

INVENTORY

An Appraisal of Results of the

WORKS PROGRESS ADMINISTRATION

HARRY L. HOPKINS...ADMINISTRATOR



WORKS PROGRESS ADMINISTRATION

WALKER-JOHNSON BUILDING
1734 NEW YORK AVENUE NW.
WASHINGTON, D. C.

HARRY L. HOPKINS
ADMINISTRATOR

June 30, 1938

My dear Mr. President:

For five years, in accordance with Executive orders*, the successive Federal relief agencies under my direction (FERA, CWA and WPA) have submitted "periodic and uniform reports" on operations and progress.

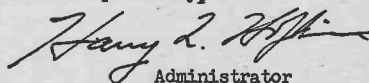
These reports have presented in detail the problem of unemployment as we have found it, the manner in which we have met it and the financial considerations involved. But no attempt has been made, until now, to report in full the actual physical accomplishments of those who have been taken from the relief rolls and put to work at Federal pay.

No such inventory as this has been taken previously because of the transitional nature of the various programs from direct relief to work projects, making the administrative burden of such an undertaking a matter of doubtful justification.

But when the Works Progress Administration had been in operation two full years, under reasonably uniform practices, it provided an entirely justifiable subject for inventory.

This report, therefore, is a detailed examination of the public facilities and services built or performed by WPA workers up to October 1, 1937, obtained by individual inventory of the 150,000 projects that had been operated up to that time. The few selected illustrations of each type of work are for the purpose of giving visual as well as narrative evidence of the scope and quality of the works and services. The report also contains, in the form of occasional footnotes or addenda, examples of the relationship between these data and the total accomplishments of all three Federal relief agencies.

Respectfully,



Administrator

*Executive Order No. 7034, dated May 6, 1935.
Executive Order No. 7396, dated June 22, 1936.
Executive Order No. 7649, dated June 29, 1937.

The President
The White House

INVENTORY



*An Appraisal of the Results of the
Works Progress Administration*

WORKS PROGRESS ADMINISTRATION

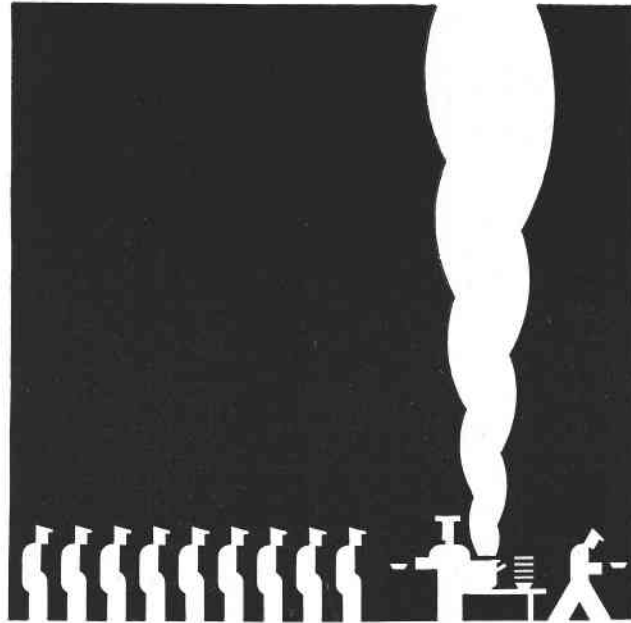
WASHINGTON, D.C.

HARRY L. HOPKINS *Administrator*

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SPRING ...1933



Unemployment is not a new problem in the United States. For 40 years, figures on four major industries indicate that an average of about one out of every ten workers has been out of a job. In 1929, which we now recall as a boom year, estimates indicate that as high as 3,100,000 were unemployed and an average of 1,800,000 workers were jobless throughout the year.

Throughout this period the American economic structure grew more complex. Individual craftsmen, who once owned their own tools and were independent business units, were displaced by machines in factories. The men worked at the machines, each performing one small step in the manufacturing process. The economic security of workers came to depend upon holding a job, upon the ability of employers to keep factories operating.

Business grew bigger, small-ownership decreased, and masses of people in all branches of activity became more dependent upon absentee ownership. Business operated nationally, ignoring State and local boundaries.

Despite these changes, no great economic jolt came to change our public attitude toward the unemployed. Traditionally, we had assumed that there was something personally wrong with a man who had no job. Welfare agencies studied him and his family life to try to adjust him to society. Similarly, we had assumed that the care of the jobless was entirely a local responsibility. We ignored the fact that business, which provides private employment, was no longer local in character.

The economic jolt came in 1929. Local relief machinery was subsequently swamped by the size of the burden. The States tried to help, but they too were unable to meet the need. Appeals were made to Washington, but Washington was reluctant to break the long chain of precedent.

For more than 2 years, while unemployment mounted steadily, the Federal Government sought recovery by appealing to business for full steam ahead, by urging confidence and neighborliness and generous charity. But such an approach was unrealistic.

At length, in 1932, Congress took the unprecedented step of authorizing the Reconstruction Finance Corporation to lend up to \$300,000,000 to States and localities for emergency relief.

In the spring of 1933, all previous steps having proved inadequate, the Federal Emergency Relief Administration (FERA) was set up, for relief of the needy unemployed.

At the outset this was a swift, large-scale effort to rush food and clothing and shelter to millions who were in desperate need.

For the sake of speed, it was done in the most direct way possible. Federal grants (not loans) were made to the Governors of States, on application, and the Governors made allocations to the official local welfare agencies, which actually administered relief. Matching of Federal money with State or local funds was urged wherever possible. Nearly all communities carried on work projects at this time, but over half the families were on direct relief.

As the winter of 1933-34 approached, the need for further action became plain. On November 9, the Civil Works Administration (CWA) was created. Its purpose was to provide general buying-power and to relieve unemployment by putting 4,000,000 unemployed people to work immediately on public jobs—about half of them from the relief rolls and half from among the unemployed not receiving relief but registered at the public employment offices. The CWA largely replaced the early work-relief activities of the FERA on a greatly expanded scale, leaving direct relief to the latter agency.

The CWA went into action with almost incredible speed. It began operations one week after it was created. At the end of another week 814,511 workers were employed,

with a weekly pay roll in excess of \$7,000,000. In another week the number was nearly doubled. At its peak, during the week ending January 18, 1934, the CWA employed 4,263,644 workers and its weekly pay roll was more than \$64,000,000.

The CWA, unlike the FERA, was Federally operated. All its administrative officers were Federal officials. Moreover, its workers were paid on a straight wage basis.

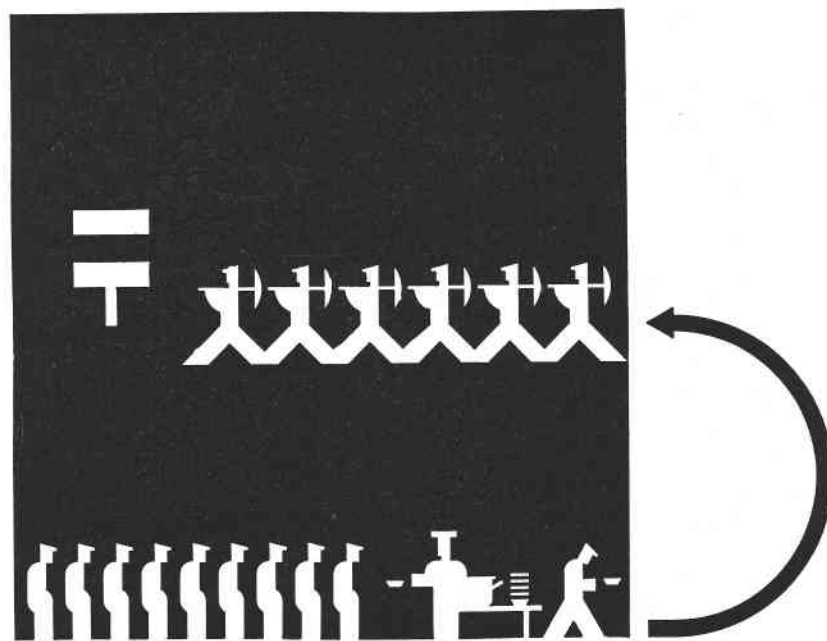
The CWA, designed as only a temporary program, was terminated after four and one-half months. During this time it operated 180,000 projects and expended more than \$934,000,000, of which about \$740,000,000 or 79 percent, went directly into workers' wages. In addition, it bought more than \$115,000,000 worth of materials from industry, while equipment rentals and other costs amounted to \$79,000,000.

While the CWA built many valuable public improvements (see "Addenda" to later sections), it also provided the Nation's first large-scale experience in public employment of the jobless.

On the knowledge thus gained the FERA, which through the winter (1933-34) had confined itself almost entirely to direct relief, launched a work-relief branch called the Emergency Work Relief Program. This new program took over and finished many incomplete CWA projects, and by January 1935, had reached an employment peak of 2,500,000 persons. At the same time, a somewhat greater number were receiving aid through FERA direct-relief activities. But these were heads of families. When their dependents are included, more than 20,000,000 people were receiving assistance.

WORKS PROGRESS ADMINISTRATION

ORGANIZATION-PLANS-OPERATION



The valuable experience gained through the CWA and the FERA had taught Federal relief officials a number of things.

They had realized, early, that direct relief tends to destroy both self-respect and skill, while useful public work tends to preserve them.

They had learned that while work projects cost more than direct relief, the expenditure results in useful public improvements, which constitute national wealth.

They knew that the cost of these programs, while large, was trifling when compared to the economic loss as the result of unemployment. The national income produced in 1929 was more than 80 billion dollars. In 1932 it was less than 40 billions. In any single depression year the loss in national income was many times greater than relief expenditures.

Back when almost one out of every three American workers had been jobless, the public had readjusted its attitude toward the unemployed. When only a few people had no work,

it was assumed that something was wrong with these people. But when one-third of the Nation's workers had no jobs, it became plain that all these people could not possibly be mal-adjusted—that it was the system which was out of gear. All that ailed most of the unemployed was the lack of work.

One of the objects of the jobs created to meet this need was to keep the workers fit for an ultimate return to private occupations. And every succeeding day of work-relief strengthened the conviction that the way to do this most successfully was to diversify the program so widely that the workers could be given the kind of work at which they had the most talent or experience.

Experimentation in this direction had been begun under the CWA, and carried on extensively under the FERA, which instituted special programs for destitute farmers, transients, college students, and "white collar" workers.

By mid-1935 the lessons of the previous

2 years had evolved into a definite pattern of policy. Briefly, it was this:

The physically unfit, the aged, and all other unemployable persons were to be the responsibility of the States and local communities, but supplemental Federal aid was provided through the Social Security Act for a large portion of this group if the States agreed to cooperate.

The needy, able-bodied unemployed, who are the victims of Nation-wide rather than local conditions, were to be the responsibility of the Federal Government.

This was the basis for the Works Progress Administration, which replaced the FERA in the latter part of 1935, and which concerned itself exclusively with the providing of useful jobs for the needy, able-bodied unemployed. The WPA's big drive to provide jobs was supplemented by expanded activity of about 40 other Federal agencies from emergency funds.

The WPA program is essentially Federal in character, yet it leaves to local determination several basic steps. For example, all non-Federal WPA projects (and 98 percent are non-Federal) are originated, planned, and sponsored by local or State governmental bodies. The WPA then reviews them for engineering soundness, availability of labor, legality, financing, and numerous other definite points of eligibility. The WPA also controls the timing of operations. Thus the local communities determine the nature of their own improvements or services, the Federal Government enforces general aspects of law and adapts operations to fit budgets and other operating requirements.

A similar division of authority was arranged with regard to the selection of workers. Local welfare agencies determine the need of applicants for jobs, and certify them to the WPA for work. The WPA then employs them, as operations permit.

Essentially, this revised model of a work program, taking advantage of all previous experience, has been operating with few basic changes throughout the entire life of WPA.

Minor changes have been in progress almost constantly. Added safeguards have been formulated to prevent use of WPA projects for

normal operations of local governmental units. Stress is placed upon work which is noncompetitive with private industry. The average of sponsors' contributions has risen steadily from 12 to 20 percent of all project costs. The maximum proportion of nonrelief workers permitted on projects in any State has been reduced from 10 percent to 5 percent of the Federal pay rolls. On a Nation-wide basis less than 3 percent are nonrelief workers.

Rapid and flexible methods have been worked out by which large numbers of WPA workers can be shifted quickly from their project work to private jobs when temporary labor needs are acute, or to relief and rescue work at the scenes of disasters.

Example: In December 1937, Louisiana sugarcane growers faced a serious emergency. A \$6,000,000 cane crop was frost-bitten in the fields, and had to be cut at once lest it thaw and ferment. State WPA officials met with the Governor, labor leaders, and railroad representatives. Wages and working conditions were agreed upon, transportation provided, and many hundreds of WPA workers moved out quickly from New Orleans and Baton Rouge, saving the bumper crop.

To bring WPA workers into contact with those jobs which are available, close relationship is maintained with the United States Employment Service.

Thus the Nation is learning to use to advantage the country's emergency labor surplus. During periods when industry cannot use these workers, WPA jobs permit them to sustain their families while "keeping their hands in" at the kind of work for which they are best qualified.

On the question of involuntary unemployment, U. S. Surgeon General Thomas Parran said in March 1937:

"I speak not as an economist but as a doctor when I urge that useful employment be provided for all who are willing and able to work. Whatever the cost, I would urge that from the standpoint of public health in its larger concept—of mental health—economic factors are subordinate to the vital necessity of providing for our destitute citizens an opportunity of a livelihood earned by individual effort."

WPA PROJECTS

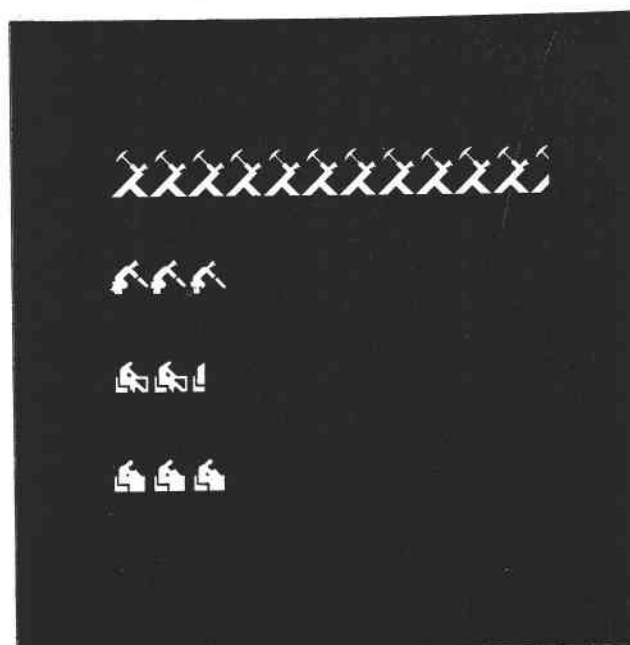
FEDERAL AND LOCAL PARTICIPATION

Unskilled

Skilled and semiskilled
(Construction)

Skilled and semiskilled
(Nonconstruction)

"White collar"



*Major types of occupations on WPA projects
Each figure=5 percent*

The WPA has twin objectives: First, to give public work to people in need of jobs, and second, with those people to build useful public improvements or perform useful public services.

Improvements or services requested from the WPA by officials of any community must (1) provide the kind of work which people on the local WPA rolls are able to perform, and (2) be publicly useful work, on which local funds make up most of the nonlabor costs involved.

The WPA's initial concern is with people in need of work. For example, 2,000 people in Jones County . . . not just any 2,000 people, but 2,000 specific individuals whose names and addresses and work-experience have been listed by the Jones County welfare authorities.

Traditionally, public work is a way of creating a school or a road or providing a service for public use. Building the school is the primary idea. That it gives work is only incidental.

With the WPA, however, public work is a way of using or salvaging labor that otherwise would waste in idleness. The WPA begins with the people who need jobs. They are employed so that they can earn a living, and useful work is selected, from among the community's needs, which they can do well.

In trying to find jobs for the unemployed, the WPA sets up varied checks and balances.

To achieve the most relief with Federal funds, it requires that the bulk of the Federal money must go directly to the workers in wages.

To make certain that projects are locally desirable and useful, it requires that most of them (98 percent, in practice) be originated, planned, and requested by local officials.

To make certain that projects are really needed, it requires that each community supplement the Federal money with local funds, which are used principally for the purchase of

materials and other nonlabor costs. On the average, local communities are spending \$1 to every \$4 spent by the WPA. The WPA declines to go far beyond the payment of the workers' wages.

Incidentally, while this policy has conserved Federal funds, it has not prevented heavy purchases of materials from industry for use on WPA projects. Through October 31, 1937, these material and equipment purchases totaled \$520,824,208. Cement, crushed stone, sand and gravel, brick and tile, and other stone, clay, and glass products made up one-third of this amount or \$175,124,046, while roughly one-fifth went for iron and steel products exclusive of machinery, or \$97,064,629. Other selected items: Machinery and equipment, \$21,930,373; lumber and its products, \$56,721,557; textiles, \$40,502,566; bituminous paving materials, \$45,613,455; plumbing equipment, \$6,056,929; paints and varnishes, \$9,212,212; and other miscellaneous materials, \$68,598,441.

To protect the workers on local government pay rolls, it requires that WPA work must be additional to that planned or normally included in local budgets. In other words, if WPA workers were to displace regular clerks in a city hall, there would be no employment gain.

For the workers themselves, the WPA requires that projects be provided in each community which are adapted to the training, ability, and experience of the persons in that community who need work. For, since the purpose of the program is to keep or make unemployed workers fit for a return to private jobs, they should be given work at their best aptitudes wherever possible. As an extreme example, a professional violinist's hands might be ruined by a year's work with pick and shovel.

To better understand the operation, let us take a hypothetical community with 100 needy employable persons and a total of \$100,000 in Federal and local funds available to keep them at work for a year.

First, here are the occupational characteristics of the 100 people: 4 carpenters, 2 bricklayers, 2 painters, 1 electrician, 2 plasterers, 4 truck drivers, 18 mill operatives (male), 8 mill operatives (female), 22 unskilled laborers, 3

bookkeepers, 1 barber, 4 stenographers, 2 automobile mechanics, 1 radio operator, 3 real-estate agents, 2 boilermakers, 1 locomotive engineer, 1 music teacher, 1 millwright, 1 baker, 2 welders, 1 detective, 4 janitors, 2 elevator operators, 1 shirt maker, 2 wood choppers, 3 cigar makers, 2 teachers.

The Mayor asks the local WPA representative to meet with the City Engineer and council. The Mayor already has a list of projects the city has needed for a long time.

Outstanding is the need for a new junior high school. The four-room building which has been planned is not large enough to warrant status as a Public Works Administration project, and it is decided that the 4 carpenters, the 2 bricklayers, the 2 painters, the 2 plasterers, the electrician, 2 of the truck drivers, and 8 of the unskilled laborers can be used to build the school as a WPA project. The amount of \$20,000 to cover this work is agreed upon, the city contributing \$6,000 for the hire of 1 supervisor, 1 foreman, and 1 steamfitter, not on relief, and for purchase of necessary material.

The next project decided upon might be the paving of 12 blocks on Main Street. This project would take 10 of the 18 male mill operatives, 10 of the unskilled laborers, 1 of the bookkeepers, the 2 remaining truck drivers, 2 of the janitors, and both of the wood choppers. It might be approved in the amount of \$27,000, with the city contributing \$5,000 for materials.

The third project might be a sewing room designed to give employment to the 8 female mill operatives, 1 of the stenographers, and the 3 cigar makers. This project would be approved in the amount of \$12,000 with the city contributing \$2,000 in the form of material. The products of the sewing room would, of course, be given to local welfare agencies for distribution to needy unemployables.

And so the conferees would go down the list, selecting projects of various kinds, until some kind of work was provided for the 100 destitute unemployed, and a reservoir of other projects was made available for future needs and for changes in the numbers or aptitudes of the unemployed. Something like this has occurred in nearly every community in America.

WPA WORKERS

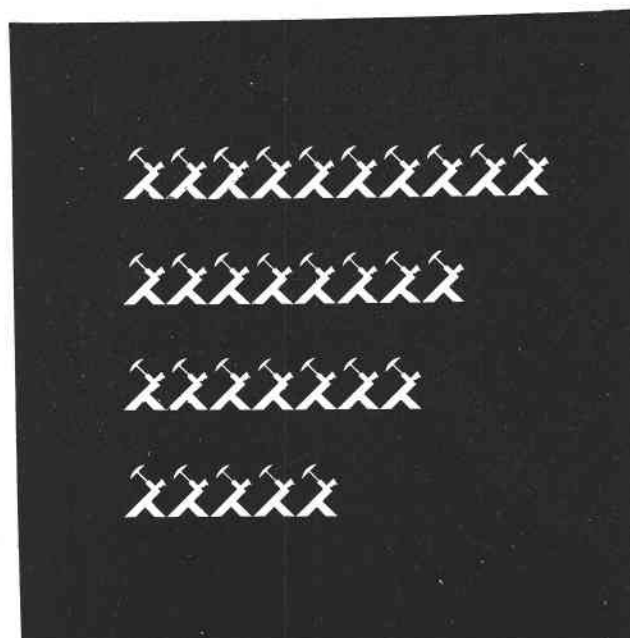
THEIR STATUS, PAY AND RESPONSIBILITIES

March 1936

September 1936

March 1937

September 1937
(Each figure = 300,000
workers)



Decline of WPA workers during the 1936-37 rise in business. These declines were largely offset by the 1937 recession

Every man or woman who draws a wage check from the WPA does so for work he has performed. The WPA pays no "direct relief." Its purpose is to provide jobs for able-bodied unemployed persons from relief rolls who are in need, leaving "unemployables"—those who are unfit for work because of age or illness or physical handicaps—to the care of States and local communities.

The eligibility of workers for WPA jobs is determined by the local welfare agencies, who "certify" them by name to the local WPA officials as being in need and capable of work.

Only one member of any relief family unit is permitted on the WPA rolls, although a younger member may be enrolled in a CCC camp or on a NYA project.

The average monthly earnings of a WPA worker are about \$52. Individual earnings

vary downward in rural areas where living costs are low and upward in large cities where they are high. The scale is higher for skilled and semiskilled workers than for unskilled. WPA workers are paid the prevailing hourly rate for any given class of work, but the number of hours they work each month is determined by the established schedule of their monthly security earnings.

Masses of data on file in the WPA's Washington office attest certain facts about WPA workers which are not generally understood:

(1) *They are not a fixed group of economic outcasts, but move constantly in and out of private industry in impressive numbers. Moreover, they represent a cross section of the working population.*

(2) *The great majority of them do not want charity, but merely a chance to work.*

(3) *The majority of those with previous experience*

in industry have good work-records in private employment. Their average employment with a single firm is 5 years.

