit was organized in the Welfare Activity to write and produce a weekly radio program originating in Washington and devoted to the interests of enlisted personnel. The unit consisted of two officers and two enlisted men, one of whom was designated as the enlisted men's representative in Washington. These programs furnished information of interest to the enlisted personnel of the Navy and Marine Corps and featured Cabinet officers and other outstanding officials in the Navy Department and other departments of the government. After V-J Day two programs were broadcast weekly, featuring chiefly matters of interest to the returning dischargees, such as the GI Bill of Rights, job opportunities, separation procedures, educational opportunities. These programs were transcribed in Washington and broadcast on regular schedules from A.F.R.S. short-wave transmitters in New York and San Francisco. Additional copies of some of the programs were produced for use at separation centers and in transports returning personnel to the States for discharge.

6. Ship's Service Activities.

The Ship's Service Activities of the Navy were an essential factor in maintaining morale among Naval personnel by providing articles and services essential to their comfort and well-being no matter where they were located. The total volume of business in these stores reached a peak of about \$300,000,000 in 1945. In addition to making available articles and the services for personnel, the profits from these ship's service stores were used to supplement the official funds appropriated for welfare and recreation and thus played a major part in financing the Navy's recreational program during the war.

The Ship's Service Mutual Insurance Fund which was set up by the Bureau of Naval Personnel in 1944 provided a useful service in insuring shipments of ship's service equipment against loss due to pilferage, fire, damage, and the hazards of war.

The Ship's Service Contingent Fund which was originated to assist newly-formed units in establishing ship's service activities by providing loans and other assistance was another factor which contributed to morale.

There has been some recent criticism that excessive ship's service profits were created during the war at the expense of the reserve personnel and for the benefit of the regulars. I do not believe that these criticisms will stand the light of impartial investigation, particularly when consideration is given to the fact that every man obtained exceptional value for any articles or services, many of which were unavailable to civilians, which he was able to purchase. The profits created through ship's service operations in the Navy during the war and unexpended at the war's end would probably amount to only a few dollars per man.

7. Officers' Messes.

The commissioned officer's messes which were placed under the cognizance of the Bureau of Naval Personnel in 1944 were a valuable factor in promoting the morale of officers in the United States and at all over-seas bases through the provision of recreational and social facilities.

The Naval Officers' Mess Central Contingency Fund which was set up in the Bureau of Naval Personnel in 1944 was of great assistance in establishing new messes and in procuring supplies, particularly for the newly-formed messes established at bases during our advance through the Pacific.

The Merchandise Services Office which was established in New York for the purpose of assisting messes in obtaining supplies, likewise performed a very valuable service.

As in the case of ship's service activities, I feel that every officer obtained exceptional value for money he spent in these messes. The Bureau of Naval Personnel regulations for these messes were based upon the principle of providing the maximum service at the lowest possible cost and prohibited dues, membership fees and the operation of messes for the financial profit of any person or group.

In 1945, a two volume publication entitled "Navy Hotel" written by an experienced mess officer, was published and issued to the service as an aid to officers' messes in the operation of their housing and messing facilities.

8. Libraries.

The Navy's library service was greatly expanded during the war to provide recreational reading material as well as certain technical and professional books for personnel of the Navy and Marine Corps. Several hundred professional librarians were recruited and assigned to major stations and bases in the United States and Hawaii. Excellent library facilities were available on board ships of the fleet and at all overseas bases.

9. Free Magazine Distribution.

Our Pacific trip revealed long delays in the receipt of magazines at overseas bases due to the tremendous load on the facilities of the Navy Postal Service. As a result, arrangements were made in conjunction with the Bureau of Supplies and Accounts to set up a system of free magazine distribution. Thousands of packages of the most popular magazines were shipped weekly from New York to service force commands in the Atlantic and Pacific Oceans and distributed by them to all Naval activities afloat and ashore.

In addition, a different group of magazines were made available for sale through ship's stores. These two plans took a large load off the Navy Postal Service by eliminating individual magazine subscriptions. The free magazine distribution plan will be discontinued on 30 June, 1946.

10. Athletic and Recreation Equipment.

Our Pacific trip revealed serious shortages of athletic and recreation equipment at all bases in the forward areas. To remedy this situation, arrangements were made with the Bureau of Supplies and Accounts to set up stocks of athletic and recreation equipment at supply depots in the forward areas and the Bureau of Naval Personnel stepped up its procurement program. Stocks were eventually placed at Guam, Samar, Subic Bay, and Okinawa and by V-J Day more than ample stocks were available for the requirements of the

expanded recreation program during the demobilization period. Contracts were let for more than 100,000 radio receivers for sale to personnel at overseas bases.

11. Publications.

The need for a manual to serve as a guide to commanding officers and recreation officers in the conduct of a comprehensive recreation program was met by the preparation, by experienced officers of the Bureau of Naval Personnel, of a "Welfare and Recreation Manual" which was distributed to the service in the summer of 1945. This manual is now being revised so that it can serve as a text on the philosophy and practice of recreation, and I have recommended that a short recreation course be included in the curricula at Annapolis, Naval ROTC Units, and at the Line Officers Post Graduate School. The course would emphasize the responsibilities of all line officers for the welfare and morale of their men and would include lectures on the conduct of a comprehensive recreation program for Naval ships and stations.

Recreation Journal.

To give advice and assistance to officers and enlisted personnel engaged in the conduct of recreational programs, a "Recreation Journal" was inaugurated in the summer of 1945 and is distributed monthly to all naval activities.

12. Training of Recreation Officers.

To meet an urgent need for more welfare and recreation officers, arrangements were made with the Army in February, 1945, to train Naval officers at the Army School for Personnel Services at Lexington, Virginia. About 250 officers were given an intensive course at this school and were then assigned to duty at shore stations in this country and at overseas bases.

