CIVILIAN CONSERVATION
CORPS PROGRAM
OF THE
UNITED STATES DEPARTMENT OF THE INTERIOR
March 1933 to June 30, 1943

A Report to Harold L. Ickes
Secretary of the Interior

CONRAD L. WIRTH
Departmental Representative
on the Advisory Council, CCC.

January 1944
Memorandum for the Secretary:

I submit herewith my final report as the Department of the Interior Representative on the Advisory Council of the Civilian Conservation Corps. The report consists of two main parts, "Observations" and "Summary and Recommendations," which are summarized below for your convenience.

Under "Observations," I have made the following points: That the CCC completed a large amount of urgent and long-range conservation work; that the need of a continuing and large-scale program of natural resource conservation still exists; that the CCC had an enduring effect on its members and the Nation as a whole; that the Corps would have had the same relief value and more conservation value if more emphasis had been placed upon the fact that it was primarily concerned with performing a necessary public function, rather than providing work relief; that the Corps had a good effect in establishing a cooperative spirit among the numerous participating Federal agencies and between Federal and State agencies; that the Corps, during most of its period of existence, did a good job of teaching the enrollees how to work, maintained a fine morale, improved the enrollees physically, and equipped them, through job training, with a variety of skills that made them more useful as Corps members and as prospective workers outside the Corps; that, in the later years of the CCC, after the death of Mr. Fechner, the Corps, due to the assumption of administrative authority by the Director, steadily lost its cooperative spirit and, consequently, its effectiveness as a joint conservation enterprise undertaken by the several agencies of the Federal and State governments; that the dual administration of the camps proved to be needlessly expensive; that the standard 200-man camp proved cumbersome; that the use of the Army Finance Office instead of the Treasury Department in all fiscal matters caused confusion; and that the Corps drifted gradually from job training to a school type of education for which neither the camp nor a large proportion of the enrollees was equipped.

Under "Summary and Recommendations," I make the following statement:

"It is recommended that an organization similar to the Civilian Conservation Corps be established on a permanent basis and designated the 'Conservation Corps,' and that such an organization be a joint enterprise of the Federal departments and agencies administering
and protecting the natural resources of the Nation. The purpose of the Corps should be to provide a pool of manpower and funds for those agencies charged by Congress with the development, protection, and use of the natural resources of the United States. The main objectives should be:

"1. Development and protection of the natural resources of the country for the use and enjoyment of the present and future generations;

"2. Teaching the workers and others the real necessity and the importance of proper use of the natural resources;

"3. The coordination and integration of a nationally planned program through a uniform and respected work organization; and

"4. This to be done without interference with the objectives and responsibilities of the various member agencies as charged by Congress."

The report suggests the type of organization to carry out the recommendation quoted above. The principal differences between the suggested conservation corps and the old Civilian Conservation Corps are that: A policy council, with the representatives of the participating departments having equal authority with the Conservation Corps Director in determining policy, would be substituted for the old advisory council; the size of the camps would be more flexible; the operating agencies would have full charge of the camps working on their areas; the Conservation Corps director would be the executive officer of the policy council, and would have administrative responsibility only over certain activities of the Corps common to all using agencies; and the Army, including its finance office, would be eliminated except insofar as the Corps, without interference with the conservation program, might be geared into a national defense program.

I greatly appreciate the privilege of having been associated with the departmental CCC program, and the help given me in carrying out the work.

Respectfully submitted.

CONRAD L. WIRTH,
Departmental Representative
on the Advisory Council, CCC.
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President's Sketch Diagram for CCC Organization—1933.

I went personally to check on the location except one of the camps, 747, and the three etc.

[Signature]
UNITED STATES
DEPARTMENT OF THE INTERIOR
CIVILIAN CONSERVATION CORPS
1150 Merchandise Mart
Chicago 54, Illinois

JANUARY 1944.