(4) They do not refuse private jobs at reasonable working conditions and pay.

(5) The most difficult group, from a standpoint of readjustment into private jobs, is composed of young people in their early twenties, with neither business experience nor the opportunity to acquire it. A lesser, but also important group, embraces workers over 40 or 45 who have passed their peak and are not wanted by private employers when experienced younger workers are available.

The fact that the WPA rolls are highly sensitive to the private-job situation is illustrated by the drop from over 3,000,000 WPA workers in March 1936 to 1,448,000 in October 1937—a decrease of more than 50 percent. Of a total of about 5,000,000 persons who had worked on the WPA program through November 1937, less than one-sixth (760,646) were employed continuously throughout this period.

The overwhelming desire of these needy people to work for what they get, rather than receive charity, is reflected in the letters they write to the WPA. Two out of three of the letters from unemployed workers are simple requests for a chance to work.

Heeding the oft-heard charge that WPA workers refuse to leave the rolls to take private jobs, the WPA has investigated every specific allegation of this type which has come to its attention during the past 2 years. Of the thousands of people involved in investigations, the number actually found to have refused private jobs unjustifiably is so small as to be insignificant; and in such cases the guilty workers were promptly severed from the WPA.

These investigations revealed an active desire on the part of local WPA officials to meet private labor demands. During harvest seasons, projects have been curtailed or suspended in many localities to provide field workers. The officials have refused, however, to force WPA workers into private jobs at substandard pay or under obviously unfair working conditions.

Some typical cases:

A Philadelphia produce firm charged that there was an acute shortage of cannery and field workers in Delaware and Maryland because of refusal of relief workers to take private jobs. An investigator visited 21 canneries listed by this firm, and 8 others. Thirteen of the 29 plants were not operating, 15 needed no labor.

A letter to Washington said farmers in western Kentucky couldn't get farm hands because of the WPA. The author of the letter, when interviewed, said he needed no help and knew of no other farmers who needed help. He admitted he wrote the letter in anticipation of a possible shortage during the fall harvest.

A council of contractors charged that the WPA was responsible for a shortage of electricians, and offered to hire all those released by the WPA. The records showed that there were 142 electricians on WPA projects in the State, but there also were 224 others registered as seeking jobs who had no work at all. The council apologized, but hired no men.

While the WPA rolls include a somewhat abnormal proportion of the workers over 40 or 45 whom industry is reluctant to employ, they also include hundreds of thousands of young men and women in their early twenties whom the CCC and NYA programs have been unable to absorb.

The older workers on WPA rolls are there, not only because industry views them askance, but also because of the tendency on the part of local welfare authorities, in certifying relief recipients for jobs, to give preference to the heads of large families.

On the other hand, the vast number of inexperienced young people entering the labor market is the most serious problem of all. The youngster who is a breadwinner is eligible for a WPA job. But backed up in the homes of relief families, from coast to coast, are an army of older sons and daughters who cannot get private jobs, cannot get placed with the CCC or NYA, and are ineligible for the WPA because one of their parents already has the single WPA job which is permitted per family.

ACCOMPLISHMENTS

AN INVENTORY OF MATERIAL AND SOCIAL RESULTS

Roads and Bridges

Public Buildings

Parks and Playgrounds

Professional and Clerical

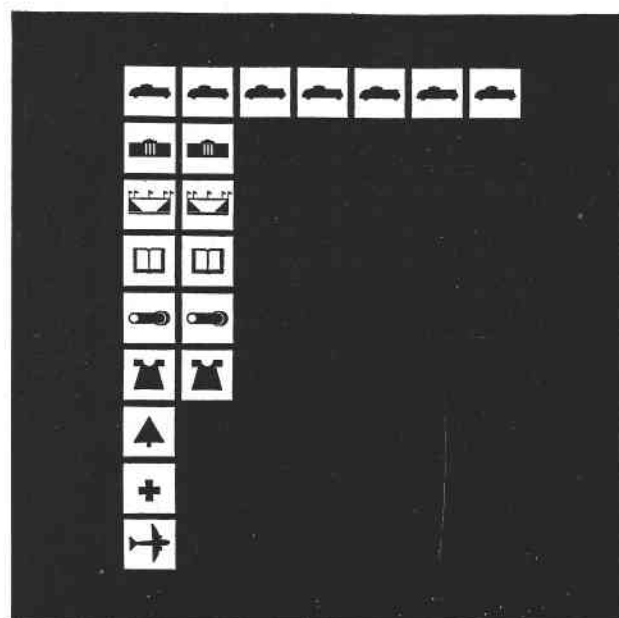
Water and Sewer

Goods Production

Conservation

Health

Aviation



Accomplishments—Relative size of principal types of project in the WPA program. Each square equals 5 percent of total. Note: Health (3 percent) and aviation (2 percent) are actually fractions of a single symbol

The public improvements which WPA workers have built or the public services they have rendered are national assets and, in the opinion of many economists, properly deductible from the cost of work relief when it is compared with any other method of aiding the unemployed.

In this report, however, no such deduction is attempted. The actual accomplishments of the WPA are merely stated in detail in order that any interested citizen may draw his own conclusions.

First, it should be realized that nearly 80 percent of all WPA funds are spent for construction work, because most of those eligible for WPA jobs are best fitted for this type of work.

Breaking this down into types, well over one-third of the Federal funds spent on the WPA

program goes for highways, roads, and streets; 10 percent for water facilities, sanitation, and other utilities; about 11 percent for public buildings; another 11 percent for parks and playgrounds and other recreational facilities; nearly 5 percent for conservation work; and about 2 percent for aviation facilities.

About one-fifth of the WPA program is devoted to nonconstruction projects of all types. Sewing projects are the largest type in this group, aggregating more than 7 percent of the total WPA activity, while professional and clerical projects make up almost as large a total. The emergency education program represents slightly more than 2 percent, the recreation program slightly less than 2 percent.

This proportionate distribution of WPA expenditures—\$4 for construction projects to

every \$1 for nonconstruction—is stressed because, in the succeeding sections of this report, space is not given according to the relative size of each activity in the WPA program.

The highway, road, and street program, for example, involving more than one-third of both the funds and the workers, is detailed in a single section. Reason: Construction of roads, streets, bridges, and culverts is well understood.

The four Federal arts projects (music, art, theatre, and writers), on the other hand, are given four complete sections although they involve an aggregate of about two and one-half percent of the WPA program. Reason: The purposes behind public employment of jobless professional and technical workers, at the work they are best fitted to do, are not well understood; nor are the accomplishments of these workers.

How are the data gathered for this report?

To each of the 158,000 WPA projects which had been operated throughout the United States was sent a detailed inventory form, with space upon it for the most important types of physical accomplishments related to that type of project. On this form the completed work was listed in detail, checked by field statistical

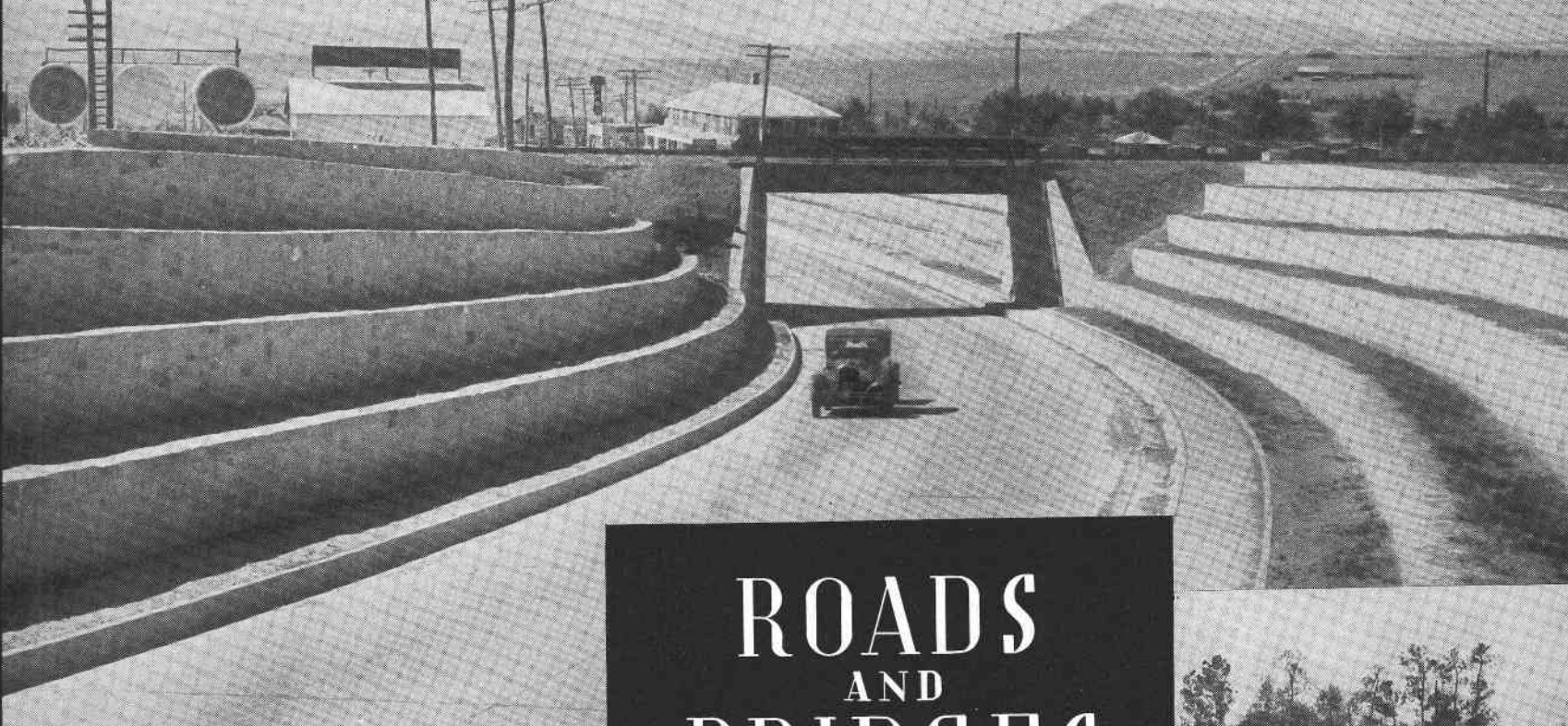
offices and returned to Washington. Here the accomplishments were tabulated by States and on a national basis.

The figures on succeeding pages of this report represent only work which was completed on October 1, 1937, the date on which the inventory was taken. A vast amount of additional work, in progress at that time but incomplete, was not included.

Many previous reports have been made on the progress of the Works Program, giving special attention to distribution of projects and funds, data on unemployment, workers, wages and hours, and general operating practices.

This, however, is the first detailed report which has concerned itself solely with the *physical accomplishments* of the Works Progress Administration, together with a scattering of authoritative comments on the quality of those accomplishments.

In the opinion of thousands of city, county, and State officials who participated in a recent national survey (see page 93), few of the improvements and services listed on the succeeding pages of this report could have been accomplished without the aid of the Federal Government and the unemployed.



ROADS AND BRIDGES

Types of WPA road and bridge work:

Underpass • *New Mexico*

Bridge • *Idaho*

Farm-to-market road • *Alabama*

Streetcar track removal • *New York*

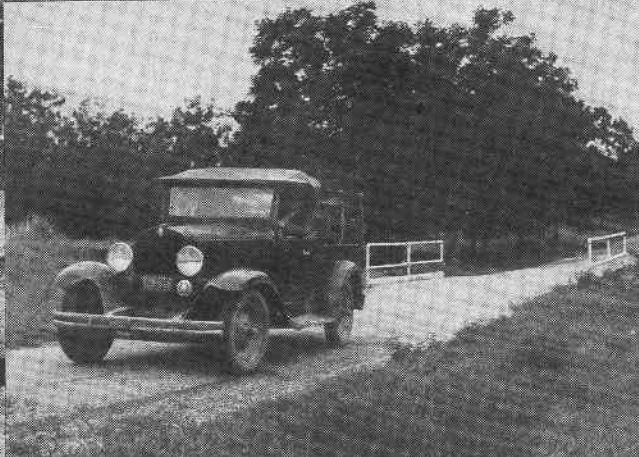
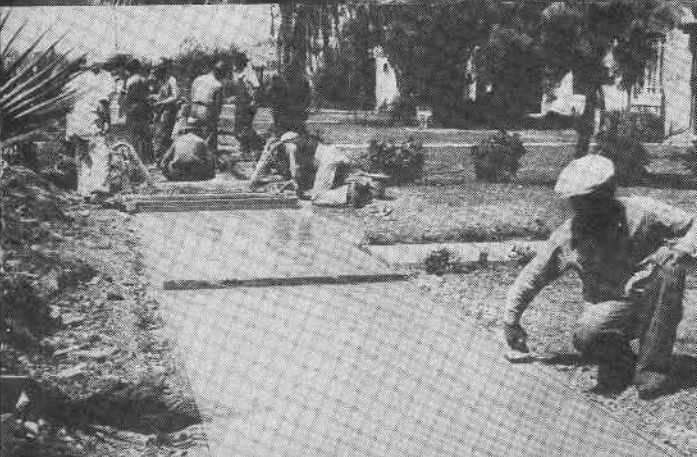
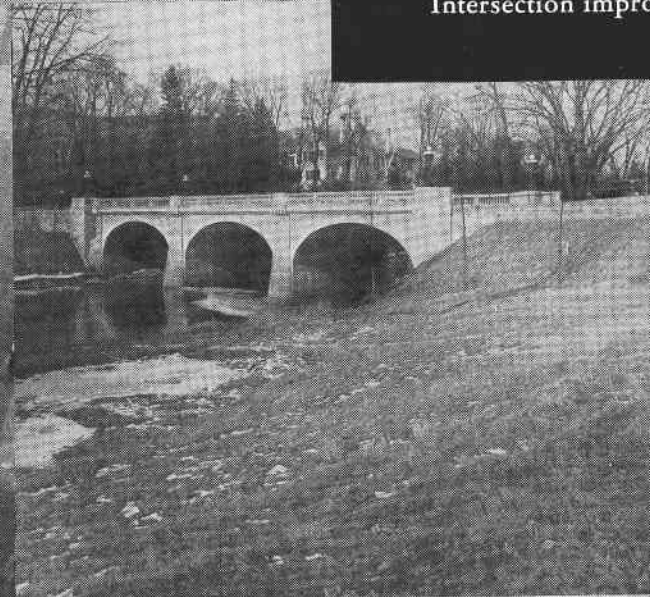
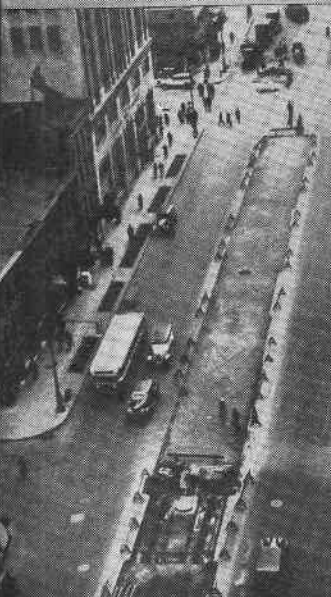
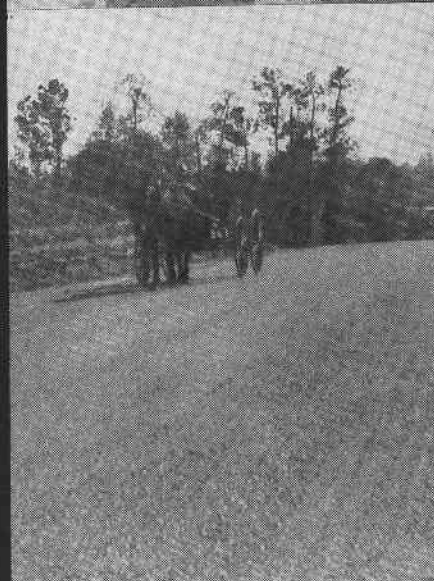
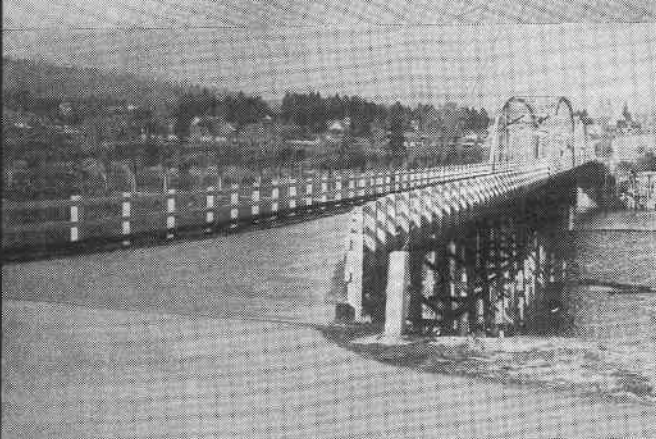
Bridge • *Vermont*

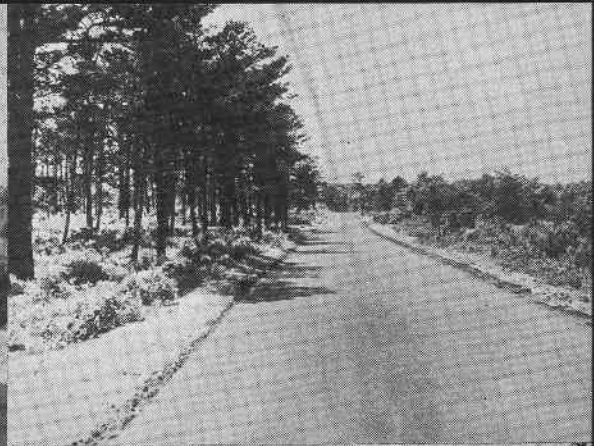
Highway • *California*

Sidewalk • *Arizona*

Farm-to-market road • *Virginia*

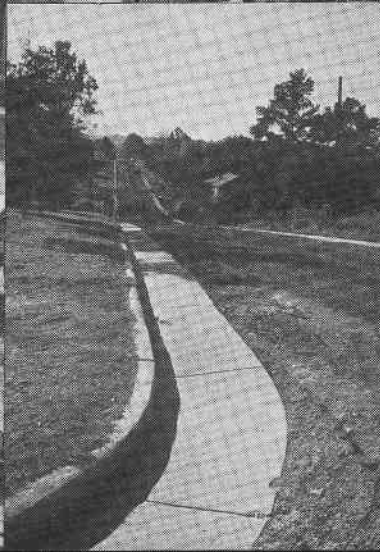
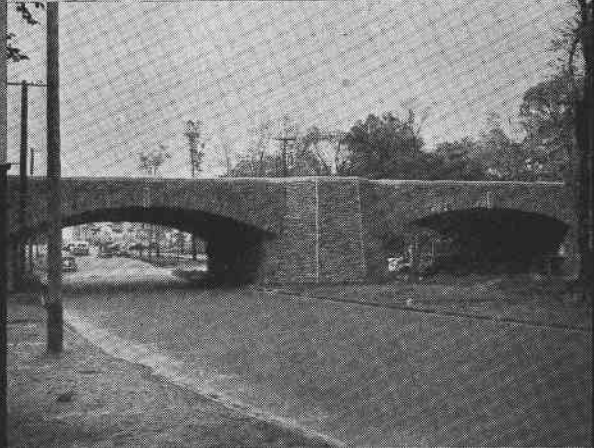
Intersection improvement • *Illinois*





Types of WPA road and bridge work:

Mountain highway • *California*
 Farm-to-market road • *Massachusetts*
 Bridge • *New York*
 Parkway • *New Jersey*
 Street sign • *Nebraska*
 Retaining wall • *New York*
 Repaving • *New York*
 Culvert • *New York*
 Curb and gutter • *Alabama*
 Roadside embankment work • *Idaho*



INVENTORY

Over one-third of the entire WPA program is devoted to roads, streets, bridges, and related facilities. The mileage of roads and streets, newly built or improved by the WPA, would reach eighteen times around the globe. Nearly every American community has requested WPA projects of this type.



Roads and Bridges—34 percent of total program

Such work is highly desirable from an employment standpoint. About four-fifths of those the WPA must employ are manual workers, unskilled or semiskilled. Road building is a type of work they can do. Moreover, road work can be spread widely through farm areas to employ rural workers, and expanded or contracted to meet seasonal conditions such as the harvest. In many areas, such work has been virtually suspended during peak harvest seasons, to supply field workers, and resumed after the harvest lay-offs.