13. Establishment of Specialist Rating for Enlisted Personnel in Welfare and Recreation.

The successful operation of a welfare and recreation program at Naval bases required the services of many enlisted personnel. At many bases capable and talented non-rated men were performing valuable services in the recreation program which contributed greatly to morale but they were unable to obtain advancement because of the lack of a specialist rating in welfare and recreation. There was considerable opposition to the establishment of any specialist ratings of this nature in the Bureau of Naval Personnel, but the recommendation was finally approved and the specialist "E" rating for such personnel was authorized in June, 1945.

14. Services to Small Craft.

In the forces afloat the most serious morale problem existed in small craft-- amphibious craft, patrol vessels and minesweepers -- duty on which was probably the most rugged in the Navy during the war. Their small size prohibited equipping them with the facilities or comforts found in larger ships and they were usually commanded by young officers who were not properly prepared for the tremendous responsibilities of commanding ships in time of war.

The Secretary, in his directive, specified that special consideration be given to the welfare of personnel in such ships and Fleet Admiral Nimitz, in June, 1945, issued a directive specifying the responsibilities of Island and Base Commanders and of Commanding Officers of large ships for providing services and assistance to small craft in the Pacific Ocean Areas.

SecNav's directive also specified that steps be taken to make increased quantities of ice cream mix and of soft drinks available at overseas bases and stipulated that these items should be given priority in shipment over beer.

As a result, the Bureau of Supplies and Accounts increased the procurement of ice cream mix to the maximum obtainable, which represented a 60 per cent increase over the previous year's consumption. Coco-Cola bottling plants were set up in Guam, Manus and the Philippines and several hundred ice cream machines were obtained by the Bureau of Ships and placed on the allowance lists of certain types of these small craft.

At some bases, ice cream plants were installed on self-propelled barges to serve the needs of personnel in small craft at fleet anchorages.

INFORMATIONAL SERVICES

1. ALL HANDS Magazine.

This magazine, originally called the Bureau of Naval Personnel "Information Bulletin", was established during the war for the purpose of providing information of interest to the Naval service as a whole. It was distributed free on the basis of one copy for every ten men.

The editors of this magazine did an excellent job of keeping the service informed of news of the home front, official news concerning any matters which affected them or their dependents such as promotions, legislation, opportunities for advancement, stories of Naval actions, explanations of official directives, answers to personal questions, etc. As the magazine grew in scope, the circulation was increased till it reached a peak of about 380,000 copies in 1945.

In late 1944, arrangements were made for placing this magazine on public sale and making it available for public subscription so that families and friends of personnel could obtain copies.

Recently, plans were being drawn up with the Assistant Chief of Naval Personnel for the Naval Reserve to use "All Hands" in the post war Navy as the basic information publication of the Naval Reserve and as a medium of communication between the Regular Navy and the Reserve.

2. Ship's Editorial Association.

The Ship's Editorial Association was organized in 1945 for the purpose of providing advice and assistance to the editors of the hundreds of ship and station newspapers in the Navy which most commanding officers feel are a valuable factor in maintaining the morale. The following services are now available to about 800 ship and station newspapers through the Ship's Editorial Association:

(a) SEA Clipper.

A weekly clip sheet of news and materials including Navy comic strips, Navy cartoons, news pictures, stories, and background articles. Pre-cut mimeograph stencils and mats were furnished to save work on the part of the staff of the ship and station papers and to give them a first class job.

(b) SEA Watch.

A monthly "Trade Paper" for ship and station newspaper editors bringing them editorial and production advice and information, keeping them abreast of developments and of Navy Department policies, and serving as an exchange for useful and interesting ideas.

(c) SEA Comics.

A page of eight nationally-famous syndicated comic strips daily, six days a week, designed primarily for mimeographed shipboard daily press papers.

(d) SEA Bureau Service.

Special "Washington Bureau" service upon request for special material originating in the Navy Department.

(e) The Navy Editors' Manual.

A comprehensive manual to assist commanding officers and editors of ship and station papers in the many problems of writing, editing, and producing a newspaper.

3. Navy News Projects.

In May, 1945, the Secretary of the Navy approved the recommendation for the establishment of major Navy newspapers similar to the Army's "Stars and Stripes" at major bases in the Pacific.

Plans were drawn for establishing such papers, called "Navy News", at Guam, Manila, Okinawa, and Tokyo; but only "Navy News, Guam" and "Navy News, Manila" were established since the need for the others disappeared after V-J Day.

"Navy News, Guam" started out as a four page tabloid paper, recently increased to eight pages with circulation of 65,000 copies daily. Copies of "Navy News, Guam" were also flown to other islands in the Pacific.

To furnish material and services to these large Navy newspapers, a Navy News Bureau was established in the Bureau of Naval Personnel with a field office in San Francisco where Associated Press and United Press news services were installed. At San Francisco, the personnel condensed the available news from AP and UP into a 12,000 word daily file which was transmitted by teletype to "Navy News, Guam" and retransmitted from there to Manila. Radio news pictures were also transmitted and, in addition, arrangements were made with news feature syndicates to furnish comic strips, cartoons, columns, and feature articles to the "Navy News".

In laying down the editorial policies for the guidance of these large Navy newspapers, the Secretary's basic principle was that the job of the editors was to inform the personnel and to furnish news; not to editorialize. It is gratifying to note that the recent difficulties in the Army caused by criticism of the high command in letters of enlisted men to the editors did not occur in the Navy.

Radio News Services.

Arrangements were made with the Army and State Department for the joint use of the powerful OWI station on Saipan for the purpose of broadcasting news for ship and station newspapers in the Western Pacific.

N.B. In August, 1945, plans had been completed and the editorial complement authorized for a "Navy Weekly" magazine which was designed to be a composite of "Time", "Life", and "Yank", but the project was abandoned after V-J Day.

DEPENDENTS WELFARE SERVICES

The Dependents Welfare Division which had cognizance of the administration of the Family Allowances Program, the Missing Persons Act, the reporting and processing of casualties to naval personnel, prisoners of war, National Service Life Insurance, and liaison with various charitable and relief agencies such as

American Red Cross, U.S.O., Navy Relief Society, etc. performed distinctly valuable services, chiefly for dependents of Naval personnel, during the war.