FINAL REPORT TO THE SECRETARY

Liquidation of the Civilian Conservation Corps, ordered by Congress on July 2, 1942, was virtually completed on June 30, 1943, with a balance of approximately $1,500,000 from a fund of $8,000,000, appropriated for the purpose.

On June 30, 1942, the Department of the Interior was operating 114 active CCC camps on projects in the continental United States, in addition to 71 CCC projects on Indian reservations and camps in Hawaii and the Virgin Islands, and had on hand approximately $17,000,000 worth of construction and other operating equipment. The closing of the camps involved arrangements to leave the work projects in the best possible shape, the separation of around 1,800 appointed employees, the transfer of CCC property to the War and Navy Departments and other agencies, and the preparation of final accountability records. The accomplishment of the liquidation of CCC was very difficult due to the urgency of the task and the fact that most of the key personnel had left or were leaving constantly for military or other war service. However, on June 30, 1943, all but a few odds and ends had been disposed of. Attention is still being given the transfer of properties and the straightening out of records, with employees paid from regular funds. The bureaus of the department are to be complimented on the excellent way in which they undertook and accomplished this difficult task.

In order to take care of the final stages of CCC liquidation, Congress appropriated $20,000 to the Federal Security Agency for the present fiscal year. No funds from this appropriation have been allocated to the Department of the Interior.

The records of my office, as departmental representative on the CCC Advisory Council, are in good order and are available for inspection. These records do not include the work programs undertaken by the various bureaus, or records of accomplishments and fiscal data of these programs, as all such data were kept by the bureaus in charge of the work. While I shall continue to discharge the duties of departmental representative until June 30, 1944, this will be the final report of the office you assigned to me under the direct supervision of Mr. E. K. Burlew, former First Assistant Secretary.

I believe that the Department of the Interior accomplished much in a far-reaching conservation program through the use of the CCC.
This could not have been accomplished without the cooperation and understanding of each and every bureau of the department and the steady support and advice of Mr. E. K. Burlew and Mrs. J. Atwood Maulding.

While at times the departments charged with the carrying out of the President’s idea for a Civilian Conservation Corps, namely, the Departments of War, Interior, and Agriculture, expressed greatly different opinions, I know it to be a fact that the relationship and cooperative spirit of these departments never were on a higher level than when they were carrying out the CCC program. There is much to be gained in interdepartmental relationship by a cooperative undertaking such as the CCC.

There is included in this report a general statement of the accomplishments of the CCC camps prepared by each bureau of the Department of the Interior having camps assigned to it. At a meeting of the representatives of the various bureaus handling CCC, it was the opinion of all that they would prefer to tell in their own way the accomplishments of their camps.

As part of this report there are several tables broken down by bureaus giving information on camp allotments, funds expended, and personnel employed. I believe these tables will give a good idea of the size of the CCC and the important part it played in the Department during the last 10 years.

Because of the accomplishments and success of the original CCC idea, I believe that a similar type of organization should be authorized after the war. Accordingly, I am taking the liberty of including in this report a few observations and definite recommendations for a future organization, in the hope that if a CCC program starts again they may be of some value. They are brief; however, I shall be glad to enlarge on them in discussion or in writing if it is felt necessary or desirable.

**OBSERVATIONS**

1. There was in 1933, and there still is, a real need to give Nationwide attention to the conservation of our natural resources. The natural resources are so vital to existence and progress of any nation that it seems reasonable to give them constant and continuing attention and protection.

2. The general type of program as planned and executed by the CCC was well received by all. Perhaps one of the greatest accomplishments of the Civilian Conservation Corps was that it brought to the minds of the people of this country the need and value of a sound, active conservation program.

3. The CCC not only taught the youth of our Nation in a very practical way the meaning and value of our natural resources, but helped to restore and strengthen the Nation’s human resources.