Farm-to-market or secondary roads, falling outside both the Federal and State highway systems, have been the chief beneficiary of the

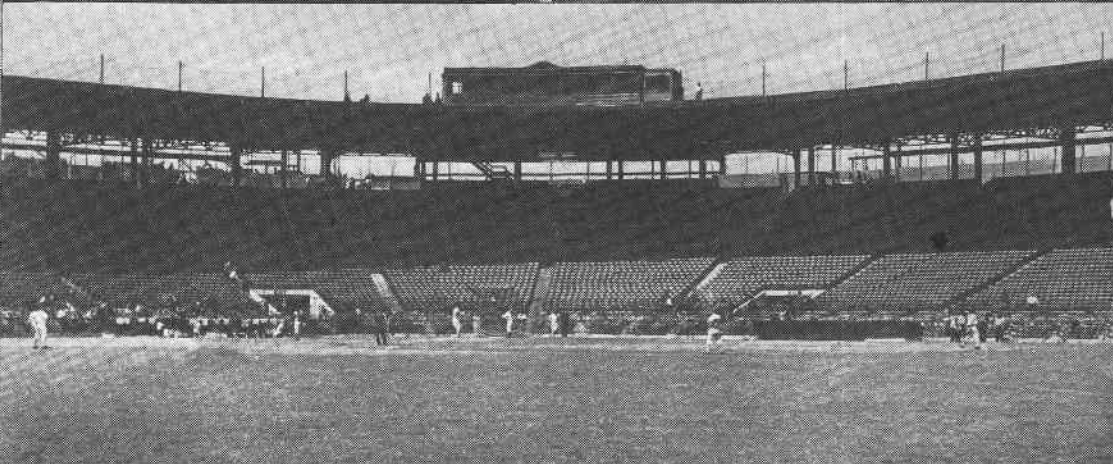
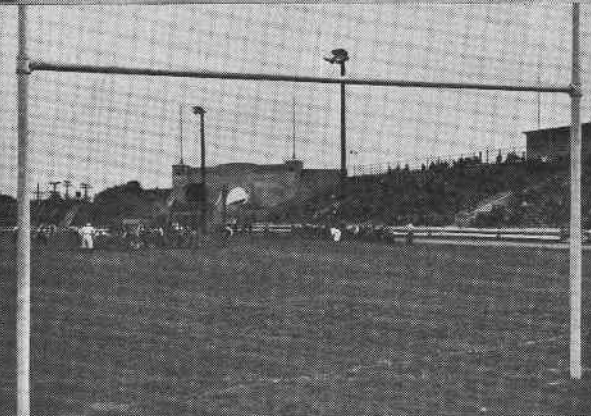
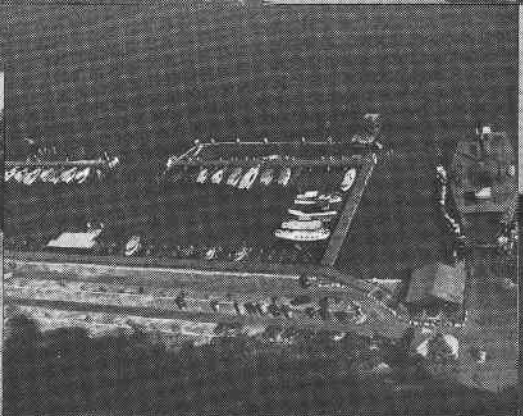
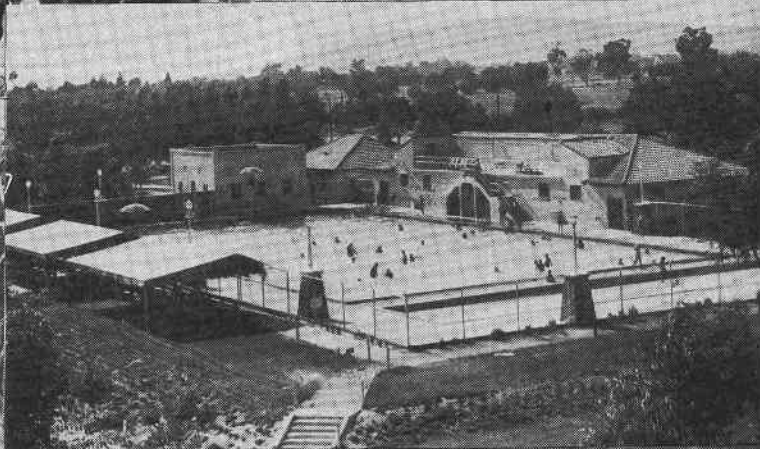
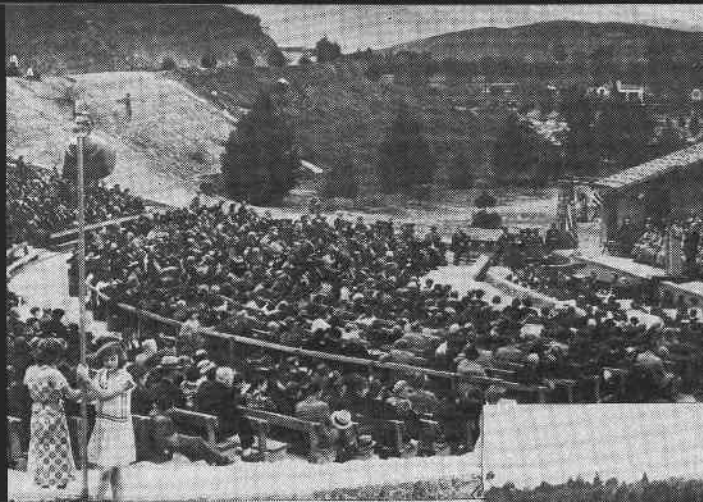
WPA road program. Over 39,000 miles of such roads have been newly constructed—enough to span the country twelve times—while the mileage of existing rural roads improved (140,000) would reach five times around the globe.

While the bulk of this work in rural areas has consisted of building, improving, and draining dirt, clay, or gravel roads, a total of 4,400 miles of paved roads has been built and over 4,000 miles reconditioned.

These roads usually are not eligible to share in either Federal or State highway subsidies, yet their improvement was too expensive to be undertaken entirely with limited local funds.

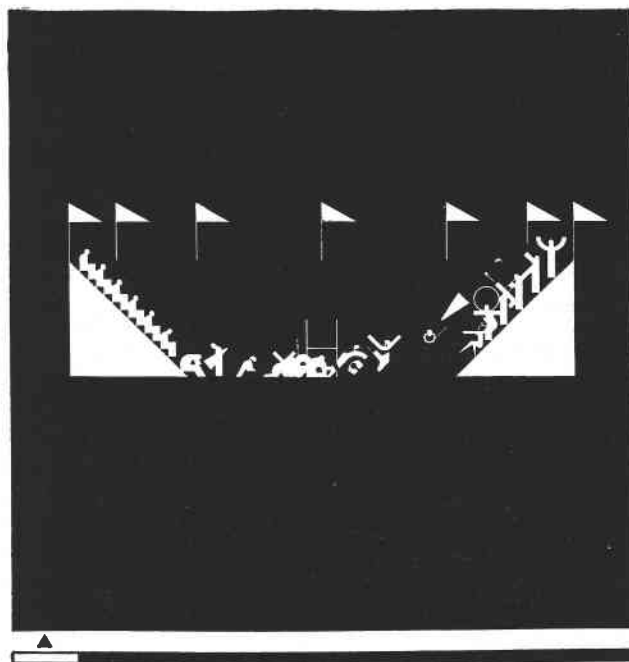
Recreation facilities constructed
by WPA include:

- Outdoor theatre • *California*
- Skating shelter • *Indiana*
- Zoo building • *California*
- Swimming pool • *California*
- Athletic field • *New Hampshire*
- Fairgrounds • *California*
- Winter sports shelter • *Wisconsin*
- Parking facilities • *New Jersey*
- Stadium • *Rhode Island*
- Band shell • *California*
- Grandstand • *New Jersey*



INVENTORY

Construction of public parks and facilities for recreation constitutes more than 11 percent of the WPA program, and is exceeded in volume only by the work on roads, streets, and bridges.



Parks and Playgrounds—11 percent of total program

The 3,777 new recreational buildings which WPA workers have built, and the 2,902 they have improved or enlarged, are described under "Public Buildings."

Other recreational facilities of the WPA:

Parks—881 newly developed, with a total area of 26,707 acres, or an average of about 30 acres each. Also improvements to 3,210 existing parks, averaging nearly twice the size of the new ones.

Athletic fields—1,534 newly constructed, 1,360 others improved.

Playgrounds—1,303 newly built, improvements made on 3,792 others. About three-fourths of these (751 new and 3,087 improved) are on school grounds.

Swimming pools—433 built new, 143 renovated.

Wading pools—324 built new, 47 renovated.

Golf courses—123 newly constructed, improvement or enlargement of 186 others. Nearly half of these are 18-hole courses, while a number of the 9-hole courses are extensions of existing 9-hole facilities. The area of these improvements aggregates 26,210 acres.

Tennis courts—3,535 new, 1,174 repaired or improved.

Fairgrounds—20 new plants, 104 others improved. Total area, 5,961 acres.

Ice-skating rinks—731 new, 159 improved. Average area, about 50,000 square feet.

Ski jumps—29 new, 4 renovated.

Ski trails—28 miles new, 31 miles improved.

Outdoor theatres—48 new, 10 reconstructed.

Bandstands or shells—88 new, 25 repaired.

Handball courts—569 new, 50 improved.

Horseshoe courts—716 constructed.

In this broad program of park and recreation

facilities, as in 98 percent of all WPA projects, each improvement is based upon the expression of local officials that it is needed and wanted by the community, and is supported by local funds to help pay for materials and other non-labor costs.

One of the most interesting projects completed by the WPA in this field is the complete construction, from material dredged out of San Francisco Bay, of the level 400-acre island which is the site of San Francisco's great exposition in 1939. Other unusual improvements include Timberline Lodge, on the upper slopes of Mount Hood, Oreg.; many important additions to the Toledo Zoo, constructed in large measure out of second-hand materials salvaged from demolition work; an unusual outdoor aquarium at Key West, Fla.; extensive additions to Audubon Park in New Orleans, and construction of a swimming pool at the municipal airport in the same city; and construc-

tion of an elaborate botanical garden in Fort Worth, Tex.

The size of the program indicates that local officials throughout the country recognize the growing problem of leisure time in America, and have taken widespread advantage of the manpower offered by the WPA to renovate and extend their facilities for public recreation.

Many of the projects offer little or no maintenance problem because costs of upkeep can be provided from the nominal fees paid by those who use them.

From the standpoint of mass employment, also, this program is especially suitable, since much of the work, such as park development, requires a high proportion of labor and a relatively small outlay for materials.

The general public, on the other hand, is being given many recreation opportunities which hitherto have been largely beyond the reach of the average citizen.

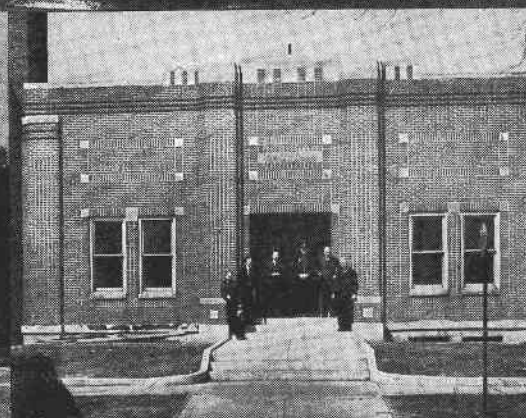
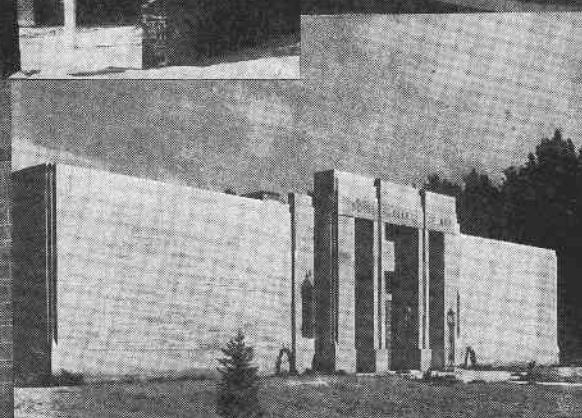
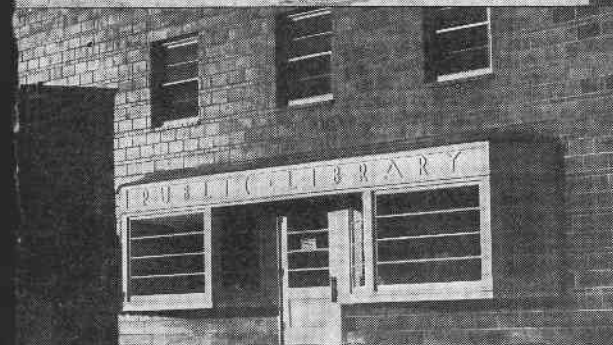
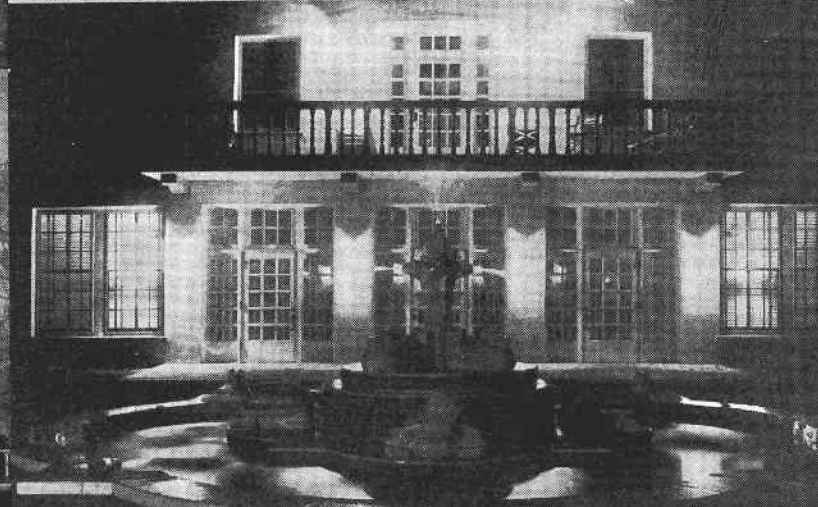
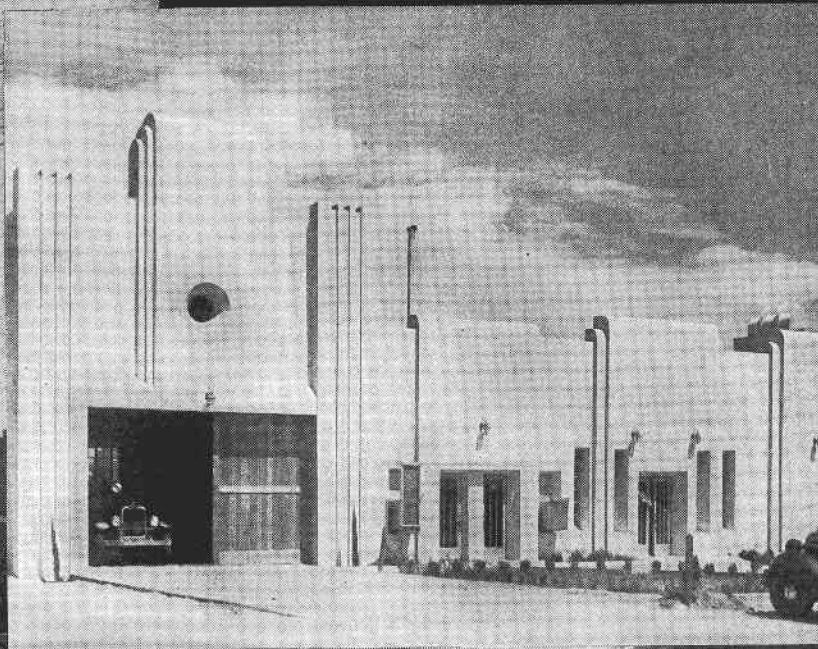
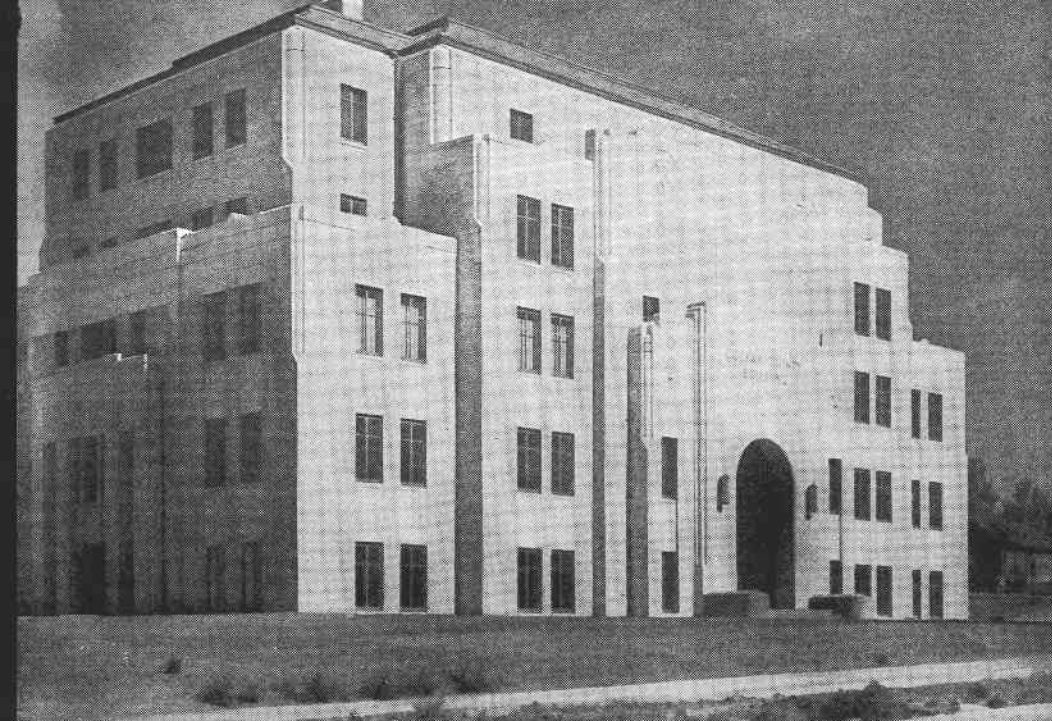
ADDENDA

If the accomplishments of relief workers on prior work-relief projects are added to the above figures for the WPA, the total facilities which have benefited is more than tripled in number. Parks built or improved under the three successive agencies total 15,500; playgrounds and athletic fields, 25,600. Again it should be explained that earlier projects, while more numerous, were somewhat lighter in character and ran more heavily to repair work than to new facilities. The combined three work-relief agencies (CWA, FERA, and WPA) have built or rehabilitated more than 1,900 swimming and wading pools, nearly 850 golf courses, and more than 2,800 stadiums and grandstands.

PUBLIC BUILDINGS

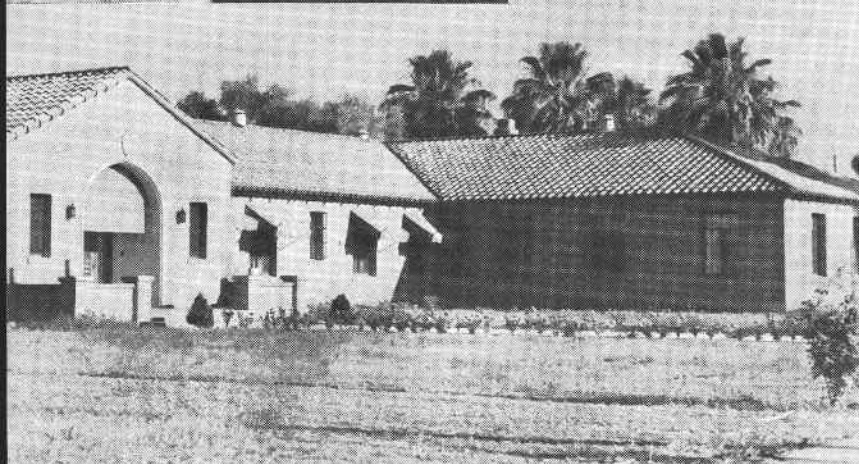
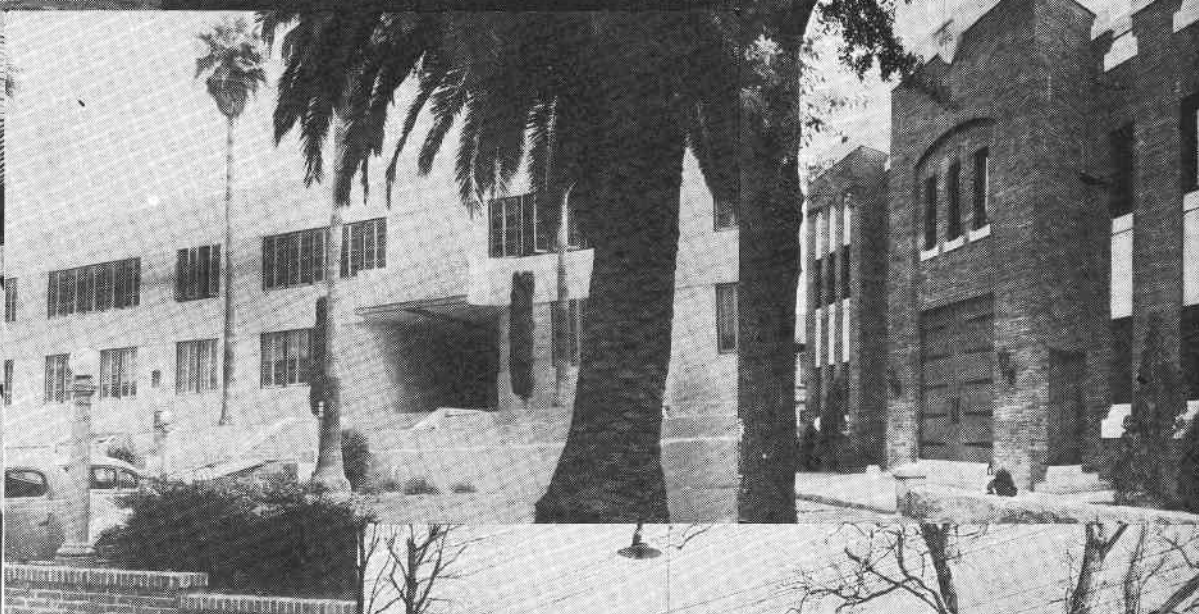
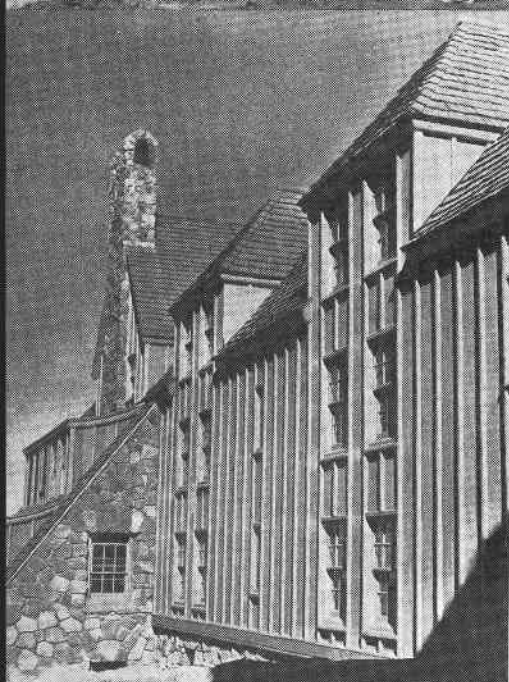
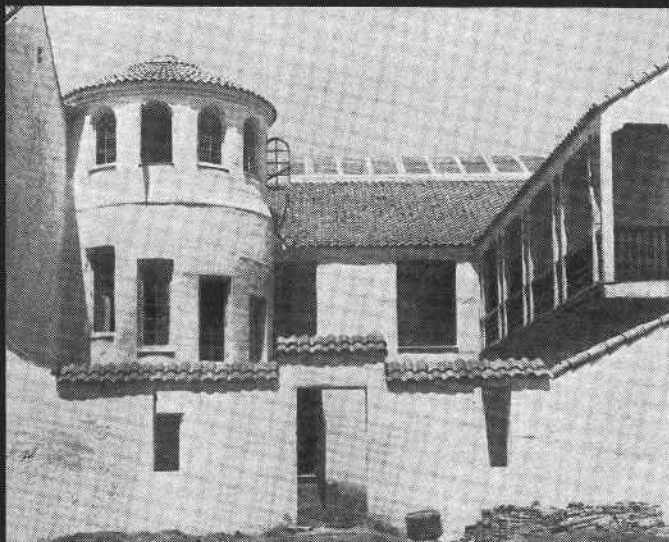
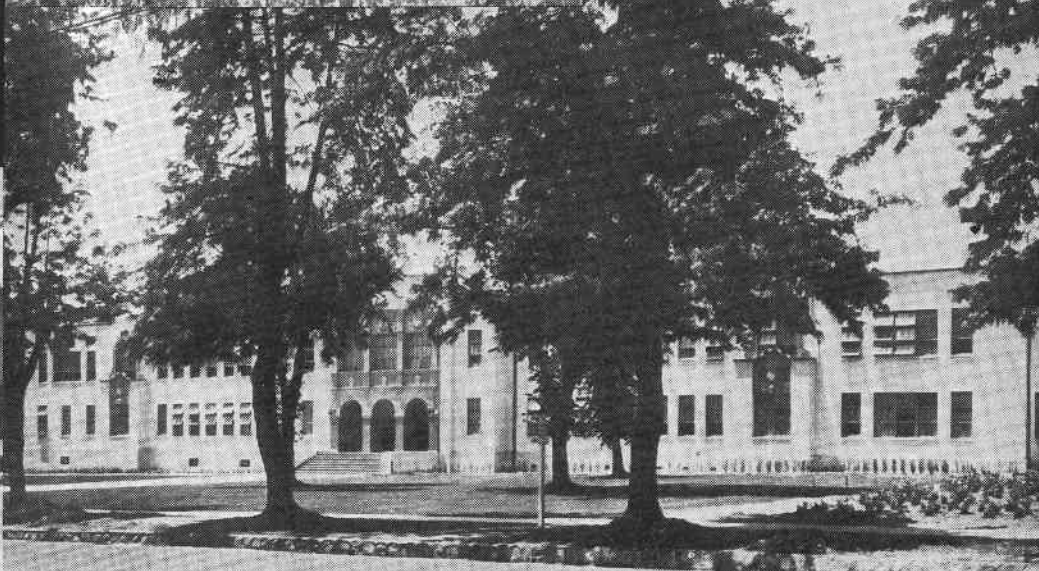
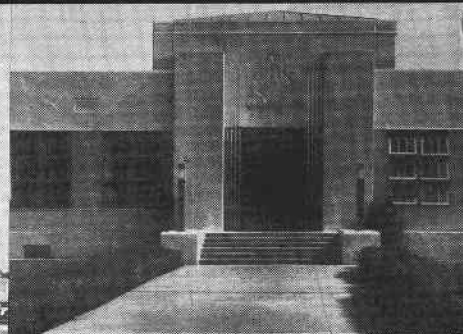
Types of public structures erected
by WPA:

County building • *New Mexico*
City hall • *Ohio*
Municipal building • *Arizona*
Public library • *New Jersey*
Hospital • *New Mexico*
Library • *Iowa*
Art gallery • *Idaho*
Administration building • *Ohio*



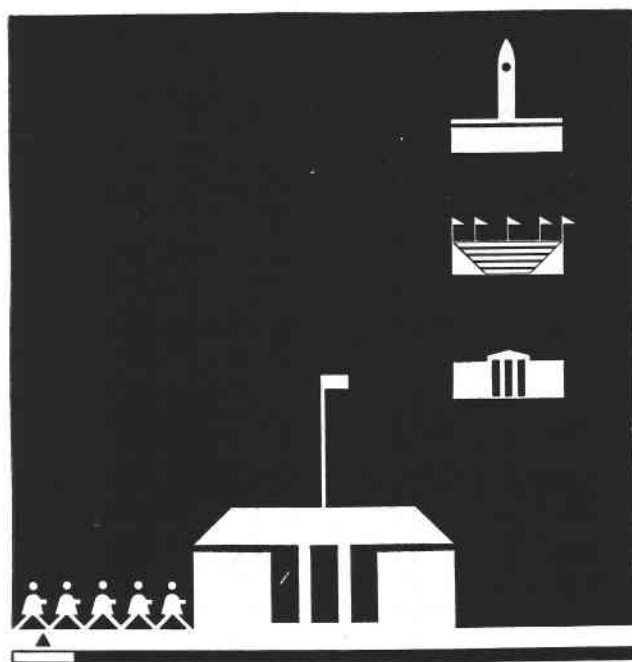
Types of public structures erected
by WPA:

State police station • *Michigan*
College auditorium • *California*
Museum • *Utah*
College building • *California*
Timberline Lodge • *Oregon*
High school • *California*
Armory • *North Carolina*
County hospital • *Arizona*
Courthouse • *Ohio*



INVENTORY

WPA workers have built 12,212 new public buildings, constructed 1,363 additions to existing buildings, and improved 36,510. More than one-tenth of all WPA money has been spent on public buildings, principally for education, recreation, and a wide variety of public administration purposes.



Public Buildings—11 percent of total program

In terms of averages this work amounts to approximately four new buildings constructed and nearly twelve reconditioned for each county in the Nation—though of course more work is carried on in the population centers than in the sparsely settled districts.

New buildings erected by the WPA (on local request and aided by local funds):

For educational purposes, 1,771 schools and 53 libraries.

For recreation—184 auditoriums, 752 stadiums or grandstands, 376 gymnasiums, and 2,465 other buildings such as pavilions, bath-houses, and zoo houses.

Institutional buildings—284, including 86 hospitals and 80 penal institutions.

For public administration—615 courthouses, city halls, office buildings, etc.

Seventy-three aircraft hangars and 132 armories.

Miscellany—384 dormitories, 129 fire houses, 793 public garages, 630 warehouses, and 3,571 assorted small structures, such as bus and streetcar shelters.

For every public building which the WPA has built, it has improved or enlarged nearly three existing structures. Here a widespread need was met. Maintenance had been badly neglected in many communities throughout the depression because of falling local revenues.

For example, 19,449 school buildings in varying states of disrepair have been restored

to safety and usefulness. Rotten joists and floors were replaced, drainage was corrected, and outer walls sealed with cement and sand if necessary to prevent seepage of water. Upper stories of school buildings injured by vibrations in earthquake areas were removed and the buildings given, for the first time, proper structural bracing.

In other places, leaky roofs were made storm-tight and windows were weatherstripped. Sanitary toilet systems were widely installed and repaired. Heating systems were modernized. Adequate ventilation was provided. Dark classrooms were given better lighting. Schools were brightened throughout with what was often the first coat of paint they had received in many years.

Structural additions of all kinds were built. These included assembly rooms, laboratories, lunchrooms, dormitories and, in rural areas, "teacherages" to provide housing for teachers. Drainage and landscaping turned muddy schoolyards into usable and attractive playgrounds. Broken sidewalks and crumbling retaining walls were repaired. Much of this work, needful for the health as well as the com-

fort of pupils and teachers, was many years overdue. State-endowed colleges and normal schools have shared in the benefits of these improvements along with public primary schools and high schools.

Similar improvements have been made in many other types of public building.

In addition to the new construction previously listed the WPA has improved or enlarged:

539 libraries, 258 auditoriums, 296 stadiums and grandstands, 324 gymnasiums, and 2,024 other recreation buildings, such as pavilions and bathhouses.

101 hospitals, 275 penal institutions, and 1,269 other institutional structures.

2,661 city halls, courthouses, and administrative buildings.

997 dormitories, 1,173 fire stations, 527 garages, 845 warehouses, 76 aircraft hangars, 213 armories, and 5,946 small structures.

WPA workers also have demolished 6,938 buildings to make way for playgrounds or modern structures, and a large proportion of the salvaged materials have been used on other projects.

ADDENDA

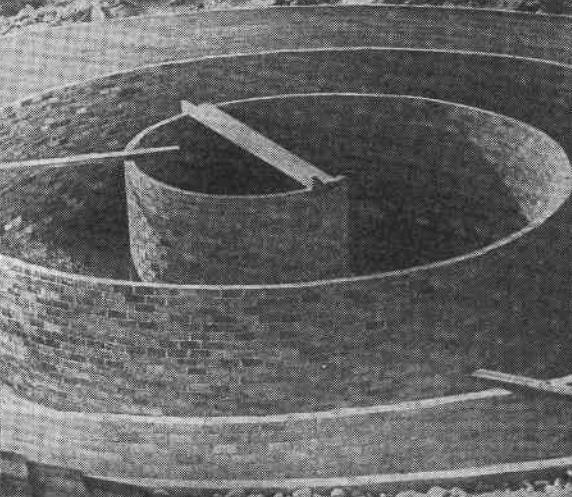
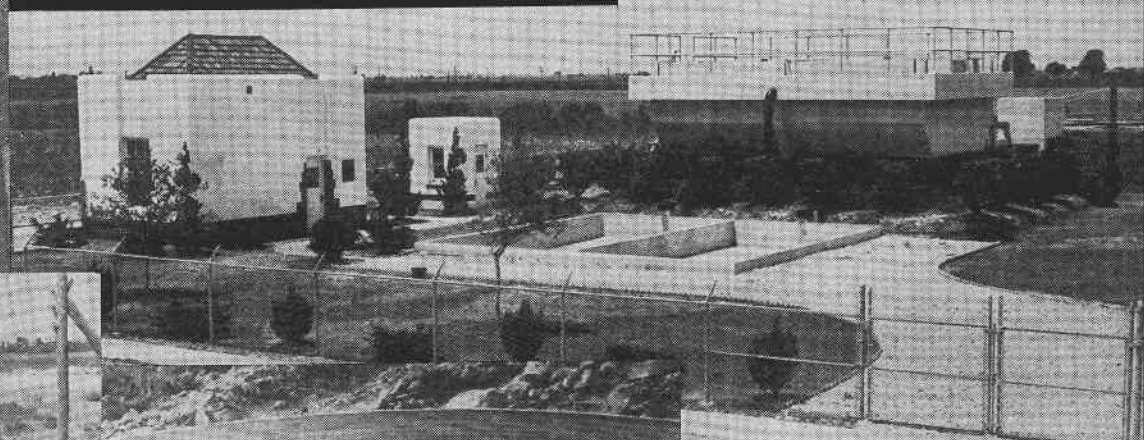
The 50,000 public buildings which the WPA has built, enlarged, or repaired, as detailed above, represent only about one-fourth of the total structures built or improved by relief labor during the successive work-relief programs prior to and including WPA. In all, over 188,000 public buildings have been constructed or repaired under these programs, more than half of which (108,000) were educational buildings. A relatively larger percentage of the earlier programs was devoted to repairs and rehabilitation than to new construction.

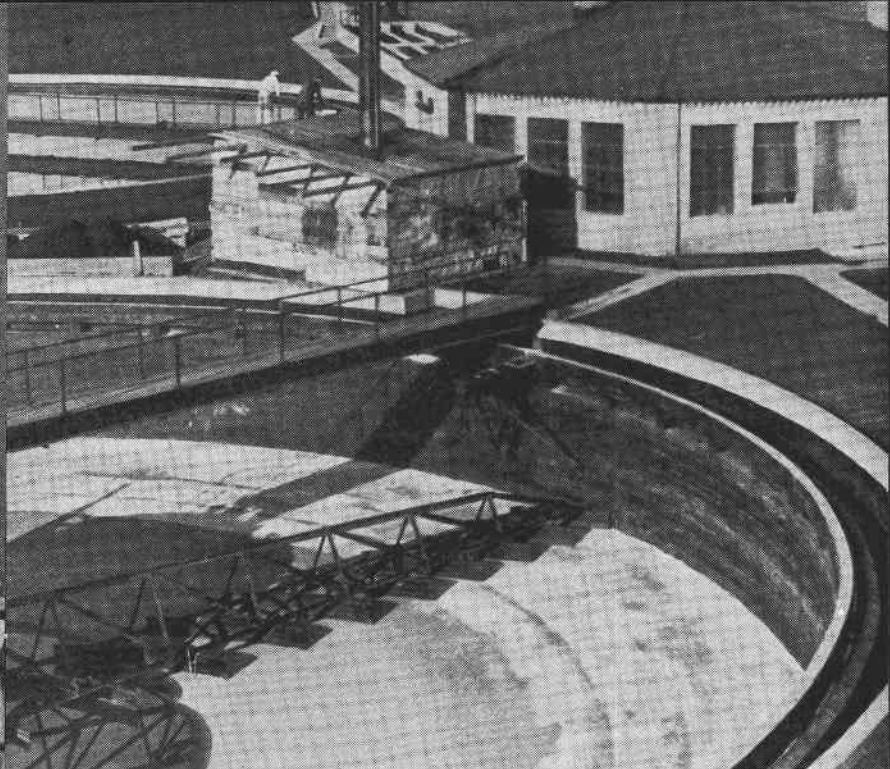
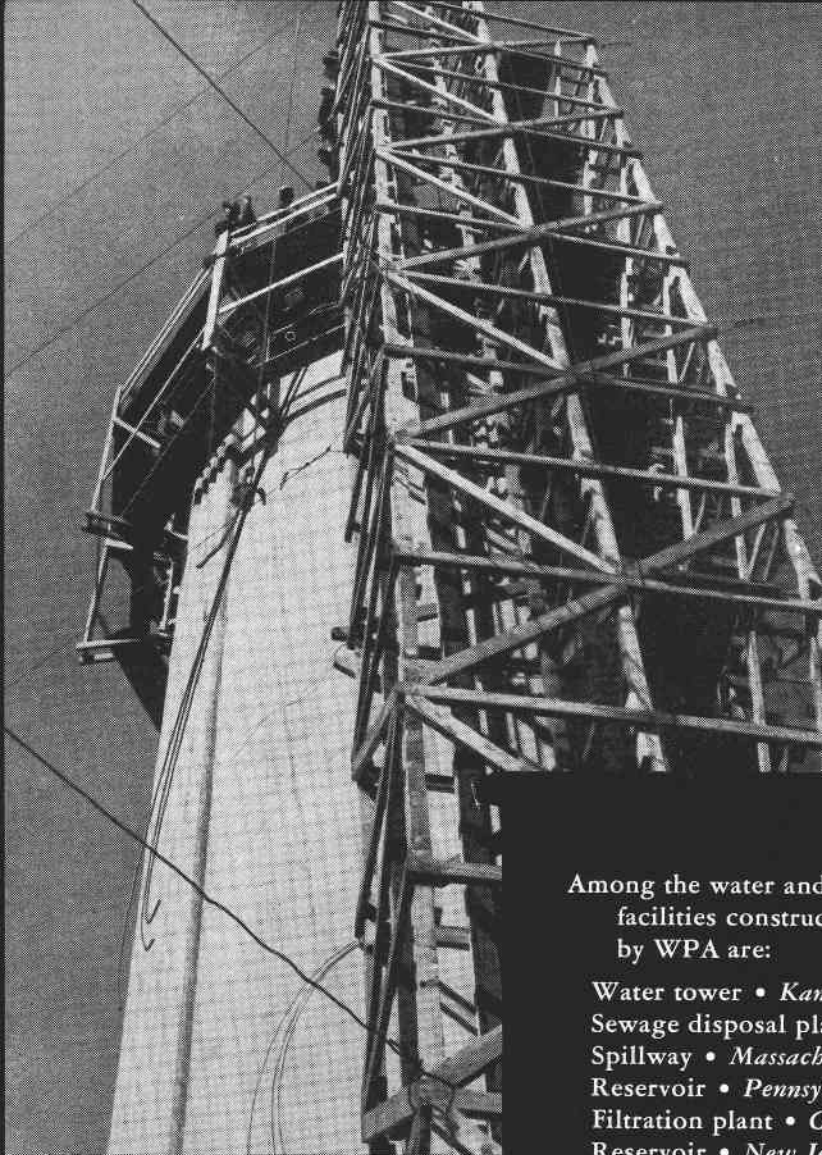


WATER AND SEWER

Among the water and sanitation facilities
constructed by WPA are:

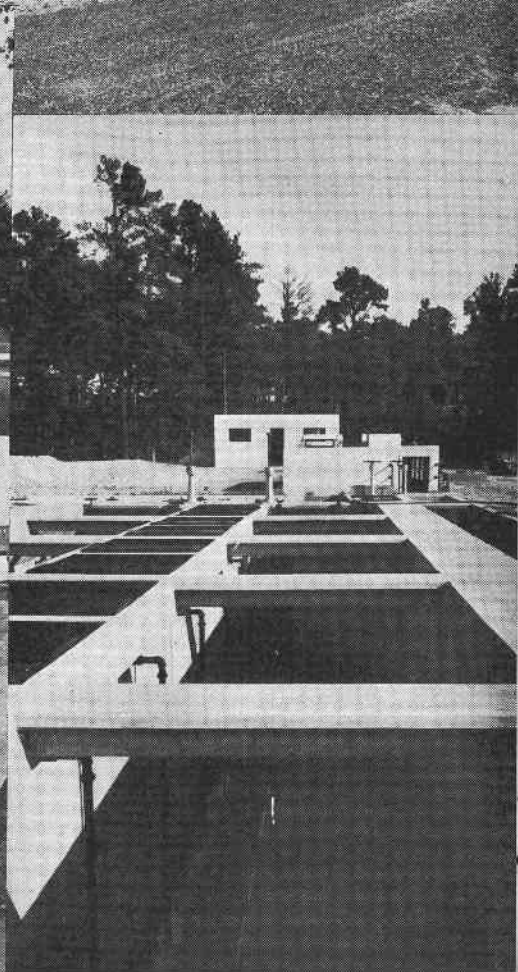
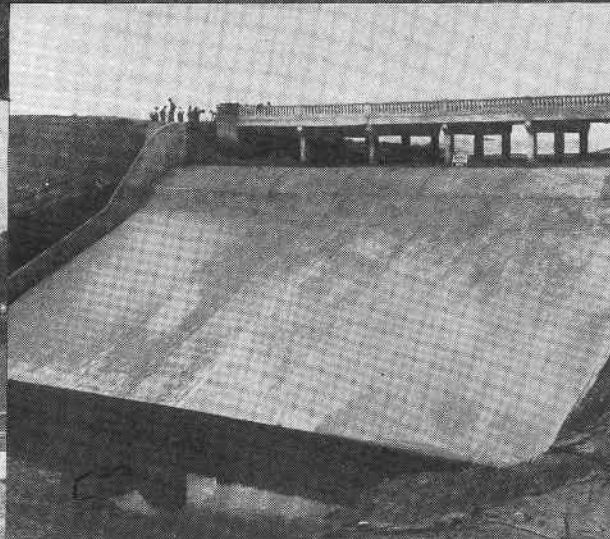
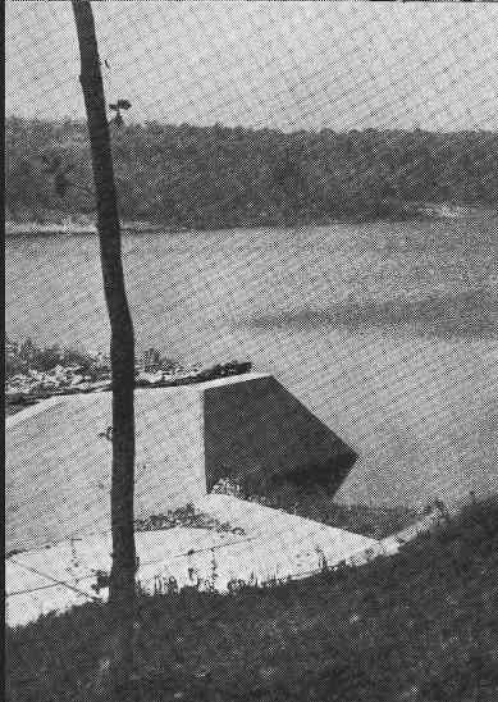
Retaining walls • *New York*
Sewer • *Ohio*
Drainage canal • *New York*
Sewage disposal plant • *Louisiana*
Water main • *New Jersey*
Coagulating plant • *California*
Sewer • *Nebraska*





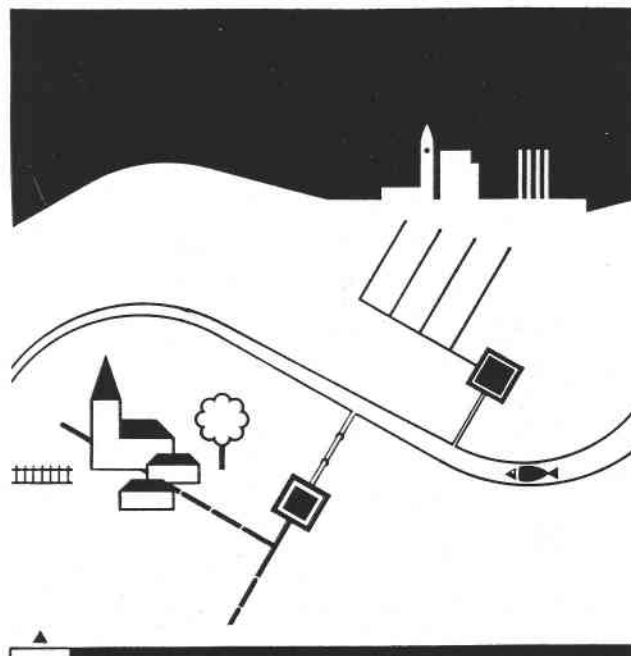
Among the water and sanitation
facilities constructed
by WPA are:

Water tower • *Kansas*
Sewage disposal plant • *Washington*
Spillway • *Massachusetts*
Reservoir • *Pennsylvania*
Filtration plant • *Connecticut*
Reservoir • *New Jersey*
Dam • *South Dakota*
Disposal plant • *Georgia*



INVENTORY

Ranking fourth among the categories of WPA construction is the program of water supply and facilities for the disposal of sewage, which aggregates slightly less than one-tenth of all the agency's work.



Water and Sewer—10 percent of total program

Here, once more, is a type of work suited to the employment of large numbers of manual laborers, even after much machinery and equipment had been made available by the municipalities.

Chief benefits to the public, aside from convenience, have been more healthful communities and lower fire-insurance rates.

WPA workers have constructed 1,272 new reservoirs, storage tanks or cisterns, and improved 329 others. The total capacity of these facilities, slightly over four billion gallons, would be sufficient to supply water to a population of more than 4,000,000 at average load for 10 days, or to supply a city of 100,000 people for more than a year without replenishment.

They have built 4,295 miles of new water mains, aqueducts or distribution lines, and re-

paired 1,458 miles additional, and 288,131 consumer connections have been installed or repaired.

They have built 6,299 miles of storm and sanitary sewers, and repaired 1,966 miles additional. These range from six- to eight-inch laterals to trunk lines and outfalls 10 feet in diameter. Service connections provided or repaired: 180,030. This mileage of sewers would be adequate for the complete service of 100 towns of 10,000 population each.

Sewage treatment plants have been built to the number of 243, enough to serve a population of over 1,000,000, and 151 others have been improved. In addition: 37,938 new cesspools, 3,883 septic tanks, chiefly in rural areas where other disposal systems were not available.

Water plants constructed total 60, with im-

provements to 63 others. These can serve a total of 6,375,000 persons.

Pumping stations—252 new, 103 improved.

Manholes and catch basins—156,323 new, 88,912 repaired.