Within a few months after V-J Day, the final status of all known or reported Naval prisoners of war had been finally determined.

CORRECTIVE SERVICES DIVISION

This division had cognizance of the administration of Naval prisons, disciplinary barracks, re-training commands, and brigs, after its transfer from the Office of the Judge Advocate General in February, 1944. A number of experienced penologists were obtained from the federal and state prison administrations and were commissioned in the Navy.

The administration of Naval places of confinement during the war was based upon humane but realistic principles in accordance with modern penological practice, with the aim of having the maximum number of prisoners restored to duty and benefited rather than damaged by their period of confinement. To this end, several types of confinement facilities were established, (1) Prisons, (2) Disciplinary Barracks for the confinement of the more tractable types of offenders, (3) Re-training Commands, where general court martial prisoners who were the best prospects for restoration to duty were confined, (4) Brigs, for detentioners and personnel serving confinement sentences other than by general court martial.

It is of interest to note that over eighty per cent of the general court martial prisoners who were restored to duty made good upon their return to the fleet or overseas bases.

Considerable efforts have been expended in the past year to develop properly balanced programs of indoctrination, discipline, industries, education, and training for Naval prisoners. Standardized curricula for the education and training programs for the various types of confinement facilities were issued in 1945. The savings to the government from the industries program amounted to several hundred thousand dollars monthly.

A new "Prison Manual" of policies, procedures, and regulations governing Naval places of confinement was prepared by officers of the division and issued to the service in June, 1945.

Shore Patrol Section.

The Shore Patrol Section had the task of promulgating uniform policies and general regulations designed to increase the efficiency of operation of shore patrol units in the Navy. For these duties, a number of officers and enlisted

men with previous experience in civil police work were obtained. Many additional officers and men were trained last year in shore patrol duties at the Army School for Military Police in Texas. An in-service training program for training and indoctrination of officers in shore patrol duties was established late in 1945 in the Potomac River Naval Command.

A "Shore Patrol Manual" which was prepared in the shore patrol section was issued to the service in the summer of 1945.

FUTURE OF WELFARE AND RECREATION IN POSTWAR NAVY

Upon my detachment from the Bureau of Naval Personnel last month, I submitted detailed recommendations regarding the welfare and recreation program in the postwar Navy. These recommendations were based on two assumptions:

(a) that the Navy desires to retain as many as possible of the gains made during the war in establishing comprehensive welfare, education, and recreation programs for the benefit of Navy personnel;

(b) that no specialist officers will be available in the peace-time Navy for assignment to the various activities of these programs so that general direction and administration will be assigned to line officers of the regular Navy.

I believe that these welfare, recreational and educational programs will attain greater recognition and success in the postwar Navy if we insist that the conduct of such programs is one of the most important responsibilities of command as well as one of the most important duties of any line officer in carrying out his responsibilities for the leadership, training, and welfare of his men.

As an aftermath of this war, and also true to a lesser degree after World War I, the press is giving considerable prominence to criticisms of the officer-enlisted man relationships in the Army and Navy. In the past, the Navy has always demanded the highest standards of performance of duty and of discipline and of respect for authority as fundamental requisites for an efficient military organization.

I think that the Navy of the future will be able to justify and to maintain these traditional high standards and relationships, and at the same time, increase and maintain the effectiveness and morale of naval personnel, by using, as agencies of command, well-planned and coordinated programs of training, education, information, recreation and welfare.

I believe that the detailed recommendations which have been submitted to the Chief of Naval Personnel and the memorandum submitted to the Secretary of the Navy on 19 April 1945, by Mr. Arthur W. Page, distinguished civilian chairman of the Joint Army-Navy Committee on Welfare and Recreation, would form a sound basis for the future organization of these activities.

/s/ T. J. O'Brien
T. J. O'BRIEN



To: SecNav.

Subj: Summary of the Navy's Wartime Welfare and Recreational
Program.

1. Forwarded with concurrence.

2. As evidenced herein, and by the now accepted recognition of the necessity for official maintenance of Welfare programs necessary for building morale, it is apparent that the Navy must continue to support Welfare and Recreation Activities in all forms. It is considered that as of the beginning of demobilization considerable progress had been obtained in all aspects of this program. In retrospect it undoubtedly appears that official recognition and coordination of welfare and recreation requirements by the Navy was somewhat tardy in development. Such a condition however is understandable. At the outbreak of war welfare and recreation programs were in general planned, executed and supervised entirely on the level of local commands. During the first part of the war all efforts were directed toward furtherance of the main war effort, and it was not until the advance in the Pacific reached its stride that the needs for greatly expanded welfare and recreation facilities became so apparent.

3. It is the intention of this Bureau to maintain the standards finally achieved in welfare and recreation activities and lend guidance and support to further progress.

/s/ Louis Denfeld

Approved 19. . .

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Secretary of the Navy.

RECOMMENDATIONS AND REPORT

to the

SECRETARIES OF WAR AND NAVY

from

THE JOINT ARMY AND NAVY COMMITTEE

ON WELFARE AND RECREATION



RECOMMENDATIONS OF THE JOINT ARMY AND NAVY COMMITTEE

ON WELFARE AND RECREATION

1. The Joint Army and Navy Committee recommends that the services appoint civilian advisory committees on welfare, education and recreation and allied activities in the Army and Navy.

It is our opinion that if a competent group of civilians whose distinction, knowledge and character would command public confidence and who will give at least a day a month and three weeks of inspection a year can be had, such committees should be formed. Service on this for a period of three years would be a service comparable to wartime efforts. If this is not possible it is recommended that the best possible civilian committees be appointed to which problems in this area could be referred by the services.

2. The Joint Army and Navy Committee recommends that the Secretaries of War and Navy reconstitute the Committee's membership in the following manner:

- a. that the present civilian members be discharged;
- b. that the membership include, as at present, representatives of the armed services from the divisions and activities concerned with welfare, recreation, education and allied interests;
- c. that the membership include, as at present, representatives of interested civilian agencies such as the Red Cross, U.S.O., and Federal Security Agency;
- d. that the membership include the two chairmen of the respective Army and Navy civilian advisory committees recommended in paragraph one above;
- e. and finally that one additional civilian member to be appointed jointly by the Secretaries of War and Navy.