Work in this general field relates, in its public significance, either to public health or conservation. The improvements above, being urban in character, relate to health.

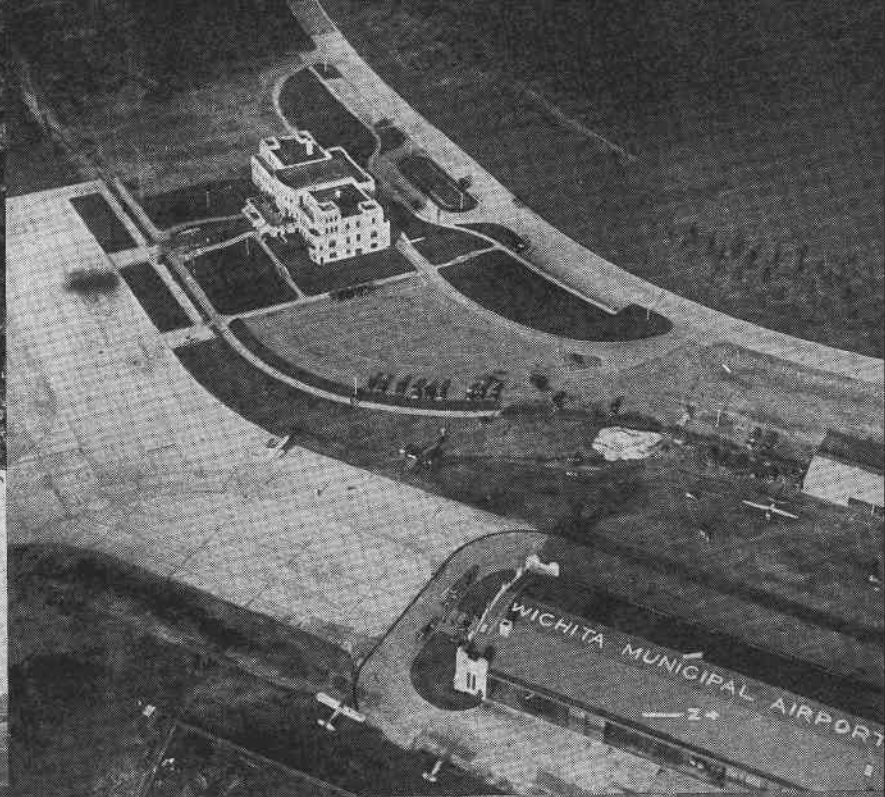
The sealing of 7,777 abandoned mines, to stop pollution of American streams with acid from the shafts, is both a health and a conservation matter, which will be discussed under the latter heading, as will the construction of 3,504 storage dams, principally in drought areas.

For general drainage purposes, WPA workers have dug over 1,000 miles of new ditches and laid 700 miles of new drainage pipe, in addition to renovating 6,500 miles of existing ditches. The total area drained is in excess of 8,500,000 acres.

Perhaps the most dramatic benefits from WPA water supply and sanitation work have been gained by the small cities and towns, traditionally unable to construct such facilities or, at least, adequate ones. But with the WPA offering to pay the wages of their own needy local workmen, many officials hastened to provide the necessary materials. Water systems, in particular, offer little or no financial problem because of the local revenues they produce.

ADDENDA

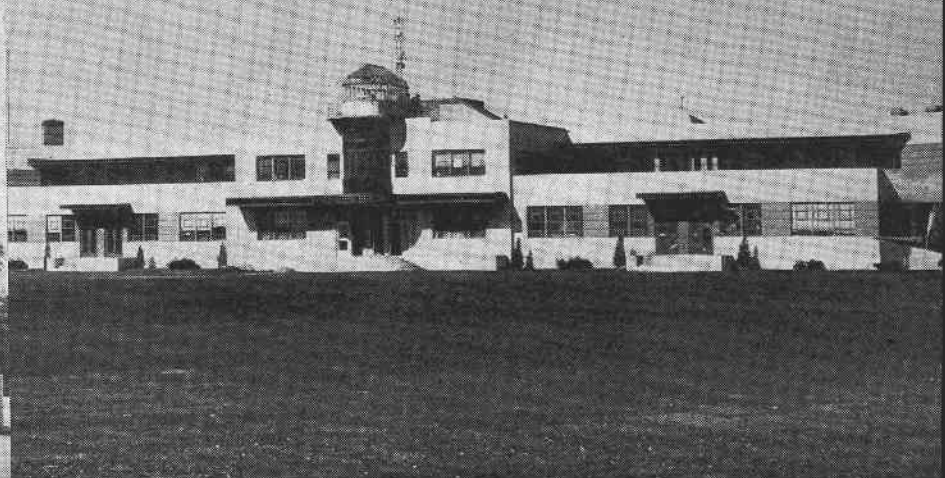
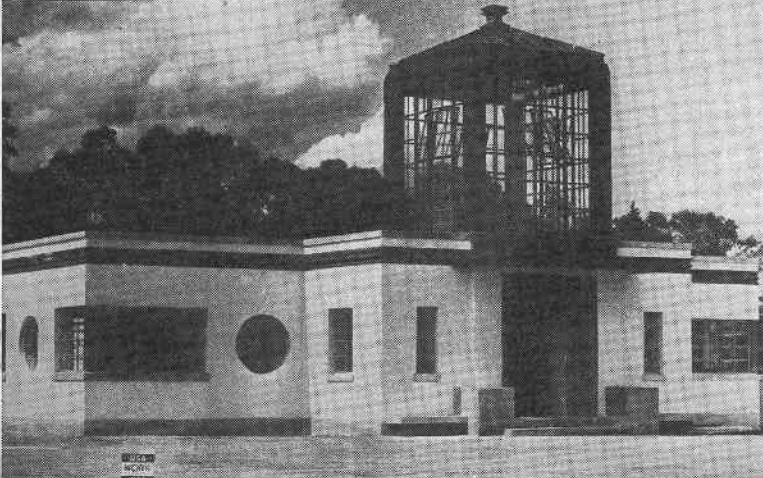
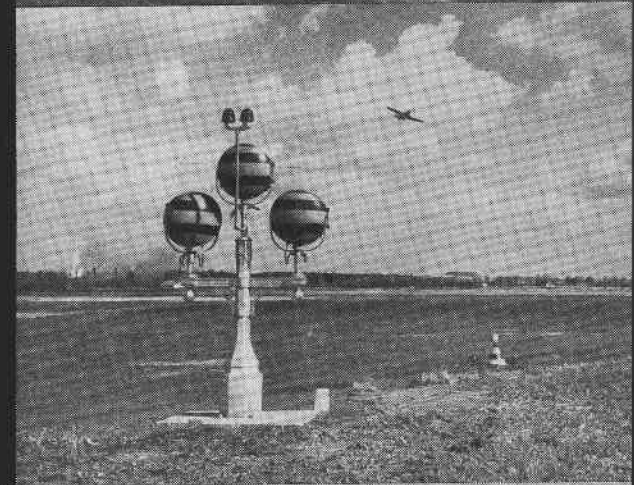
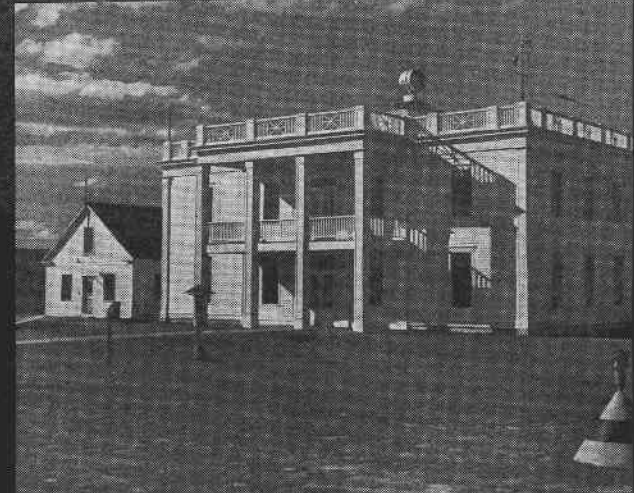
The CWA and FERA work-relief programs, predecessors to the WPA, built or reconditioned almost as much additional mileage of sewers and water mains as is shown above. The total for the three programs is over 15,000 miles of storm and sanitary sewers, 10,000 miles of water mains, 6,000 treatment plants (including sewage, water, garbage incinerators, and septic tanks), 1,100 pumping stations, nearly 12,000 storage dams, reservoirs, tanks, and cisterns, and the drilling of 9,500 public wells, principally in the drought areas. For all types of drainage—roadside, mosquito control, and general—workers under the three successive programs have dug or rehabilitated a total of more than 104,000 miles of ditches.

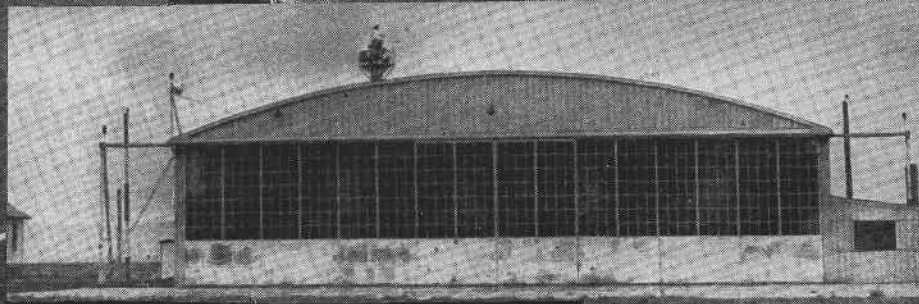
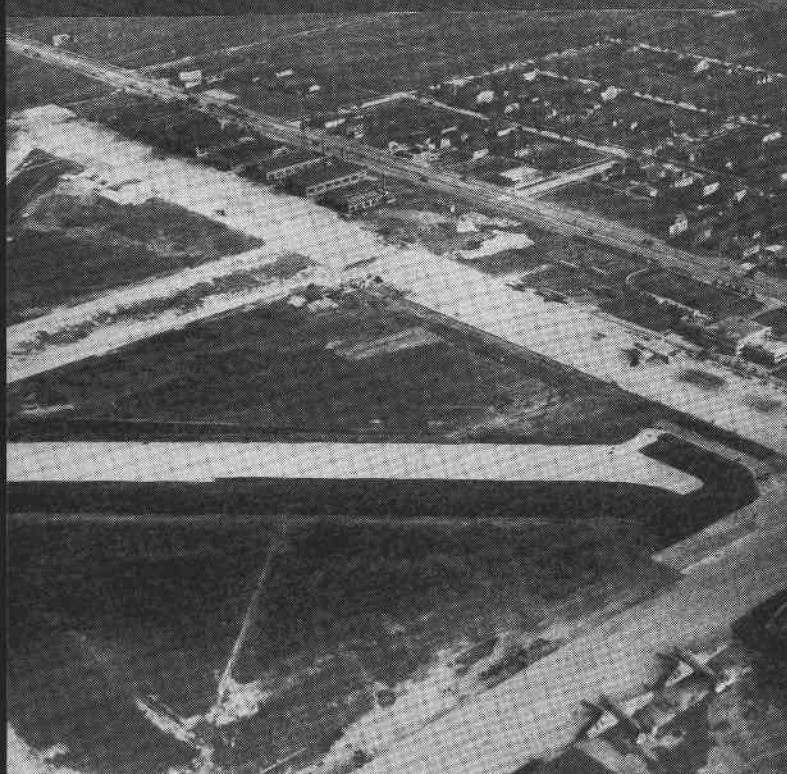
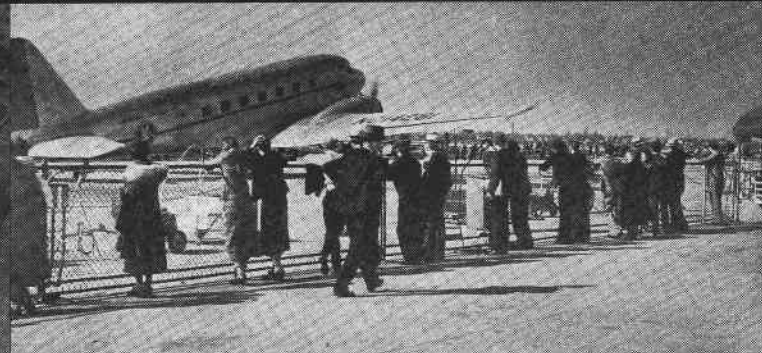


AVIATION

WPA aids to aviation include:

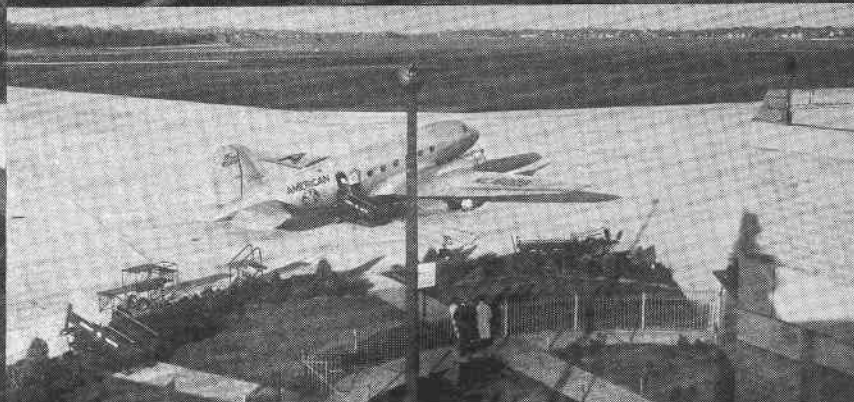
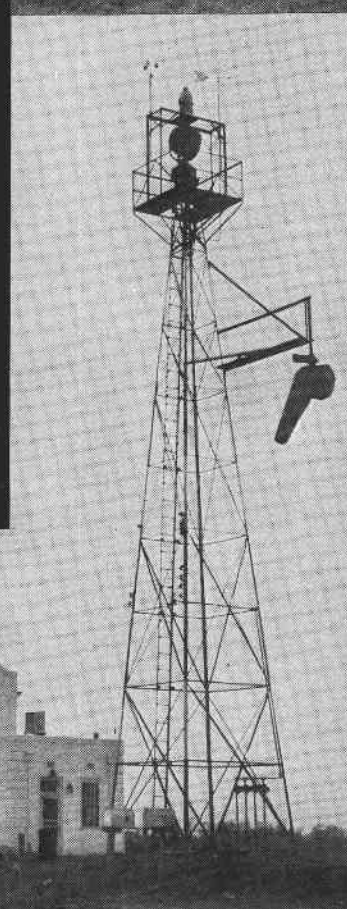
- Roof marker • *Florida*
- Airport improvements • *Kansas*
- Concrete runways • *Ohio*
- Administration building • *Maine*
- Airport beacon • *Mississippi*
- Floodlights • *Pennsylvania*
- Administration building • *New Hampshire*
- Administration building • *New Jersey*





WPA aids to aviation include:

- Sea and land plane base • *Florida*
- Airport • *Illinois*
- Ground marker • *Illinois*
- Hangar • *Wyoming*
- Runways • *Illinois*
- Boundary markers • *Florida*
- Administration building • *Mississippi*
- Hangar • *New Hampshire*
- Airport • *Massachusetts*



INVENTORY

The WPA's completed work on 266 landing fields has aided American municipalities in their desperate struggle to keep ground facilities abreast of the phenomenal growth in the size and speed of transport airplanes.



Aviation—2 percent of total program

WPA workers have constructed 130 new landing fields and improved 136 others, embracing a total area of nearly 34,000 acres.

They have constructed new runways totaling more than 200 miles in length, and repaired or improved 72 miles additional. These runways range from 50 to 350 feet in width.

They have built 73 new hangars and completed improvements on 75 others, as shown under the section on Public Buildings, as well as constructed several score administration buildings and other lesser airport structures. The new and improved hangars are capable of housing more than 1,900 aircraft.

They have installed lighting facilities on 276 airports, athletic fields, or other outdoor areas requiring high illumination, and erected 36 air

beacons of both the visual and radio beam type.

To assist aviators in getting their bearings while in flight, WPA workers have painted or constructed 8,357 air markers—large signs on the roofs of buildings or on the ground which can be read from the air, giving the location of the marker and of the nearest airport.

Federally paid WPA manpower from the relief rolls was made available to local communities at a time when American municipalities in many cases had found themselves unable to continue their airport development because of reduced tax revenue. Hundreds of them were able, however, to provide local funds for materials and equipment, and these applied for airport projects. Locations and general plans were passed upon for technical flaws by the

Bureau of Air Commerce, while counsel on the general program was given by the War and Navy Departments concerning national defense, as well as by the Post Office Department concerning air mail routes.

WPA airport improvements range from major facilities for several score of the Nation's largest terminals to simple clearing and leveling of emergency landing fields in hazardous flying areas.

Examples of its major improvements include construction of the bituminous landing mat at Cleveland airport, the largest single piece of paving in the world; construction of the administration building and huge public hangar at Newark, the Nation's busiest terminal; and extensive improvement to Bolling Field, important Army post in Washington, D. C. There is scarcely an airport on the country's entire airline system which has not been improved in some respect by the WPA.

In Chicago and San Francisco, in Salt Lake City, Fort Worth, and Boston, in St. Louis and Detroit, in Kansas City and New Orleans, Charleston and Akron, Pittsburgh and Washington—on literally hundreds of American airports, these workers who couldn't find private jobs have built a wide variety of needed facilities. Under the sponsorship of the city of New York, they are building the great new terminal at North Beach, on Flushing Bay, adjacent to the World's Fair grounds.

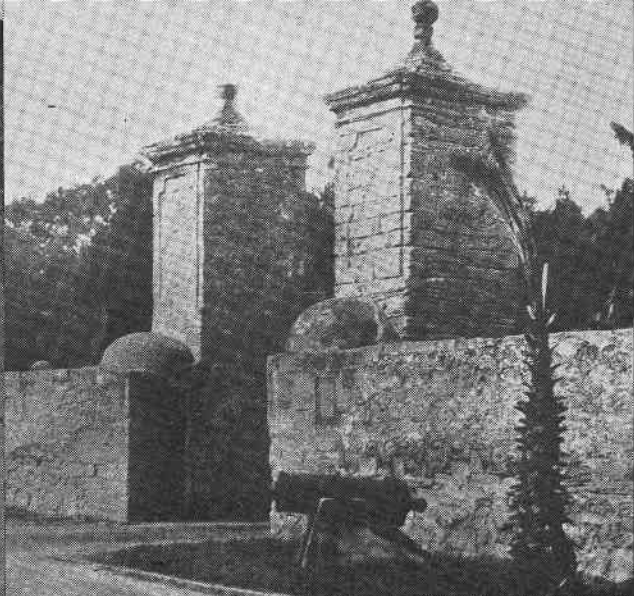
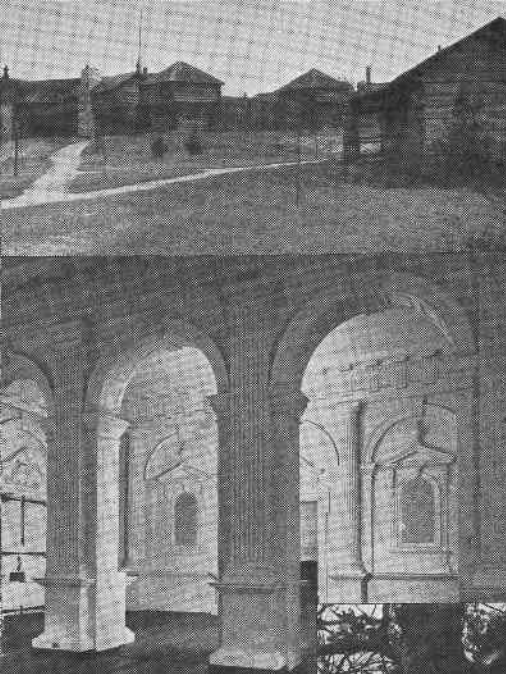
Such projects provide a high proportion of labor for unskilled manual workers in large-scale grading and drainage operations, while skilled workers such as engineers and draftsmen also are needed.

Of this airport and airway program, the late Major General O. Westover, Chief of the Army Air Corps, said on July 7, 1937: "You are apparently making excellent progress, and everywhere I go I have heard the most favorable comment upon the progressive work being accomplished." W. H. Gannett, Maine publisher and flying enthusiast, said, "I don't know of any development work undertaken by the Federal administration that is more important or of greater lasting benefit to the general public." Harry W. Colmery, National Commander of the American Legion in July, 1937, called the program "a basic contribution to the national defense."

Gill Robb Wilson, President of the National Association of State Aviation Officials, following a Nation-wide tour of these projects, said in his annual report on December 2, 1937: "From either the standpoint of original construction or improvement on already existing airports, the majority of those WPA projects which we visited and inspected represent a full decade of normal growth of aviation ground facilities. Both air commerce and national defense owe a debt of sincere gratitude to the Works Progress Administration."

ADDENDA

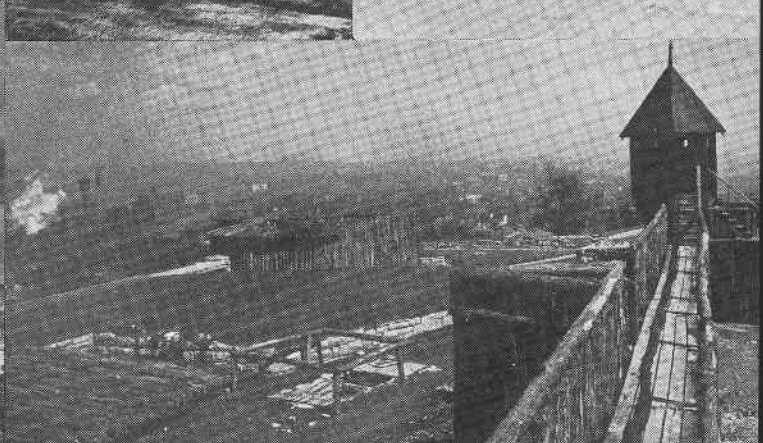
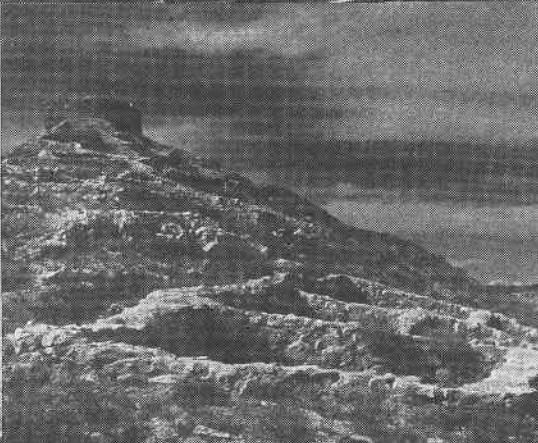
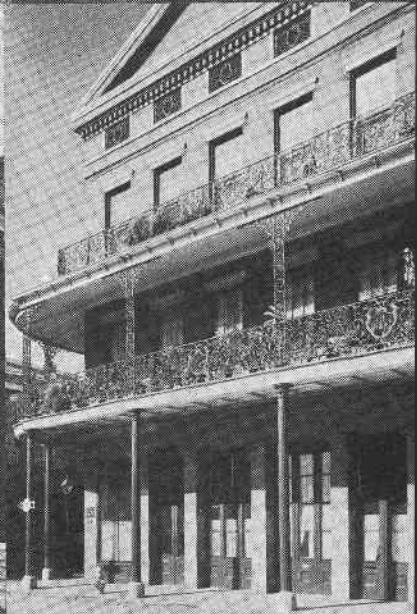
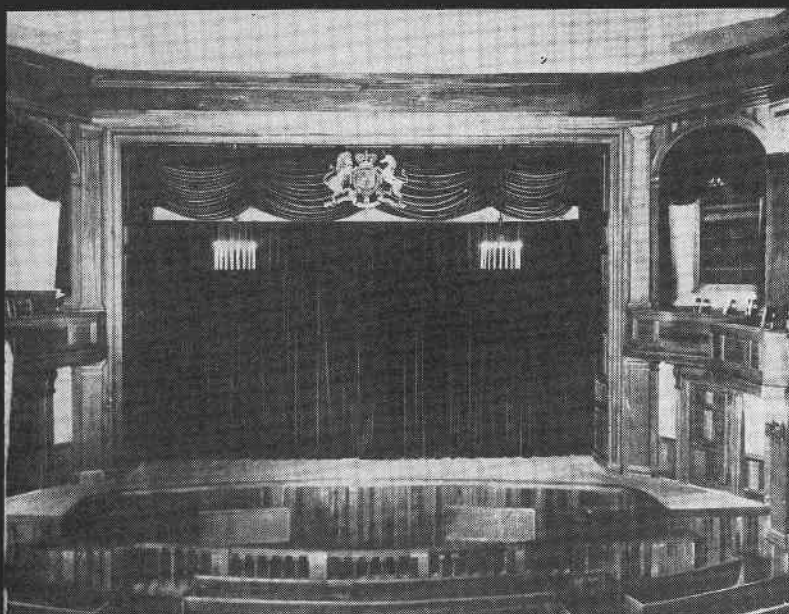
While airport work of a somewhat heavier type has been carried out under the WPA than under the CWA and FERA, the earlier programs operated projects on more than 1,200 landing fields of all classes. The three programs, taken together, have built 750 new fields and made needed improvements on nearly 750 others.

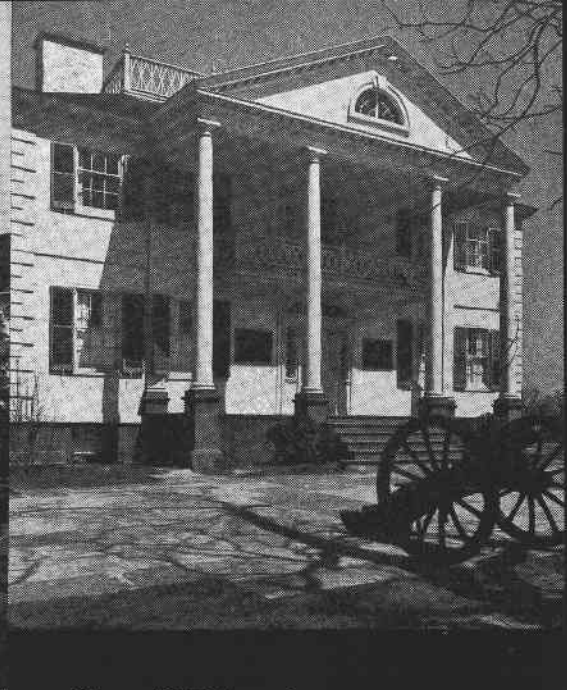
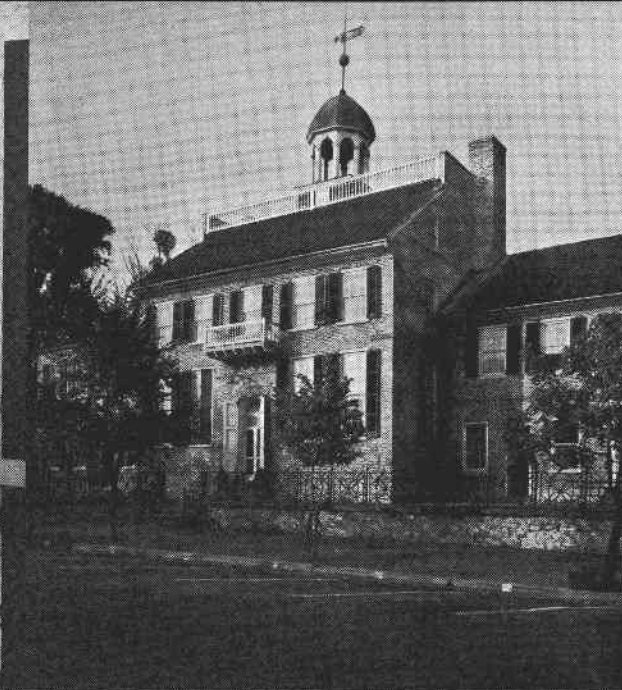


HISTORIC SHRINES

Sites of WPA projects to preserve historic shrines include:

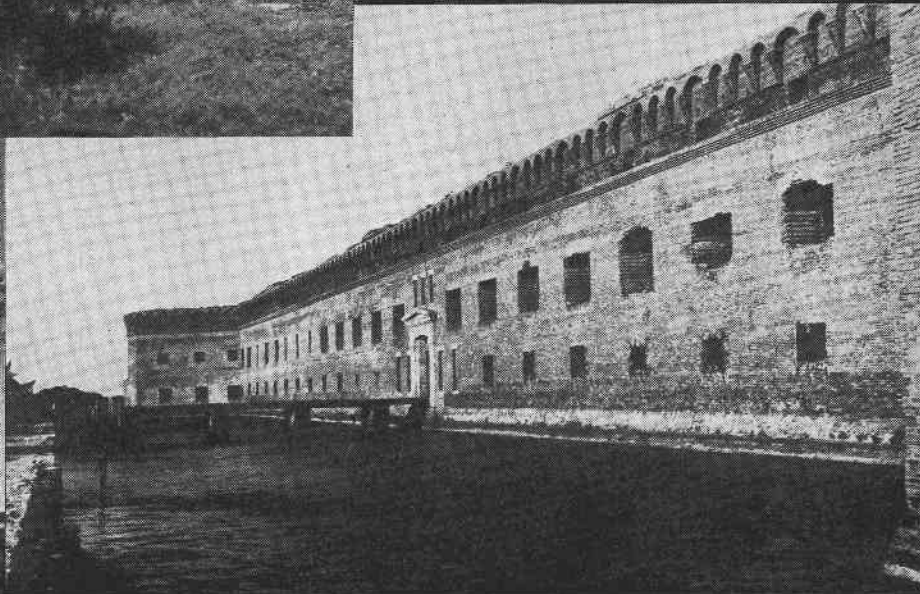
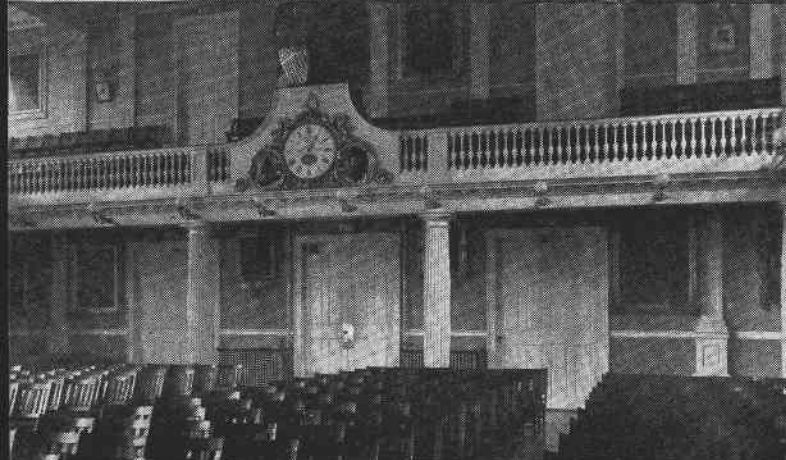
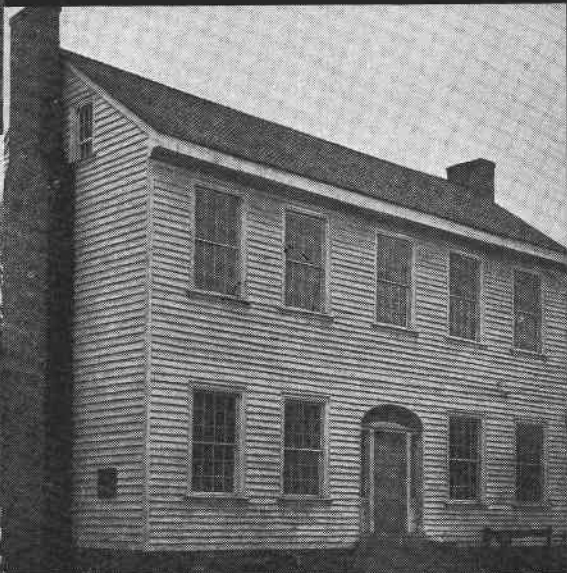
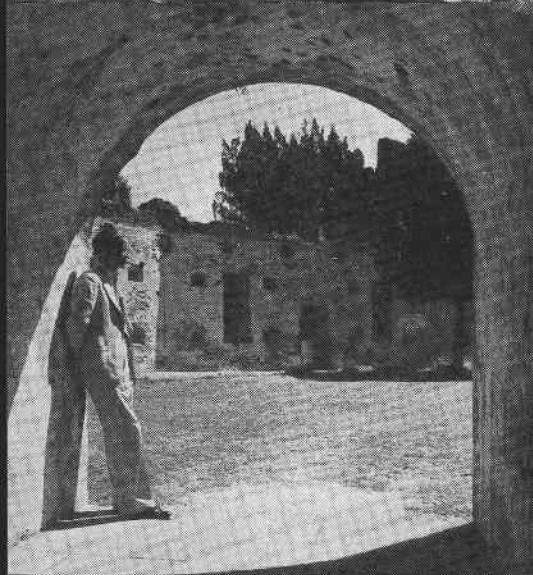
Ft. Raleigh State Park • *North Carolina*
 Ft. Recovery • *Ohio* Independence Hall • *Pennsylvania*
 City Gates • *St. Augustine, Florida* The Hermitage • *Tennessee*
 Dock Street Theatre • *South Carolina*
 Trent House • *New Jersey*
 The Pontalba Building • *Louisiana*
 Statue of Liberty • *New York*
 Tuzigoot Restoration • *Arizona* Ft. Negley • *Tennessee*





Sites of WPA projects to preserve historic shrines include:

Flag House • *Maryland*
Old Court House • *Delaware*
Jumel Mansion • *New York*
The Cabildo Fireplace • *Louisiana*
Ft. Niagara • *New York*
Fort Pike • *Louisiana*
Lincoln Village • *Indiana*
McDowell House • *Kentucky*
Faneuil Hall • *Massachusetts*
Fort Jefferson • *Florida*



INVENTORY

Many an American community, busy with the problems of today and tomorrow, had put off the restoration of a cherished historical shrine. WPA work on hundreds of these shrines has prevented them from becoming ruins.



Included under the heading, "Public Buildings"

When local officials found their own jobless workers available, at WPA pay, they hastened to provide materials and start the rehabilitation of old forts, old homes, and other sites at which significant bits of history once were enacted. Often a historical association or some other agency had begun to restore a shrine and then had been unable to complete the work, until Federal aid was made available.

Every period in America's history is represented, from the days of Indian supremacy to yesterday, in the scores of restorations that have been made by the WPA.

The broken walls of Tuzigoot Pueblo in Arizona have been excavated and partially rebuilt as they were when an agricultural race dwelt there two centuries before Columbus discovered

San Salvador. An ancient Mandan Indian settlement has been reconstructed in North Dakota, and a village of the Narragansetts in Rhode Island.

For 350 years all that remained of Fort Raleigh, site of "The Lost Colony" on Roanoke Island, North Carolina, was the earthwork outlining its central blockhouse. Now replicas have been built of the original stockade and dwellings. Fort Raleigh was the first English settlement in the New World and the birthplace of Virginia Dare, first child born of English parents in America.

Fort Niagara on Lake Ontario has been held successively by four nations—the Iroquois, French, British, and American. Nothing remains of La Salle's early palisade, but several

buildings erected in 1725 have been restored in accordance with the original plans found in French War Department files.

Nearly two centuries after its destruction by fire the Dock Street Theatre, first playhouse in America, has been accurately reconstructed at Charleston, S. C.

Early Spanish structures in the South and West have not been neglected, among them the San Gabriel Mission in San Bernardino County, Calif., and the much older Mission San Jose, "most beautiful, most prosperous, and best fortified of all Texas missions," at San Antonio.

Dozens of 18th-century shrines have been preserved. Among these is the 200-year-old New Castle Court House in Delaware, oldest continuously-used chamber of justice in the country. Included also are two Boston buildings—Faneuil Hall, "Cradle of American Liberty," and Massachusetts' Old State House, before which the Boston Massacre occurred.

Linked even more closely with the American Revolution is famous Independence Hall in Philadelphia, where the Declaration of Independence was adopted, the Constitution agreed upon. Besides this, many another building of that stirring period has been restored—the Jumel Mansion in New York City, used as headquarters by Washington, later home for a time of Aaron Burr and visited by such distinguished foreigners as Joseph and Jerome Bonaparte, Louis Philippe, and Talleyrand; Trent House in New Jersey, home of the founder of Trenton, where Washington, Lafayette, and Rochambeau were entertained; and "Rockingham," at Rocky Hill, N. J., where Washington wrote his farewell address to the army.

Associated with the War of 1812 is Fort Sewall in Marblehead, Mass., off which the frigate *Constitution*, popularly known as "Old Ironsides," was once obliged to take refuge. The Flag House in Baltimore also has been repaired. Work has been done on The Cabildo, that handsome Louisiana building in which Jackson was honored after the Battle of New Orleans and in which Lafitte the pirate was imprisoned.

One of the most stately shrines which the WPA has helped to preserve is "The Hermitage," last home of Andrew Jackson, near Nashville, Tenn. Far different in appearance are the crude log houses in the Pioneer Lincoln Village at Rockport, Ind.

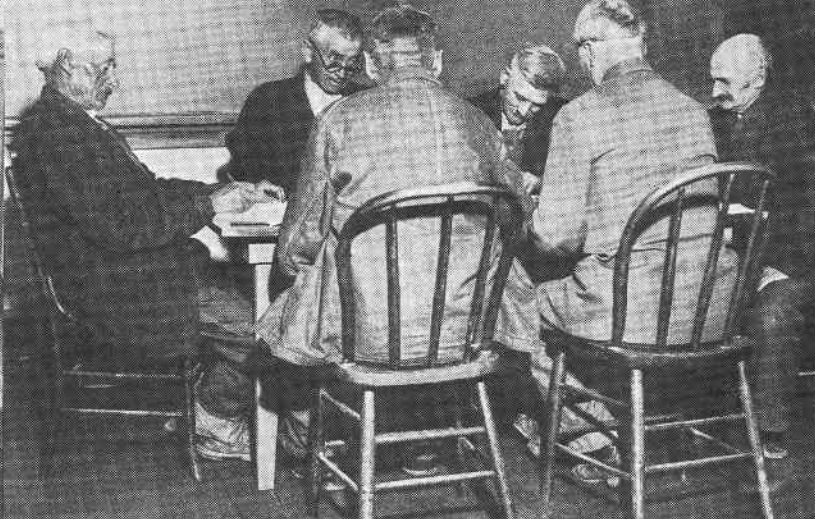
The Civil War is represented by several forts, of which two are outstanding—Fort Negley at Nashville, built by impressed slaves and strongest Federal fortification in the South, and Fort Jefferson on the Dry Tortugas Key off Florida. It was at the latter, American Devil's Island of the period, that an obscure Maryland physician named Samuel A. Mudd was incarcerated. He had set the leg of John Wilkes Booth, unaware that his patient was Lincoln's assassin.

Among many battlefields and outposts marking this Nation's expansion are Texas' San Jacinto Battleground, where Houston defeated Santa Anna and his Mexican Army in 1836; Fort Nisqually, early trading-center of Hudson's Bay Colony at Tacoma, Wash.; Forts Holmes and Wayne in Michigan, Forts Casper and Bridger in Wyoming, and Fort Vasquez in Colorado. All these have been restored or reconstructed.

There are shrines also to such men as Audubon, painter of American birds. For him a museum has been erected at Henderson, Ky. In the same State, at Danville, the Ephraim McDowell House has been restored, home of the pioneer surgeon who performed the first ovariectomy. Work has been done at Westerville, Ohio, on the house in which Benjamin R. Hanby composed the Civil War song, "Darling Nellie Gray." Restored is the clapboard house at Camden, N. J., in which the Good Gray Poet, Walt Whitman, spent the last years of his life.

Coming down to our own century, the boyhood home of aviator Lindbergh has been turned into a museum, its grounds into a State park, near Little Falls, Minn.

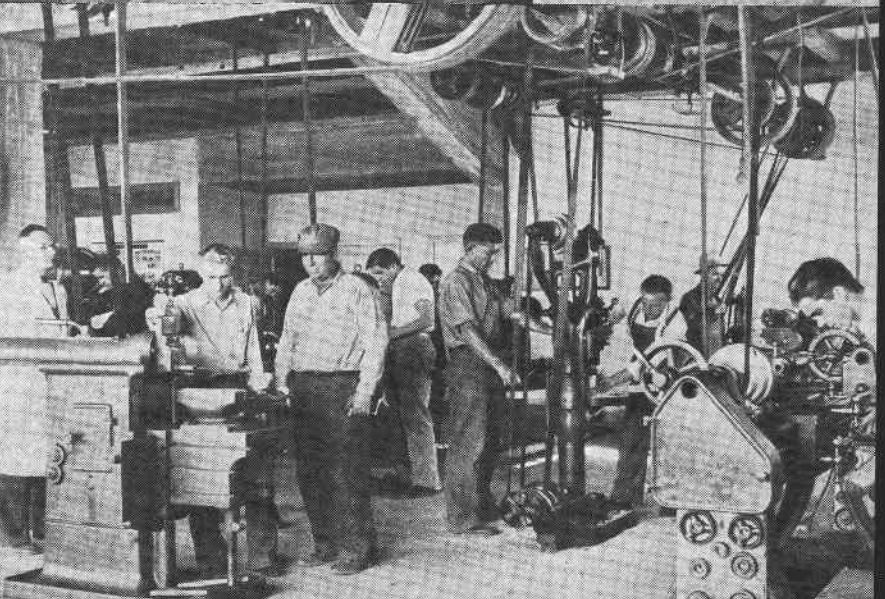
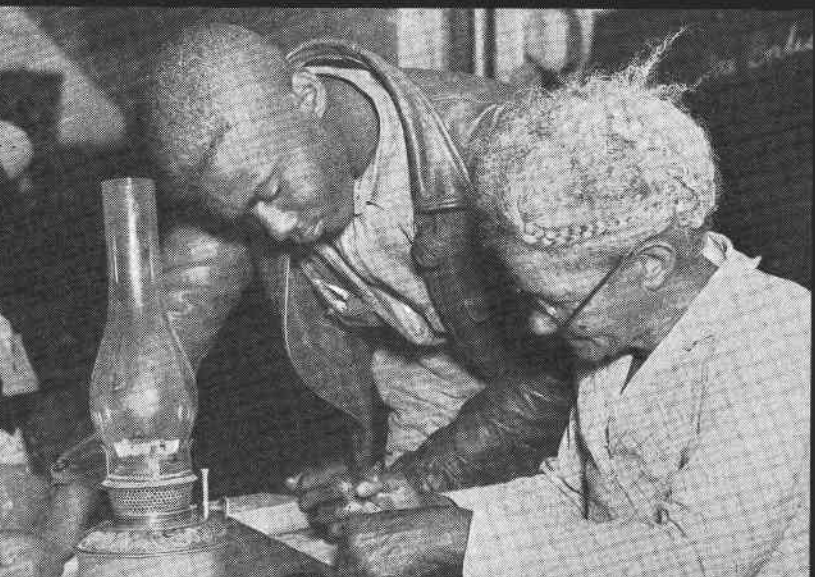
Such colossal monuments as the stone shaft at Bunker Hill, Grant's Tomb, and the Statue of Liberty have been repaired, have had their grounds beautified, or have been otherwise improved.

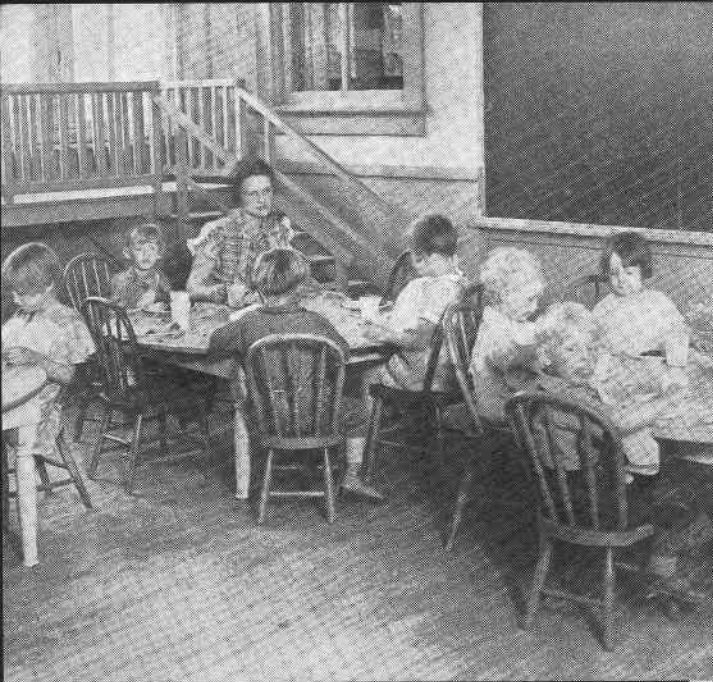


EDUCATION

WPA educational projects include:

Learning English • *California*
Americanization class • *Nebraska*
Pattern-making trade class • *New York City*
Workers' discussion group • *California*
Learning to write • *Louisiana*
Shoemaking trade class • *Pennsylvania*
Mechanical shop trade class • *Arizona*





WPA educational projects include:

Three nursery school scenes:

Midday meal • *Pennsylvania*

Play period • *District of Columbia*

Keeping clean • *Arkansas*

Parent education group • *District of Columbia*

"Off to School" • *Louisiana*

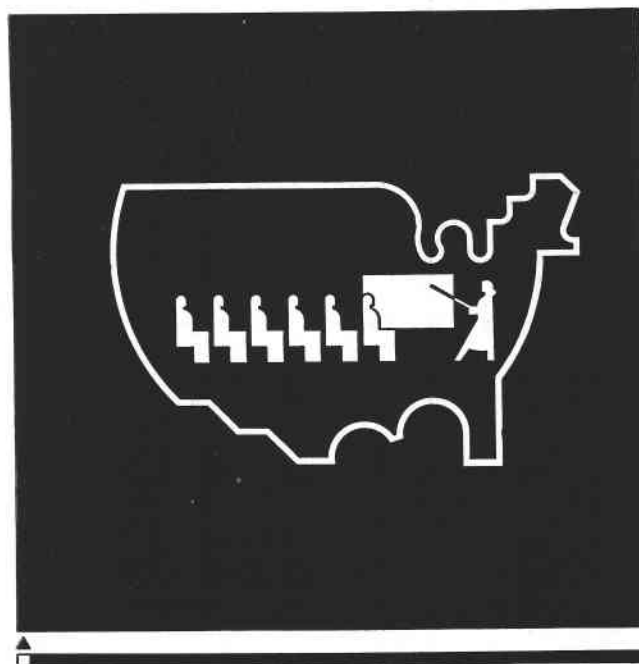
China painting class • *California*

Music class • *Colorado*



INVENTORY

The WPA Education program has given work in their own field of experience to tens of thousands of unemployed teachers, keeping them fit to return to non-relief jobs, and through these teachers has brought new educational opportunities to millions of citizens.