3. The Joint Army and Navy Committee recommends that its liaison and coordinating functions continue as at present and that it continue to report directly to the Secretaries of War and Navy.

4. The Joint Army and Navy Committee recommends that the programs in education, recreation, welfare and allied activities which have been developed during this war be made a continuing part of Army and Navy life with such modifications as peace would indicate and such improvements as experience suggests. The reports of the different branches of the Army and Navy and Marine Corps give ample data on which these programs can be continued and improved.

5. The Joint Army and Navy Committee, while not recommending the details of the programs, would like to make its principal recommendation to this effect:

- a. It is recommended that these programs become an integral part of Army and Navy life in the only way that this can be done effectively i.e. that success or failure in their administration be adequately rated on all officers' service reports, that the philosophy and practice of this personnel policy be taught at West Point and Annapolis and at pre-commissioned and advanced service schools and that the programs be given adequate personnel in quantity, quality and training.
- b. It is recommended that wherever possible the work in these fields be assigned to line officers, and they be given adequate training for it and that as nearly 100% as possible of all line officers have training of this kind.
- c. It is recommended that where such specialization is needed as line officers cannot supply, specialists corps be formed and kept active and given sufficient status and encouragement so that they will be efficient.
- d. It is recommended above all that these programs be kept active both because they are essential to the public opinion that will support an adequate peacetime Army and Navy essential also to the morale of the peacetime services themselves, and because they cannot be adequately improvised in time of war. Had there been a program in being and a personnel who knew how to work it prior to this war, the same effort that was made could have produced far greater results than were actually produced.

REPORT OF THE JOINT ARMY AND NAVY COMMITTEE ON WELFARE AND RECREATION

I

INTRODUCTION

The Joint Army and Navy Committee on Welfare and Recreation was organized 8 February 1941 by direction of the President and was an outgrowth of the War Department Committee on Education, Recreation and Community services authorized under Mobilization Regulations 1-10. Under the original directive from the White House the Army was held responsible for welfare programs on their posts; the Navy on their stations; the Federal Security Agency for coordinating activities in the communities; while the Joint Army and Navy Committee was asked to act as a link between the service programs on the one hand, and the civilian programs on the other.

During its five years of operation the Committee has carried on the following functions:

1. Initiation of various parts of the programs adopted by the Army and Navy and Marines including recommending to the President that the United Service Organizations be established.
2. Adjustment of various operational problems between the Red Cross, U.S.O., Army and Navy.
3. Inspection of camps, posts and stations and U.S.O. facilities, comprehensively in the United States of America.
4. Interchange of information on conditions, results and programs between the Army, Navy, Marines, U.S.O. and Red Cross.
5. Providing the armed services with specialist information by the organization and direction of ten subcommittees of civilians, including some sixty people.
6. Providing by means of a grant of \$150,000 from the Carnegie Corporation of New York funds for necessary studies, salaries, etc. which did not fall within the Army and Navy appropriations.

The Committee was not an operating committee, but an agency for facilitating and coordinating the operations of the armed services, the Red Cross, the U.S.O. and the Federal Security Agency.

The Committee was under the Chairmanship of Frederick H. Osborn from its founding until he was called into the service and under Fowler V. Harper from October 1941 to August 1942. Since then Arthur W. Page has served as Chairman. The civilian members have included Sarah G. Blanding, Sheldon Clark, Wayne Coy, Clarence A. Dykstra, Albert B. Elias, Raymond B. Fosdick, James G. Hanes, Fred K. Hoehler, Robert E. Sherwood, Charles P. Taft and Channing H. Tobias with ex officio representation from the Army, Navy, Marine Corps, Federal Security Agency, American Red Cross and the United Service Organizations.

The methods of operation, the duties and the responsibilities of the Committee have been outlined from time to time by the Secretaries of War and Navy. These were reaffirmed and clarified in the last memorandum to the Chairman which was signed by Acting Secretary McCloy (21 January 1944) and Secretary Knox (27 January 1944). It authorized the Committee to maintain liaison with the War Department, Navy Department, Federal Security Agency, American Red Cross, United Service Organizations and other public and private agencies in matters affecting the welfare, education and recreation of service men and women. It also discussed the method by which this should be accomplished and suggested that the Committee report from time to time giving any recommendations on the operations and programs being carried on by the various agencies.

The Committee has met regularly all through the war and has endeavored to carry out the responsibilities placed upon it. Members visited nearly all the principal camps, posts and stations in the United States, Mr. Hanes covering the Southeastern States and Mr. Elias most of the rest. We trust the Committee's recommendations, suggestions and reports, many of which were initiated by its subcommittees and consultants, have been of value to the War and Navy Departments.

It seems appropriate at this time to forward a summary report of the major activities of the Army, Navy and Marine Corps in education, orientation, information, recreation and entertainment. In making this report the services of civilian agencies are not mentioned. Because the Red Cross, the United Service Organizations and the Federal Security Agency are represented on the Committee it has been intimately connected with their work. This report, however, confines itself to the activities with which it has been concerned within the armed forces alone.

In no other war and probably in no other country have the desires of the men and women of the armed forces for information, education, and entertainment been so well served. It can be truly said that the soldiers and sailors of the United States were among the best informed and best educated of any army or navy, even though the total program may have fallen short of our ideals. Every effort was made to supply our citizen's Army and Navy with as nearly normal informational and recreational facilities as was possible under war conditions.

The Army, Navy and Marine Corps all used different administrative methods to carry out this work. Each has changed its organization several times during the war. This report will not, therefore, discuss how these activities were organized but will be confined to a general discussion of the services provided and to general results achieved.