Education—2 percent of total program

In March 1938, 34,097 persons were employed on WPA educational projects throughout the country, about 95 percent of whom had been taken from local relief rolls. Under these teachers were enrolled a total of 1,542,021 persons in adult education classes, and 44,190 young children in nursery schools. In addition, 903,912 persons were attending other meetings, such as forums and lectures.

Operating through the established State agencies of education, on the principle that education is a function of the States rather than the Federal Government, the program has placed its emphasis on adult education and upon nursery schools, not only because these fields are above and below the usual

range of public school service, but also because they are fields in which the depression years had brought out urgent educational needs.

The 1930 census showed that 4.3 percent of all Americans 10 years old and over are illiterate. Other studies indicate that if those are added whose knowledge is so meager that it is useless for any practical purpose, 8 to 10 percent of our people are cut off from written communication or from information through the printed word.

Such people, on the whole, have the lowest earning power and so the least consuming power. Unnecessary sickness is prevalent among them. Their children are retarded in school because of the intellectual poverty of

their homes, and are usually the first to leave school. They are dangerous to a democracy, in that they are easy prey to propaganda and exploitation, and in times of depression, many of them quickly become public charges.

In this field, WPA classes have enabled more than 1,000,000 illiterate American men and women to master a practical knowledge of reading and writing.

Many of the more than 200,000 persons reported currently in literacy classes are also candidates for citizenship, and to these the WPA teachers are offering courses designed to provide an understanding of the responsibilities, principles, and ideals of democratic government. In November 1937, the Commissioner of Immigration and Naturalization gave official recognition to these classes by directing examiners to give consideration to certificates of their completion.

But bare literacy is only the beginning of education, and many other types of adult need are being met by WPA classes and forums. Many men and women whose schooling was cut short early in life now want to continue their education. As a result, 353,503 persons are enrolled in 25,570 classes teaching a wide variety of general subjects. More than 300,000 others are taking cultural and creative courses in order to develop constructive leisure-time interests.

The WPA education program includes "workers' education" classes and public affairs forums, to foster and increase popular understanding of today's economic, political, and social problems which affect the welfare of all citizens. More than 95,000 persons attend the various "public affairs" classes, and 60,000 more attend forums or other meetings.

For children of low-income families, from 2 to 5 years of age, the WPA operates 1,494 nursery schools, with an enrollment of 44,190 children. Each child is given a well-balanced service covering health and nutrition, play and social development. More than 200,000 children have benefited from these services. Education also is given to parents of the children.

Women who work on WPA projects and wives and mothers who must provide for fami-

lies from meager budgets which must be stretched to the limit to cover the vital necessities—133,000 of them—are being taught about foods, clothing, nutrition, health, and household management. More than 60,000 others attend classes in child behavior and development, and family relationships.

Undoubtedly the greatest contribution of the WPA in occupational training is by means of actual work on projects. But the education program has provided teachers for the training of foremen, for instruction in safety and first-aid, and for a wide variety of training in occupational skills. Moreover, more than 200,000 persons are enrolled in 12,303 classes which offer either brush-up courses for experienced workers, or more thorough training in the less technical vocational fields.

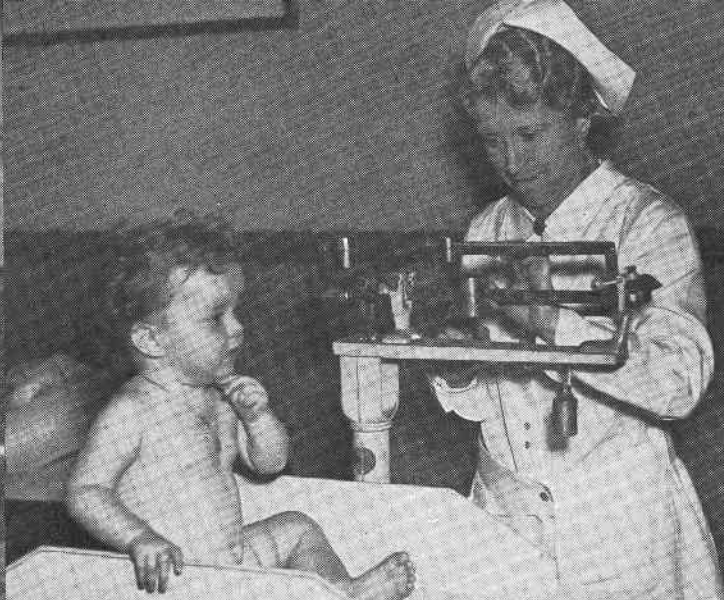
From the standpoint of the teachers themselves, the program has enabled thousands to return to permanent non-relief jobs, not only by improving their training and enlarging their experience, but also by demonstrating the need for extension of State and local educational services, thus creating more jobs.

Lester K. Ade, Pennsylvania's State Superintendent of Public Instruction, finds that "the demonstrated values of the service have been recognized by many public school officials, who have taken over the program as an integral part of the functions of the public schools."

Floyd I. McMurray, Indiana State Superintendent of Public Instruction, finds the program has created "a general demand that the work be permanently continued as a part of our State education."

"In my judgment," says Director George D. Stoddard of the Iowa Child Welfare Research Station, "a historical perspective far removed from emergency needs will assign to the WPA well-earned credit for advancing the frontiers of American education."

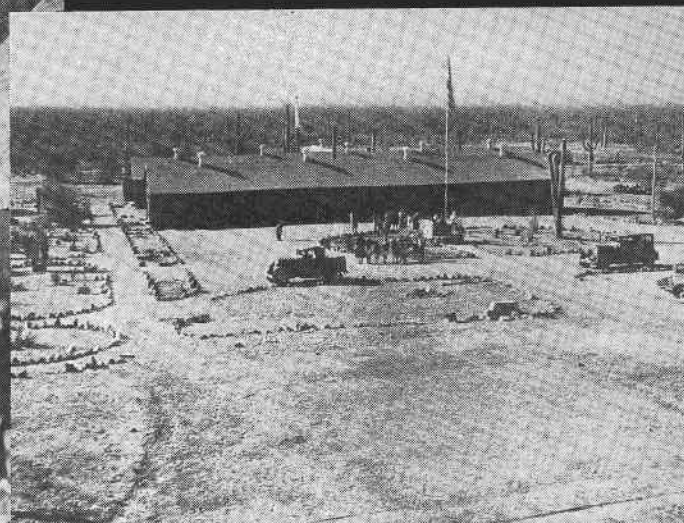
Mark Starr, educational director of the International Ladies' Garment Workers' Union, adds: "The WPA education program has encouraged participation by labor unions in the study of labor problems and, in my judgment, has made a notable contribution to the elimination of social illiteracy."



HEALTH

Types of WPA health service include:

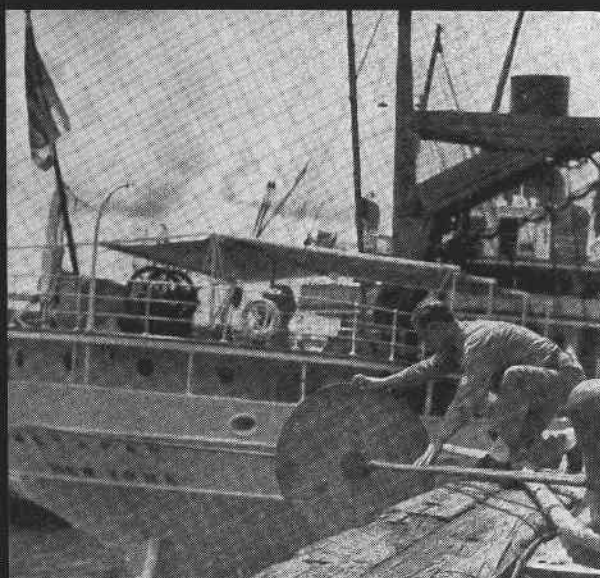
- Visiting nurses • *Louisiana*
- Children's clinic • *Pennsylvania*
- Visiting nurse service • *Louisiana*
- Dental clinic • *Louisiana*
- Housekeeping aides • *Massachusetts*
- School lunches • *District of Columbia*
- Tuberculosis preventorium • *Arizona*
- Preparing school lunch • *District of Columbia*





Types of WPA health service include:

Bus service for cripples • *New Jersey*
 Therapeutic bath • *New Jersey*
 Malaria mosquito control • *Arkansas*
 Drainage for mosquito control • *Tennessee*
 Health clinic • *Pennsylvania*
 Rat control • *Louisiana*
 Blood test • *Kentucky*
 Community sanitation • *Alabama*
 Laboratory tests • *New York*



INVENTORY

Through a wide variety of WPA health projects, millions of needy men, women and children are able to obtain both preventive and curative medical assistance, ranging from personal care to broad public health work such as malaria control.



Health—3 percent of total program

Aside from the actual hospital construction listed previously, the broad public-health program of the WPA falls in three major types: Professional medical, dental, and nursing care; non-medical activities to preserve health, such as school lunches and household aides; and preventive campaigns such as the drive against malaria in the South by means of swamp drainage.

Doctors, dentists, and nurses, when taken from the relief rolls and given WPA jobs, found local officials eager to establish projects which would employ them at their professions in the service of the millions of unemployed who could not pay for medical care. Such projects, always operated under the supervision of local public health authorities, performed these services on an impressive scale.

Nearly 2,000 medical clinics and dental clinics have been conducted or assisted by WPA workers at which almost 1,000,000 persons have received free treatments.

Medical examinations have been given by WPA doctors outside of clinics to over 1,300,000 persons who had no money to pay for them. Well over a million of them were children.

WPA nurses have made 213,450 group inspections and examined over 2,000,000 persons, in addition to which they have made over 2,450,000 visits to the homes of the needy. A total of 3,053 such nurses have assisted in the clinic program, while nursing aid was given at 638,972 immunizations.

The WPA's school-lunch program is not so much a professional as a practical health service, though dieticians have been employed in

it where they were found on relief rolls. It was begun because, at the same time that many hungry children were thronging the public schools, there were also many needy women seeking WPA jobs whose only previous experience had been as housewives. These women were, however, well qualified to prepare and serve hot, nourishing noon lunches to school children. Local communities, organizations of parents, and even the more fortunate children were glad to supply foodstuffs. In some places, any child was free to bring whatever his home larder afforded.

Under this plan, over 129,000,000 hot lunches have been served—enough to provide every elementary school child in the Nation with lunches for a month.

In many homes, when sickness, injury, or other misfortune overtakes the housewife, there is no money to hire someone to help—someone to hold the home together. Yet there were available on the WPA rolls thousands of women whose only training had been homemaking. Local agencies have utilized their services under the supervision of home economists or nurses, and sent them out to meet acute human needs.

The WPA calls such women "housekeeping aides." They have aided 663,513 families in distress, and made a total of 4,020,548 visits to families facing serious emergencies.

One of the important construction campaigns in the interest of public health has been the construction by WPA workers of 865,955 sanitary toilets to replace unsanitary ones. Many entire communities have welcomed such facilities to help rid themselves of filth-born disease.

Another has been the drainage of 1,097,001 acres of mosquito-breeding swamps, mostly in 16 southern States, to combat malaria. A small army of WPA workers has accomplished this under the direction of the United States Public Health Service, by digging almost 6,000 miles of ditches and spraying over 1,200,000 gallons of oil. Of this activity Surgeon General Thomas Parran has said: "WPA malaria control activities in the South affect the lives of 15,000,000 people. Their ultimate value will many times exceed the total of all relief expenditures in that area. It is not too much to say that the progress of malaria control has been advanced 30 years beyond the point it would have been without the WPA program."

ADDENDA

Under the CWA and FERA programs which preceded the WPA, the principal health contributions were large-scale drainage of malaria swamps and construction of sanitary toilets. More than half a million such toilets were built previous to the WPA, making a total for the three programs of 1,440,000. CWA and FERA workers also ditched and drained over 250,000 acres of mosquito swamps, according to the Public Health Service, so that the three programs eliminated almost 2 million acres of malaria swamps.



LIBRARIES

WPA library service includes:

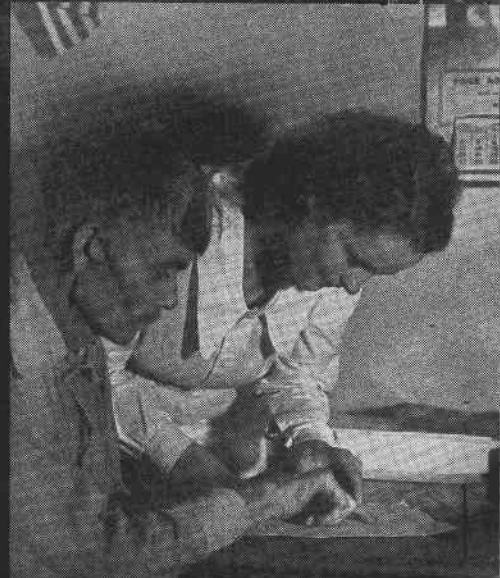
Bookmobile • *Texas*
 Library extension • *Kentucky*
 Pack horse library • *Kentucky*
 Traveling library • *Iowa*
 Rural library service • *Ohio*





WPA library service includes:

- Proofreading library cards • *Ohio*
- Bookbinding • *New Jersey*
- Indexing • *Massachusetts*
- Card filing • *Washington*
- Typing braille • *District of Columbia*
- Reading braille • *Georgia*



INVENTORY

Existing city and rural library systems over the United States have been enlarged by the addition of 3,535 new branch libraries and 4,502 reading rooms which are staffed and kept open for public use by WPA library workers.



Libraries—1 percent of total program

Not only have WPA professional workers and clerks brought books into the homes of millions of people who have not had access to regular library services, but also they have created a demand for more and more reading for relaxation and for study.

WPA personnel also has made possible the establishment of 1,164 so-called Traveling Libraries, through which many means of conveyance are used to bring books into the remote rural sections of the country.

Where roads are good, the book-truck known as the "bookmobile," manned by WPA workers, makes regular stops, usually at country schools. In some localities the school bus, rigged up with shelves of books, is routed for book service when not scheduled to carry school children.

In the mountainous regions, WPA library assistants on horseback carry saddlebags filled with books along almost impassable trails to isolated homes. By motor, horseback, and even by boat, WPA library workers are supplying immeasurable aid in reducing the figure of 40,000,000 people without library service in the United States.

Economical and effective library service is being and has been developed on a county-wide and State-wide basis through the help of the WPA. Illinois, Ohio, Mississippi, Arkansas, and South Carolina are taking advantage of WPA personnel to demonstrate library service plans, the effectiveness of which could not have been tested without the substantial increase in library staffs afforded by WPA pro-

fessional and clerical workers. In rural Cook County alone, outside of Chicago, are 18 small new libraries opened and operated by WPA workers. It is generally conceded that the recent action of the Arkansas legislature in subsidizing State-wide library service was largely induced by the interest created by the 120 WPA library projects throughout the State. Here, as in other localities, WPA library workers have "sold" their small library units to many communities which are assuming the library, and often the workers, as a local responsibility.

Millions of books and other library materials which were stored, unrepaired and unrecorded, because of the depressed budgets of libraries and schools, have been made available by additional library workers supplied by WPA.

Under trained supervisors, WPA library clerks have cataloged over 20,000,000 books, which means that improved card records have made these many books more readily available to readers. A notable "cataloging" project is operating in the Boston Public Library where a much needed revision of book records on some 2,000,000 volumes is being speedily accomplished by several hundred WPA library workers.

About 14,000 libraries, including public and school libraries and school textbook collections, have benefited from the many WPA book repair and reconditioning projects. A total of 33,649,219 books, about one-half of which are school books, have been returned to active service by WPA book repair project workers. This work is done by WPA only if the institution is unable to finance it within its regular budget.

Professional librarians realize that properly

supervised WPA library workers are adding appreciably to the effectiveness of library service over the country.

Carl H. Milam, Secretary of the American Library Association, in a letter to the President summarizing reported permanent gains in book service accomplished by the Works Progress Administration, concludes: "This is not intended to be a complete report but it indicates, I think, that WPA book service is proving of more than temporary value and is arousing genuine popular response in rural sections of the country."

Paul A. T. Noon, State Librarian, Ohio State Library, Columbus, states: "We expect that the State-wide library project in Ohio coordinated with our State-aid program will advance library development, especially in the rural sections, at least 10 years ahead of its normal development. The WPA can make a permanent contribution to the cultural life of the Nation by helping to make possible the extension of our library service."

Ralph Munn, Director, Carnegie Library, Pittsburgh, reports: "Greatly expanded information services to the people of Pittsburgh have resulted from WPA projects in the Carnegie Library. The indexing of local historical and biographical works, the listing of birth and death notices, and the compilation of many subject bibliographies all represent tasks which the Library could never have accomplished with its own staff."

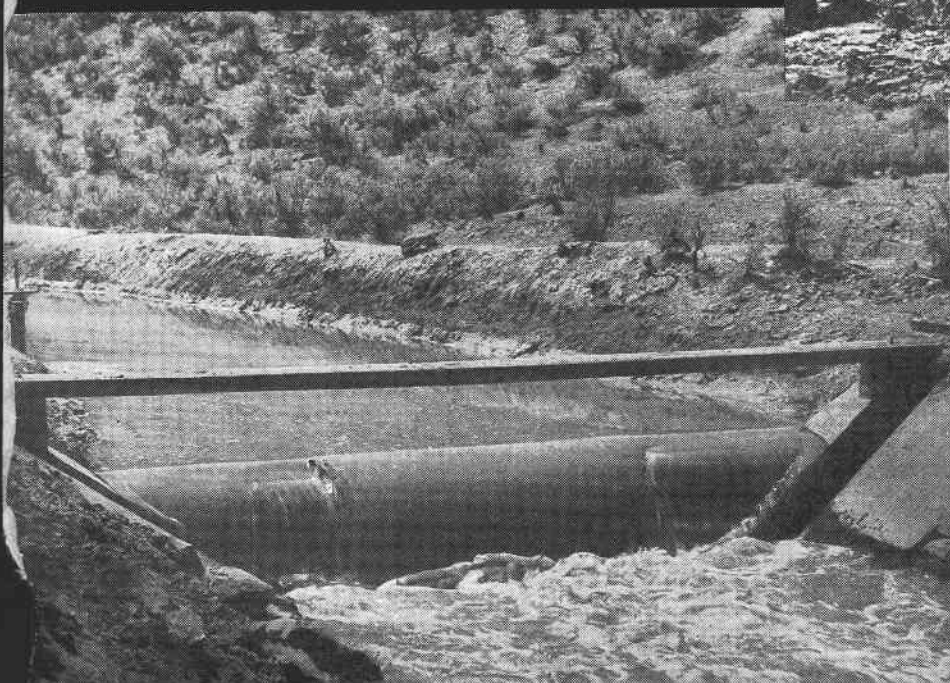
Forrest B. Spaulding, Librarian, Des Moines Public Library, says that "the help of the WPA which came at a time when library appropriations were seriously reduced, made it possible for this library to carry on when, otherwise, much important work would have had to be curtailed."

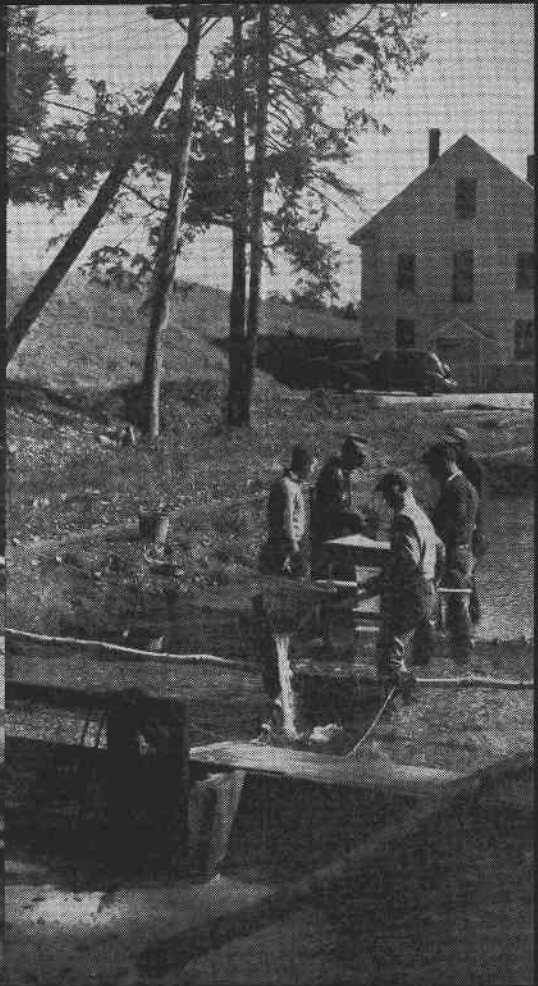
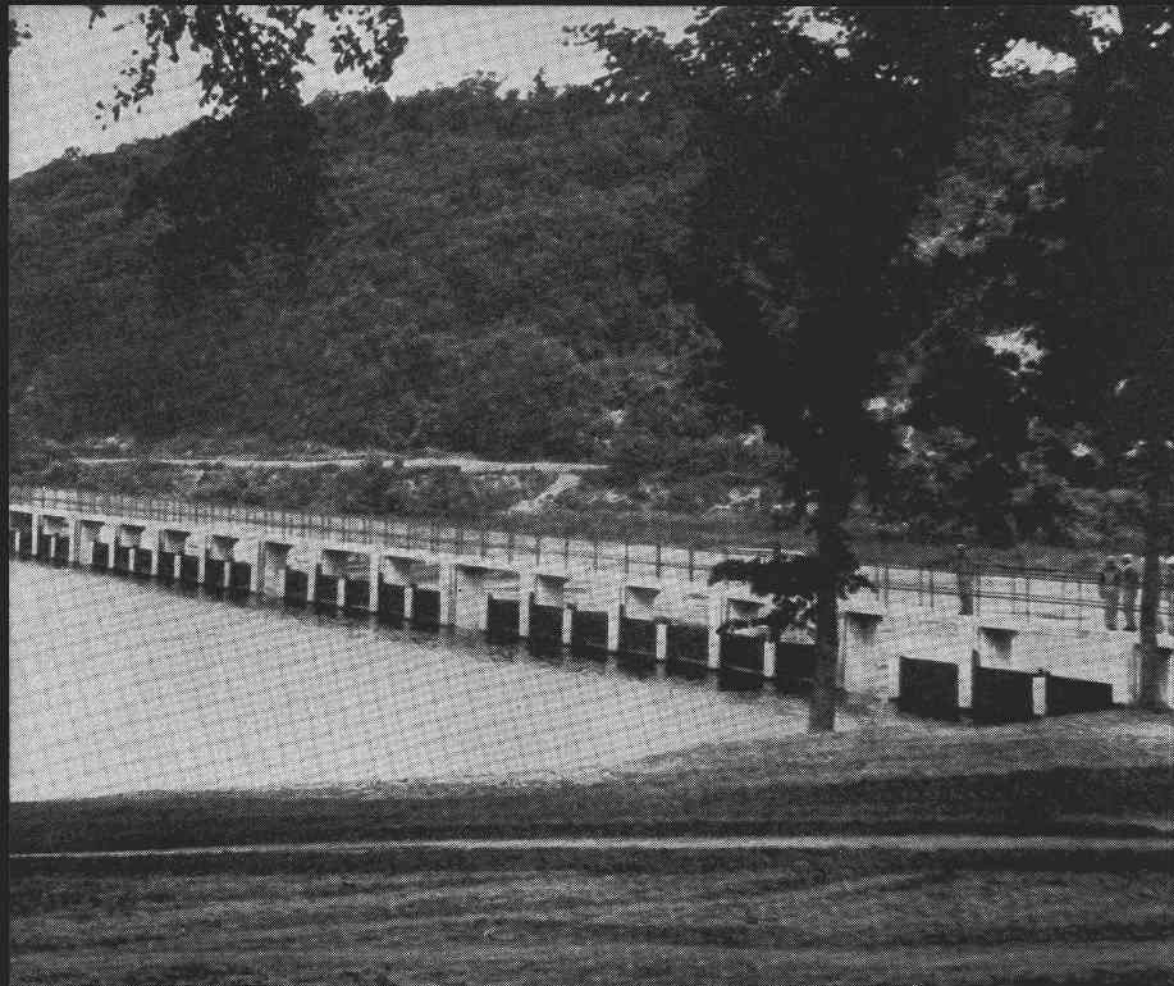


CONSERVATION

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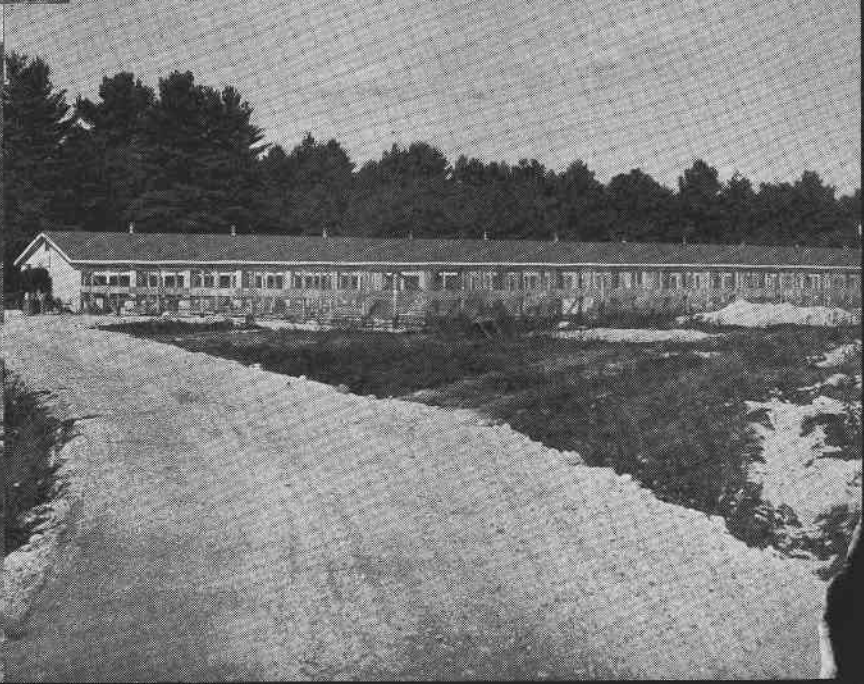
- Tree planting • *California*
- Tree preservation • *Montana*
- Irrigation ditch • *Oregon*
- Tree surgery • *Indiana*

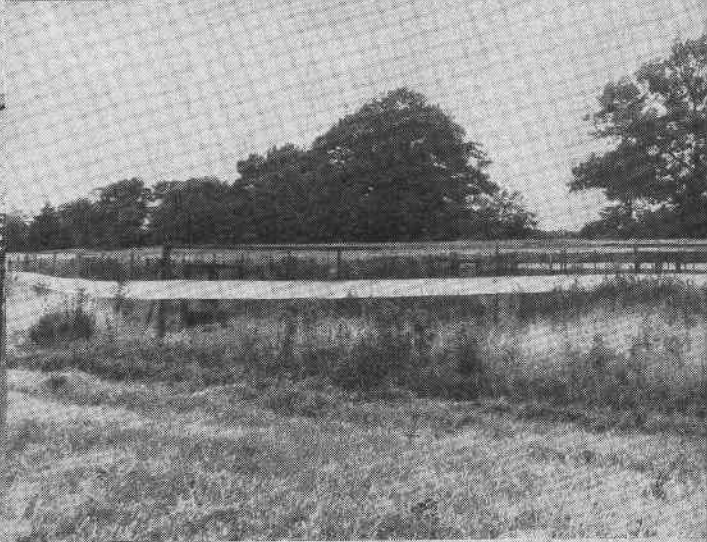




Phases of WPA conservation work include:

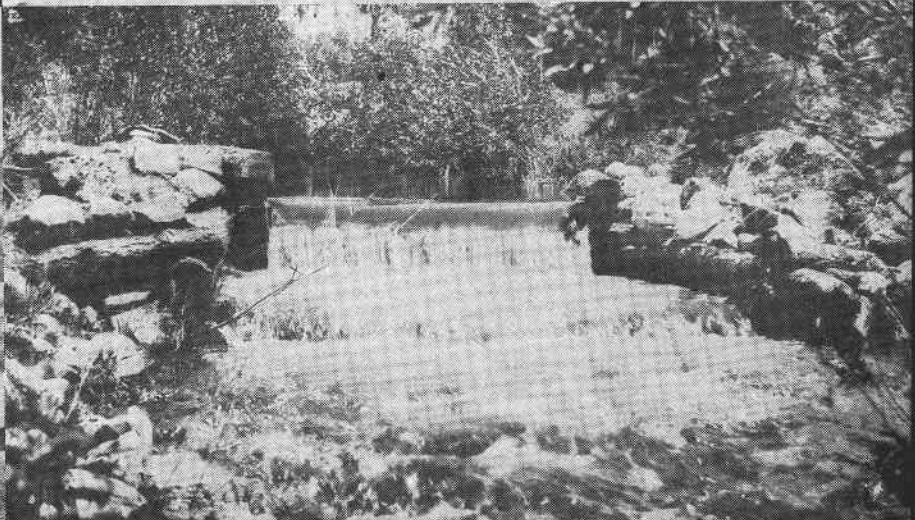
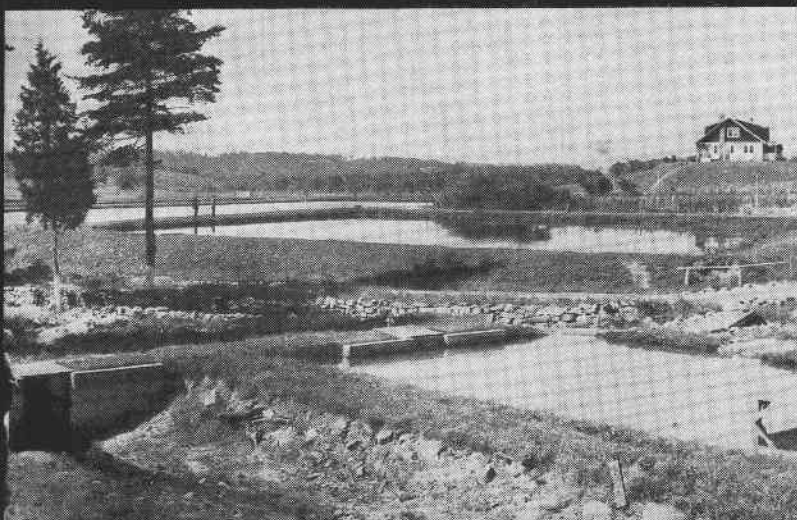
- Storage dam • *Minnesota*
- Fish propagation • *Maine*
- Game farm • *Idaho*
- Bird sanctuary • *Illinois*
- Game farm • *Maine*

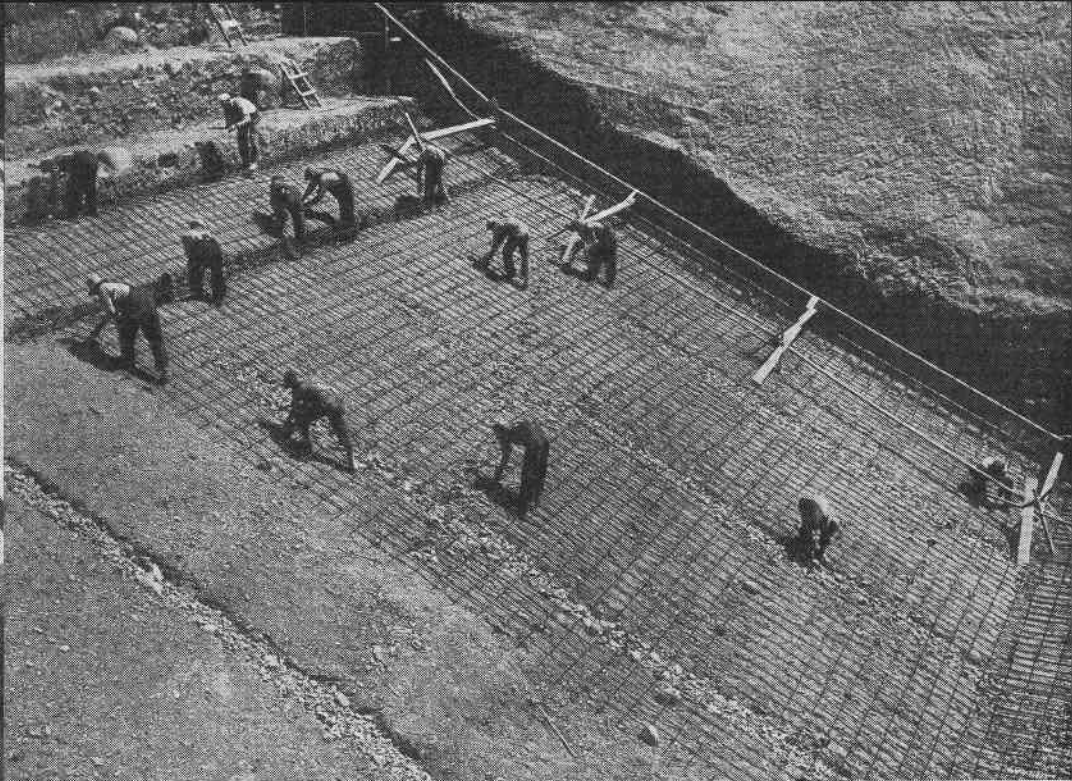




Phases of WPA conservation work include:

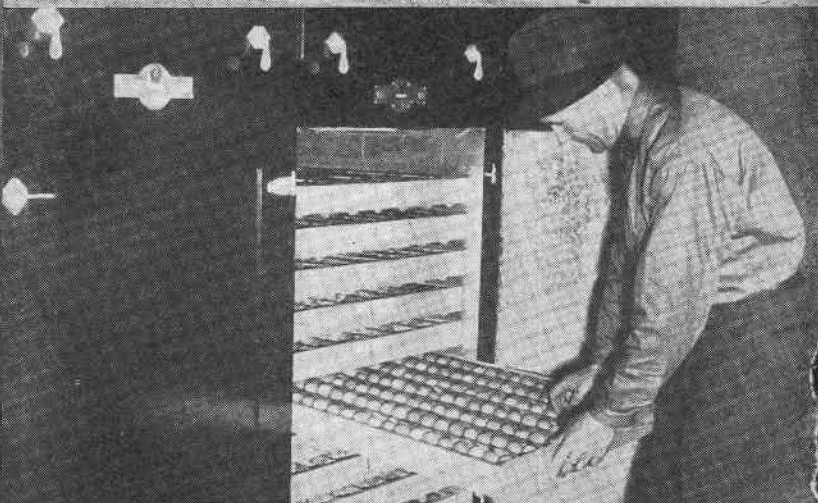
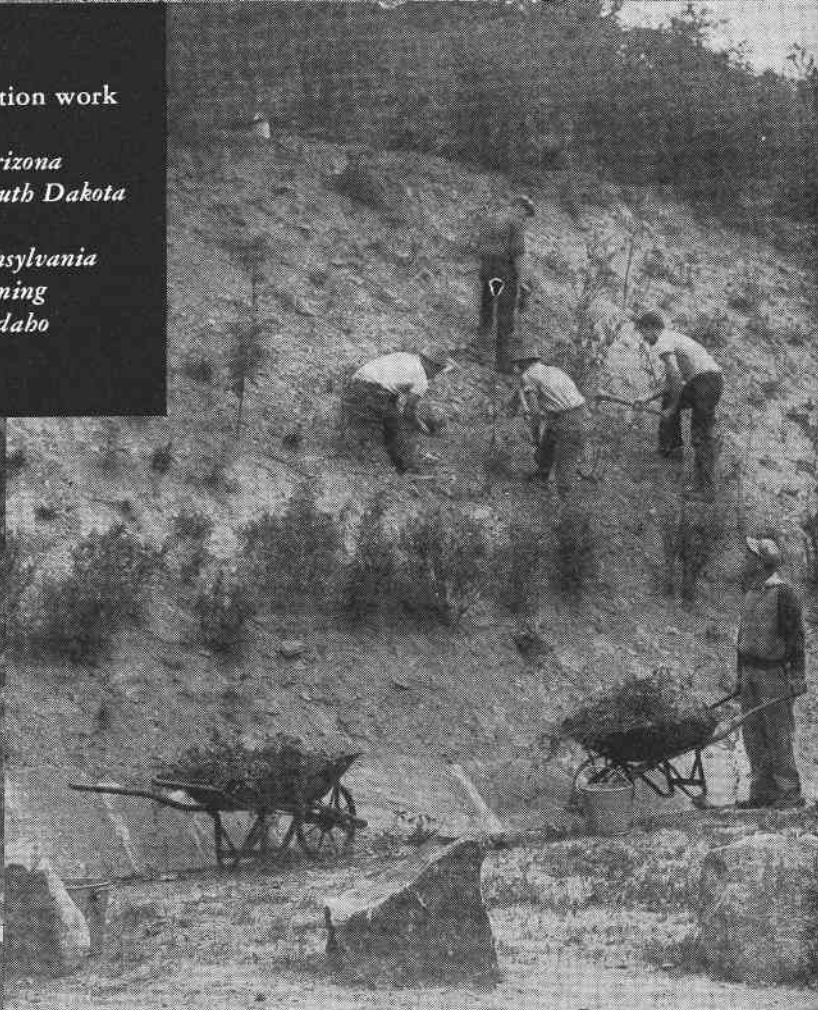
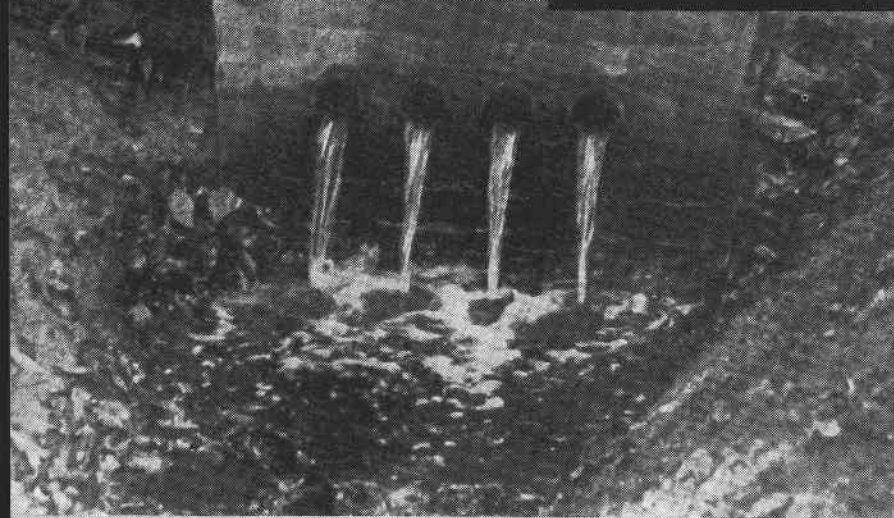
- Fish propagation • *California*
- Fish hatchery • *California*
- Game farm • *Massachusetts*
- Wild fowl refuge • *Louisiana*
- Fish hatchery ponds • *West Virginia*
- Irrigation dam • *New Mexico*





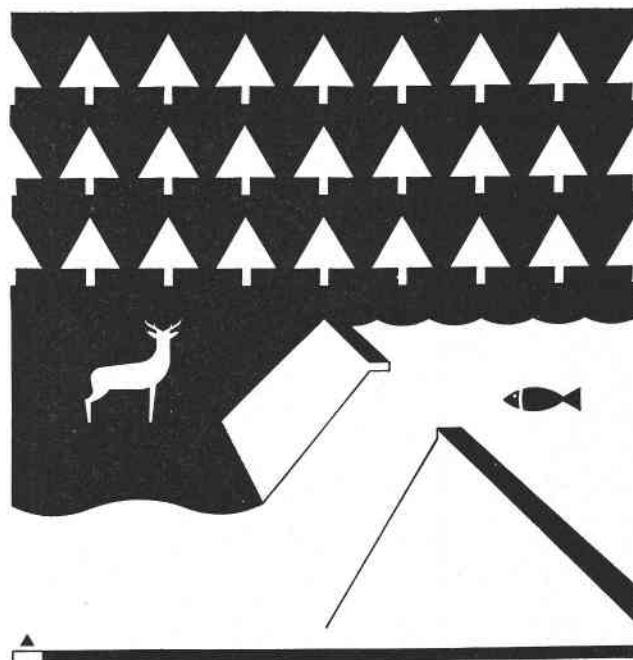
Phases of WPA conservation work include:

Tree preservation • *Arizona*
 Dam construction • *South Dakota*
 Mine sealing • *Ohio*
 Erosion control • *Pennsylvania*
 Cricket control • *Wyoming*
 Game propagation • *Idaho*



INVENTORY

The extensive and varied conservation program of the WPA has provided numerous important links in the drive of many Government agencies to check the destruction of natural resources and repair the ravages of former years. It is a program of long-range benefits.



Conservation—5 percent of total program

The front-line battles put up by WPA workers against actual flood and drought will be detailed in another section of the report. The purpose here is to examine their diverse work designed to anchor the lands which are blowing or washing away, to conserve and control water, to stop forest and prairie fire, and to aid in the propagation of wildlife.

Principally in drought areas, the WPA has built 3,504 new storage dams designed to capture spring freshets and retain them for the parching summer, as well as constructing 17,083 other dams, most of them small, for the dual purpose of better water control and of raising the subsurface water levels.

WPA workers have reforested 32,854 acres by planting 13,453,639 trees.

In their work against forest fires they have cleared 1,227 miles of firebreaks, built 32 observation towers and constructed 2,125 miles of fire and forest trails.

Also, by establishing 625 plant and tree nurseries, they have produced and planted an additional 12,559,623 plants and trees.

To improve river and stream banks and control floods, they have built over 170 miles of new levees and reconstructed 375 miles more, in the course of which they placed 17,700,000 cubic yards of earth. They have improved 940 miles of river banks and 3,240 miles of stream beds. They have built 10,601 retaining walls, totaling over 400 miles in length, and improved 2,738 others. They have built 53 miles of canals, exclusive of irrigation canals,

266,935 linear feet of bulkheads, and laid over 4,000,000 square yards of riprap in addition to that on river banks.

To aid in the propagation of wildlife, they have established 819 bird and game sanctuaries, and built 139 new fish hatcheries, with a capacity of over 336,000,000 fingerlings each year. They also have improved or enlarged 81 existing hatcheries.

The sealing of 67,327 openings in 7,777 abandoned mines, thus preventing large quantities of acid from polluting American streams, also is a campaign of significance to fishermen. Experts believe that many streams in the mining areas, from which game fish have been driven, soon may be restocked successfully.

The preparation of 59,013 acres of oyster beds, and the planting of 2,633,143 bushels of oysters, has been carried out at the request of local officials whose aim is to rehabilitate professional fishermen by restoring their livelihood.

The WPA has performed a large amount of tree surgery, involving work on over 1,263,984

trees and the removal of 257,000 others which had become diseased.

It also has eradicated noxious plants over an area exceeding 6,300,000 acres, and conducted wide campaigns against such insect pests as the Mormon cricket.

In these drives against both insects and weeds, WPA workers have used over 12,000 tons of poison food and 11,700,000 gallons of spray, distributing the latter over an area of 550,000 acres.

For irrigation, 226 miles of flumes or canals have been dug, bringing water to over 120,000 acres, while about ten times as much mileage of existing systems has been rehabilitated, affecting over 1,760,000 acres.

Mostly in the drought area, when water was at a premium, WPA workers dug a total of 1,632 public wells, and reclaimed 1,437 others.

In ports and harbors, they have built 99 docks, wharves, or piers, and reconditioned 139 others. They also have constructed 1,161 jetties and breakwaters.