Before describing these services, however, cognizance should be taken of the importance of appropriate training for military personnel engaged in welfare, education and recreation activities and of the highly successful operation of the Army School for Personnel Services and also the special supplementary schools established by the Navy and Marine Corps. Technical training was provided in a wide range of subjects in the fields of athletics, recreation, information, education, etc. Over 25,000 officers and enlisted personnel of the Army, Navy, Marine Corps and Coast Guard were trained at Lexington, Virginia between March 1942 and January 1946 in courses averaging four weeks in length. Doubtless this training, and that provided by the schools operated by the other services, was essential to the successful accomplishment of the program outlined in the pages that follow.

II

EDUCATION

The primary responsibility of an army or navy is to train men to fight; so it would be understandable if the importance of providing general education for military personnel were overlooked, especially in time of war. In spite of this the Army took the lead early in the war to provide on a large scale educational opportunities for soldiers during off-duty time. The Marine Corps enlarged their facilities for correspondence instruction which had long been operating. The Navy program, begun in 1942, was gradually expanded until by the summer of 1945 it was established on all ships and stations. The most important methods used to carry out the program are mentioned below.

Correspondence Courses. The Marine Corps Institute, established in 1920, had provided without charge technical, high school and college level courses to marines and Navy Medical Corps personnel attached. The Institute was continued during the war and later correspondence course offerings to Marines was supplemented by materials from the United States Armed Forces Institute.

USAFI was a good example of inter-service cooperation. Founded as the Army Institute on 1 April 1942 it was reconstituted in January 1943 to serve the needs of personnel in all the services, although still operated by the Army. At various times during the progress of the war branches of USAFI were in operation in England, Italy, Alaska, Australia, the Philippines, Hawaii, Egypt, India, Puerto Rico, Panama and New Caledonia. It offered over 200 correspondence courses in academic, technical and vocational fields on all levels through college. These courses were obtained by purchase from civilian educational institutions and agencies or were specially prepared under the direction of USAFI. Also, USAFI cooperated with 85 universities and colleges in the United States in offering their correspondence courses to students at approximately half the cost. The accumulated enrollment (including self-teaching) for all courses available through USAFI exceeded 1,300,000 as of 1 January 1946.

Individual Study. Many men and women in uniform carried on their study on an individual basis. Texts for such study were procured either through enrollment in the U. S. Armed Forces Institute or from educational officers in the field. Approximately one-third of the total USAFI enrollment was for self-teaching courses. In June of 1945, based on figures from a survey, eight percent of naval personnel stated that they had procured a text for self-study, either from an officer or through enrollment in the U. S. Armed Forces Institute. Newly prepared books were made "self-teaching" through the introduction of study aids and checks for the students. Three hundred fifty different educational manuals were published, 2,800,000 of which were distributed to the field through the USAFI Headquarters and branches; 9,750,000 were reserved for the Army Education Program after hostilities ceased. The Navy purchased 2,250,000 of these books for use in its class programs and for individual study; the Marine Corps 1,200,000.

Class Instruction and Unit Schools. The Navy, from the beginning of its program, stressed classroom instruction, making use of volunteer instructors recruited on the ship or station to teach during off-duty hours. About twice as many Navy men were enrolled in this way than through correspondence instruction and it is estimated that during the war years some 750,000 naval personnel enrolled in about 50,000 such classes.

Since V-E day the Army Education Program has been operating in the European theaters. It comprised three major programs: unit schools usually at the regimental level, training within civilian agencies and at Army universities which were established at Florence, Shrivenham and Biarritz. A centralized technical school was opened at Warton, England. Soldiers in Europe also received formal training in more than 100 civilian schools and agencies. More than 1,000 unit schools were organized, offering literacy training, elementary and secondary instruction, vocational training including on-the-job training, and junior college courses. Course enrollments in these unit schools have totalled more than 700,000.

Following V-J day, a similar plan was started in the Pacific areas where men attended classes during duty time. The Army established university centers, among others one on Oahu, and the Navy schools for classroom study were expanded considerably. These included such organizations as Dewey University at Manila, Kahului College, Saipan University, Magellan University at Samar, Majuro University, University of the New Hebrides at Espiritu Santo, University of the Southwest Pacific at Manus, Western Carolines University, College of the Palau and NavPacU at Pearl Harbor. Enrollment at each of these "universities" varied from several hundred to over 3,000.

Films and Visual Aids. Both the Army and Navy produced films to point up the importance of continuing education after hostilities had ceased. More than 300 film strips were prepared by the Army and distributed for use in

classroom instruction. Forty-one sets of Graphic Charts were prepared to accompany Instructors Course Outlines for Educational Manuals. During the war additional film shorts from both civilian and military sources were gathered together into "GI Movies", which received wide distribution both at home and overseas.

Foreign Language Guides. In this global war our men came into contact with many different countries and different languages. To meet the needs of the military situation, the Army prepared language guides and recordings covering 29 different languages. These materials were also used by the Navy.

Vocational Training. Naval men were encouraged to improve their ratings and to prepare themselves for post-war jobs by taking further work in their chosen vocations. Men were assigned as apprentices and assistants to qualified technicians for experience in a trade or vocation. It is estimated that 350,000 received this type of individual instruction.

Accreditation and Counseling. After the last war civilian educators experienced difficulty in properly evaluating educational training obtained in service. This resulted in the practice of granting "blanket" credit for military service. During this war, the services cooperated with civilian educators in the study of this problem well in advance. A special commission has been established by the American Council on Education with the cooperation of other educational agencies which informs and advises educational institutions regarding educational opportunities and experiences of service personnel. The Army, Navy, Marine Corps, and the Coast Guard for their part have advised service personnel regarding the opportunities for further education within the service and in the period following their return to civilian life.

III

INFORMATION AND ORIENTATION

A vast Army and Navy made up largely of civilians in uniform require special facilities for information and orientation. How soldiers and sailors are thinking becomes of great importance to the success of the war. The complex character of this world-wide conflict made these services of greater importance than in any previous war. The provisions made for full and unbiased information and for opportunities for free discussion of that information are outlined below.

Radio. The Army and Navy used jointly the world-wide facilities of the Armed Forces Radio Service, though AFRS did not officially become a combined Army-Navy operation until October, 1944. Overseas AFRS used 176 stations of its own, and 54 foreign government and commercial stations. Public address systems aboard ship and ashore were also used as radio program outlets.

The basic mission of AFRS was to provide information, orientation and education for the Armed Forces, using familiar radio techniques of special event and entertainment broadcasting. It was standard practice to broadcast news on all stations every hour. More than once the stations were used by commanders to speak to their personnel on matters of particular interest. The most significant civilian programs, such as the Chicago Roundtable and Our Foreign Policy, were recorded and rebroadcast as well as special information programs prepared by AFRS. Shortwave stations on the East and West coasts were used to great effect in bringing up to date news to American forces all around the world. Special "spot" programs in support of Army campaigns for savings, for malaria control, for assuring understanding of soldier voting rights and privileges, and similar subjects were prepared and widely rebroadcast. Programs also included specially produced shows directed to Army and Navy personnel overseas on subjects of particular importance to the War and Navy Departments in the area of soldier and sailor welfare.

Films. The Army produced a comprehensive and sustained schedule of information films which were shown all over the world, notably the "Why We Fight" series. This series, used also by the Navy, was shown to audiences varying from 1,500,000 to 9,700,000 in the Army alone.

Foreign versions of these films were widely used by Allied nations. The Army's film program included other special productions, such as "The Negro Soldier", "Know Your Ally Britain", "Your Job in Germany", "Here is Germany", "Don't be a Sucker", etc. The Army and Navy jointly sponsored The Army-Navy Screen Magazine, a fortnightly two-reel film of topical military interest. All of these film materials in their original form had world-wide circulation among the armed forces. The Navy alone estimates that it sponsored over 100,000 showings of various documentary and inspirational films.

Newspapers and News Services. Both the Army and Navy conducted news services of their own. The Army got started earlier and for various reasons, including its greater size, carried the program further. The Army News Service distributed by wire and radio 80,000 words a day to Army radio stations and newspapers throughout the world. Such news was compiled from the files of all the major commercial press associations. In addition, almost hourly short-wave broadcasts of news were made on overseas beams from New York and San Francisco. Daily airmail features, news photo service and cartoon strips were also furnished by the Army News Service for the benefit of oversea soldier publications. "The Stars and Stripes", a daily newspaper with editions in all major theaters, took its name from the famous paper of World War I. Its circulation reached 1,200,000 daily in ETO, 200,000 in MTO and 70,000 in Hawaii. Weekly Army papers were published in the CBI, Alaska, China, and Persian Gulf. Aside from this, 3,000 Army units and posts published papers. To assist soldier editors in the field, Camp Newspaper Service distributed a weekly clip-sheet of feature news and graphic material, and provided professional guidance and advice.

Nearly every Navy ship and shore-based unit had a newspaper, generally weekly, in addition to a mimeographed "daily press" of radio news when at sea or overseas; but it was not until early in 1945 that a full-blown news service was authorized. The Ships' Editorial Association now supplies ship and station papers with clip-sheets, mimeograph stencil service including comic-strips, radio news for a "pre-edited daily press", special news features, pictures, and information for editors. In July 1945 "Navy News" a daily newspaper, began publication in two editions, one in Manila and one in Guam. The latter had a circulation of 65,000 daily.

Magazines. The Army, Navy and Marine Corps all published magazines, the most famous of which was "Yank." "Yank" started in June 1942 with a circulation of 175,000 and before it ceased publication it had reached a total of over 2,400,000 copies a week. At various times it was published in New York, London, Paris, Naples, Manila, Strasbourg, Cairo, Calcutta, Panama, Sydney, Okinawa, Honolulu, Saipan, Tokyo, Brisbane, Puerto Rico, and Trinidad. More than 1000 men a week submitted contributions and

over 1,500 weekly wrote to the editors. The letter columns of "Yank" were a soldiers' forum, and contributions ranged from gripes to personal adventures. The Navy publication was a combination pictorial and text monthly called "All Hands" with a free circulation of 395,000 copies or about one copy for every ten men in the Navy, Marine Corps and Coast Guard. "Leatherneck", the Marine Corps magazine which has been published for twenty-eight years, reached circulation of 450,000 copies a month. One of the two editions was sold exclusively in the Pacific areas.

Several different magazines were published by different military organizations or for special purposes. "Seabee" is a good example which had a circulation of 50,000 copies among Navy construction units in the Pacific, and "Outfit" is another. The latter was published weekly by the Army to bring the news of their old Army units to patients in hospitals. The Navy published a "Recreation Journal" to aid welfare and recreation officers with their program in the Fleet.

Maps. News of the progress of the war was brought graphically to men in uniform through the publication of a weekly "Newsmap". The reverse side of the map was used to carry special messages to service personnel. Primarily an Army publication, the "Newsmap" was also given Navy-wide distribution and special backings on naval subjects were prepared by the Navy. It started out at the end of April 1942 with a circulation of 18,000 copies and by August 1945, 60,000 were being published for distribution in the United States and 130,000 for overseas. The Navy purchased altogether 2,500,000 copies of "Newsmap" and also prepared and published (150,000 copies) a series of its own "NavWarMaps" on naval theaters of operation. These were also purchased and distributed by the Army. The Marine Corps distributed approximately 90,000 copies of "Newsmap." Hundreds of thousands of other maps of every size and kind were distributed for information and orientation activities in all the services.

Kits and Publications. The Army distributed ten different kits of orientation materials to the regimental and company level. Sixty-five thousand of one such kit were issued. The Navy and Marine Corps kept a continuous flow of publications moving to education officers which reached a total of 1,500,000 copies of various documents. The Army published "Pocket Guides" to 22 different countries and seven guides to various European cities. Many of these were purchased in quantity by the Navy and Marine Corps. A very popular series, known as "G. I. Roundtables", was prepared on 27 different topics by the American Historical Association and used primarily for informal discussion groups.

Discussion Groups. The discussion groups conducted by the Army and the Navy were in one way the focal points of the information programs of both services. Here the information which had been provided through the various media could be reviewed and discussed by the men. The policies which were established for the handling of these groups became the guiding policies governing all information activities.

The discussion group was a new concept for the armed forces, and perhaps more than any other aspect of information and education required special treatment. Although discussion hours were made mandatory in the Army on a weekly basis, there was wide variation in the effectiveness of the program, and in the degree to which commanders required participation. The idea, however, showed unusual resilience, perhaps because it was the only opportunity for soldiers to participate in serious discussions of the underlying reasons for their military service.

Both the Army and the Navy prepared and distributed materials to be used by discussion leaders. The series "Army Talk" attained wide recognition in the civilian population. The weekly "Newsmap" was used as the basis for the current events briefing which preceded the discussion hour.

Attitude Research Studies. An integral part of the Army information and education program was the continuing study of soldier attitudes and opinions made by its Research Branch. This activity begun in late 1941, by the end of the war had provided a mass of information on what kind of men the Army had in terms of age, schooling, marital status, home life, previous jobs; in terms of attitude toward enemies and allies, toward war and peace, toward officers and non-commissioned officers, toward Army advancement, and toward future aspirations. Using these materials it was possible to direct the information and education program in terms of soldier interests and needs. Supplementary studies tested the efficacy of films, radio and other techniques in imparting information and changing attitudes.

In a number of instances research studies had an important effect on War Department policies. The point score system of discharge, the program undertaken to raise the pride in service of infantrymen, the revised physical conditioning program grew out of basic studies made by the Research Branch. Other studies without question had influence on War Department policies, although it is not possible in some cases to trace direct relationship.

The need of the Navy Department to know what the sailor was thinking, especially about the post-war Navy, resulted in several naval surveys being conducted toward the close of the war. This work, however, was not coordinated in one organization as it was in the Army.

There remains an important accumulation of material for future sociological and psychological study. It is reasonable to expect the influence of these studies did not end with the war but will rather increase for some years to come.



IV

RECREATION AND ENTERTAINMENT

Motion pictures, radio, stage shows, athletics, libraries and music were the main means of entertainment and recreation provided by all the armed forces. Many of these services were organized under joint arrangements between the Army and Navy.

Motion Pictures. The Army and Navy operated separate motion picture services but coordinated certain of their 16mm distribution involving gift films supplied to the armed forces through the War Activities Committee of the motion picture industry. 35mm films were generally used in the continental United States by both the Army and the Navy. The Army camp and station service was the largest movie circuit on record with over 1100 theaters. The Navy operated over 550 theaters within the United States under a plan whereby first run pictures were procured locally through commercial exchanges and circuited throughout each District. This involved an annual expenditure for pictures from \$2,250,000 to \$3,500,000.

Radio. With respect to its character as an entertainment medium for Army and Navy personnel, the Armed Forces Radio Service was one of the most extensive and successful of the war. Its activity was directed exclusively to overseas forces, except for military hospitals at home. At its peak AFRS provided 70 hours of programs a week, of which 47 hours were civilian radio shows from which the commercial advertising matter was deleted. At the end of 1942 AFRS was distributing 2,500 transcriptions a month which increased to 120,000 monthly by December 1945. By then AFRS was broadcasting 4,400 hours a week by shortwave from New York and San Francisco. To assist them in the production of locally originated programs each of the overseas stations had a basic library of transcribed music to which new material was added each month. Large numbers of receiving sets were sent overseas especially designed for field conditions. The Marine Corps alone shipped over 4,000 such sets in 1945.

Professional Shows. Through the Army, and later the Navy and the Marine Corps, variety units, concert units, plays, musicals, sketch artists and celebrities played on circuits in the United States and overseas for a total audience estimated at more than 155,000,000 service men and women. The bulk of the performers were paid by Camp Shows but over 6,000 volunteer spot shows were given in the United States and 655 "personalities" volunteered their time. Over 500 units were toured domestically and 700 units were sent overseas to all theaters of war.

Soldier and Sailor Shows. While professional entertainment was always welcome the men and women in uniform particularly enjoyed the shows put on by themselves. Both the Army and Navy encouraged this interest by supplying materials and trained directors wherever possible; the Army sending overseas theatrically experienced and trained officers, plus actress-technicians, USO Camp-Shows stock company actresses, demonstration and conference teams of officers and some civilian consultants. During 36 classes at the Army School for Personnel Service, officers and enlisted men and women learned the elements of stagecraft for productions in the field, resulting in the ultimate success of the self-entertainment program, in which one Marine show alone played to over 1,100,000 personnel on 40 different islands of the Pacific. The Army published over 750,000 copies of books comprising 100 separate compilations of skits, blackouts, plays, etc., and shipped overseas 4000-odd kits of stage equipment. The Navy also published skits and manuals and arranged exchange performances between various units. Special soldier and sailor show units went on tour in this country and overseas, including world-touring "This Is The Army", "Hey Rookie" and "Stars and Gripes."

Athletics. An important feature of the recreation and physical training program was organized sports. An effort was made to provide trained coaches and instructors and adequate playing fields wherever our men were stationed throughout the world. Following V-E and V-J days the organization of teams in various sports, leagues and tournaments was stressed to a greater degree. The Army, Navy and Marine Corps cooperated closely in the purchase of equipment and issued rule books and guides.

Libraries. The value of trained, professional direction was well demonstrated in the distribution of books in this war. The Navy, since World War I, has carried out the policy of supplying books to ships and stations under the direction of professional librarians. The organization was expanded to care for the increased load during World War II. By V-J day over 9,000 Navy and Marine Corps libraries had been established. The number of trained librarians assigned to shore stations increased from 42 in 1942 to 409 in August 1945. The Army likewise provided trained librarians for all the larger libraries in camps, posts, and stations in the United States. The peak of employment was reached at the end of 1944, with a total of 600 employed in the continental United States. Approximately 40 professional librarians were in charge of service in the Central Pacific during the war years; 100 were sent to the European Theater in the summer of 1945; and librarians are now being sent to the Western Pacific. The libraries contained well-rounded collections of books in the major subject fields, and were extremely popular with the men in all the services.

The distribution overseas and to hospitals of pocket-sized paperbound books known as Armed Service Editions was a cooperative venture of the Army and Navy, and was very successful. Thirty to forty titles were issued each month, and by December 1945, over 100,000,000 copies had been sent overseas. The Navy purchased these books at the rate of 25,000 copies of each title which provided forty titles for each 150 men in the fleet and at advance bases. The Army's purchases rose from 40,000 copies of each title in the fall of 1943 to 13,000 copies in the fall of 1945.

The distribution of overseas editions of various weekly and monthly magazines was maintained by each of the services. The Army sent 120,000,000 magazines each year since 1943. By October 1945, 25,000 free magazine packs were going to Navy personnel overseas. The Marines supplied overseas units with 64,200 copies of 160 magazines, to which was added a free distribution by "Leatherneck" of a total of 953,000 copies of twenty-one different periodicals.

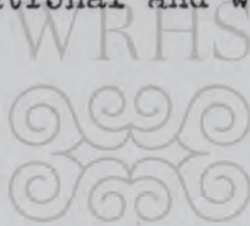
Music. Quartets, glee clubs, dance bands, orchestras, etc. were organized wherever possible. This was beyond the usual authorized military bands, always a feature in the armed services. The purchase of equipment, orchestrations and the publication of song books, "Hit Kits" and the training of song leaders was also undertaken. To provide Army and Navy personnel with the kind of music they wanted to hear, the V-Disc was designed. Pressed on unbreakable plastic material, the V-Disc repertoire covered all types of music from boogie woogie to grand opera. Fifteen twelve-inch records made up the V-Disc set. From an initial issue of 45,000 V-Discs in July 1943, Army production increased to 263,250 on V-J day. More than 5,500 sets were made available by the Navy in 1944, which were distributed on a subscription basis. The Marine Corps supplied one set a month to each battalion purchased from appropriated funds.

Service Clubs. As a result of the experience in World War I it was agreed before the war started that recreational facilities on posts, camps, and stations would be provided by the Army, Navy and Marine Corps. The recreational buildings built and operated by the Army and Navy were usually the show places of a camp or station. Excellent rest centers and clubs overseas, which supplemented those provided by civilian agencies, were built and operated by the armed forces.

Hobbies and Handicrafts. In World War I arts and crafts were mostly limited to occupational therapy wards of hospitals. In this war the hospital work was improved but the Army and Marine Corps also encouraged their men to follow their hobbies on off-duty time. Materials were provided free and also sold in Post Exchanges for those interested in

painting, sculpturing, leather work, metal work, etc. The 8th Air Force alone boasted 22 hobby shops. Army-wide contests were conducted for soldier arts and crafts. The Navy developed a number of hobby centers which proved of great interest to the men. Steps are now being taken to extend this service to all major naval bases.

Post Exchanges and Ship's Service Stores. The principal interest of the exchanges and stores was to supply economically to the personnel in the services articles not of normal issue such as drugs, toilet articles, candy, tobacco, magazines, etc. and also to provide soda fountains, beer gardens, bowling alleys and guest houses. The Army Exchange Service operated domestically 517 exchanges in November 1942 and a maximum of 755 in January 1944. The Navy had 450 Ship's Service Stores at shore stations in the United States and approximately 2,000 overseas and afloat. Liaison between the services permitted universal use of a price agreement catalogue for the purchase of merchandise and the use of an overseas gift catalogue by all personnel. These services were provided by the Army, Navy and Marine Corps at slightly above cost and all net profits were made available to participating units or to welfare funds for recreational and welfare purposes.



V

CONCLUSIONS

The summary of activities of the Army, Navy and Marine Corps given above does not fully cover all that was done in these fields. Only the major projects have been discussed. However, it should convey in some measure the magnitude of the program. Altogether it is a really remarkable achievement. Much had been learned from the experience of the last war and in that the services sought the advice of many of those concerned with these problems in 1917-1918. Rough plans based on previous experience had been made and written into the regulations long before Pearl Harbor but the Army was largely unprepared for such a complex world-wide conflict and the Navy had had little or no experience in dealing with personnel other than volunteers. Many new media and techniques had been developed in twenty-five years. Also modern war included an attack on men's minds which brought with it a series of new problems which required new means to combat.

Regular officers did not need much convincing on the importance of comforts and pleasures for the men to aid morale, but when it came to working with men's minds many were doubtful and some even fearful of the results. A high ranking Navy officer has been quoted as saying, "A sailor doesn't read", but that has been disproved many times over on every ship of the service. The higher educational standard of men entering the service in this war was a noteworthy factor. The top commanders and especially the civilian officials of the War and Navy Departments were in general cordial to the concepts of this program, but except for the reserves there were few adept at such work. If some portions of the work had a somewhat meager trial it was because there was no adequate organization in existence before the war and regular officers had never heard of such a program in their pre-war training. Few were prepared to operate it. It was not in the life stream of military thought.

It is not possible to attach a new service and new idea like this to any army or navy during an active war and have it work universally and effectively. Considering the circumstances the results were really extraordinarily good even though all the objectives may not have been reached.

In all fairness credit should be given to those men recruited by the Army who planned and carried out most of this work. The Navy, followed by the Marine Corps, was later in starting, but had the advantage of learning from the experience of the sister service.

It is our opinion that the entire program, educational as well as recreational, was the best of its kind ever done anywhere and it was not only immensely useful but a vital necessity for our kind of army and navy. Where it failed, it failed because it was new and had to be put into effect by commands unfamiliar with it. It was not a part of the training of units from the beginning and proper personnel was not obtainable. It is therefore essential, especially if universal military training is established, that the regular Army, Navy and Marine Corps study carefully the details of this work, its purpose, its methods, its successes and its failures so what has been learned will not be lost. It is even more important that every regular officer become familiar with these personnel problems at every step of his training and that a group of specially trained officers be established who can be depended upon to carry it out in peace as well as war.