4. While the CCC did give employment to many boys, it was overemphasized by some persons as a program to take “youth out of the streets.” This fact led many to believe that only those in very poor circumstances or those of low mental or even low moral stature were eligible for enrollment in the Corps. The CCC program was looked on by many as a relief program rather than a conservation program. A good conservation program can do much toward the relief of the unemployed, but its main objective should never be thought of as relief.
5. Besides providing advantages for the boys, developing and protecting the natural resources, and making the general public conscious of the value of the natural resources, the CCC program brought together many subdivisions of Government and made them realize that the protection of the natural resources was a problem common to all.

6. Learning how to handle heavy equipment proved to be of great value to the boys when the time came for them to leave camp. Boys with experience in handling and repairing equipment were in demand by private business concerns and Government agencies. Many went into the Army and qualified as noncommissioned officers.

7. Standard and attractive CCC uniforms created and maintained a fine organization spirit.

8. One of the best features of the CCC was the fact that no boy could stay in the Corps more than four enrollments of 6 months each, or a total of 2 years, unless through his own efforts he became qualified to fill a supervisory position. This limit of service impressed upon the boys that they must progress and that the CCC was a place to learn how to work and to prepare themselves for better jobs.

9. Health of the boys received careful attention. Working outdoors, regular hours and plenty of good, wholesome food did wonders for the boys at one of the most critical growing periods of their lives.

10. Camp life and recreation programs taught cooperation and teamwork to a very high degree. Brig. Gen. George P. Tyner, one of the representatives of the War Department on the Advisory Council, stated before a committee of Congress that he felt that the training of the boys in the CCC camps was equal to 75 percent of the type of training required of the soldiers in the Army.

11. There were some faults in the CCC organization that should be given careful consideration if a similar organization is to be established. Toward the end, the CCC was deficient in several respects. These deficiencies and lack of effectiveness were due in part to the following:

   a. The superimposing of detailed procedures and supervision by the CCC director's office over departments of the Government charged with the responsibility of managing Federal properties, without due regard to the established responsibilities of the departments, and the already well-worked-out, tried, and established methods and procedures necessary to carry out these responsibilities. General policies and controls are recognized as necessary for a unified CCC program; however, these can be accomplished through a properly organized and coordinating body of administrative officials of the departments and without interference with the primary functions of the departments.

   It is true that the CCC director had an advisory council, but it was purely and simply an advisory body. The success of the CCC as an organization depended largely on the ability of the individual appointed as director. The experiences with the CCC under two directors bear testimony to this last statement. The CCC was well-organized, the cooperation of all participating agencies and officials was excellent, the work turned out was good, and the morale of the Corps was on a high plane up to the untimely illness and death of Robert Fechner. Mr. Fechner used his council and respected their advice, although not necessarily agreeing with it on all issues. After his death, the CCC lived largely on its past reputation, developed through Director Fechner's ability and leadership, and on the desire of the
departments to hold together the organization that they had helped to build and needed so badly. In the last years of the CCC, the advice of the Advisory Council was seldom sought on important policy matters.

b. While the relationship between the Army and the technical services in the field and in Washington was very good, many administrative officers realized and felt that simplification and consolidation of control in the camps would remove apparent excessive overhead.

c. Many work projects could have been undertaken more economically with fewer than the standard camp complement of 200 enrollees. The 200-man camp was considered as the smallest unit that could be used to justify the dual overhead cost of the Army and technical agency. However, the financial loss in an over-manned work project more than offset the increased man-unit overhead cost of a smaller camp. If more than 200 men were needed, the addition had to be a multiple of the 200-man unit, and by this rigid procedure the man-unit overhead cost could not be reduced much below the 200-man unit camp.

d. The director of CCC assumed more and more administrative control of the camp programs and towards the end of CCC he was interfering with the responsibilities of the departments in the management of their properties. Later, this became even more involved by superimposing the additional administrative controls of the Federal Security Agency. Their direct instructions, inquiries, or requests for information having to do with departmental responsibilities became more and more time-consuming and involved, and added nothing beneficial to the already well-planned and operating organizations.

e. The use of two finance agencies, namely, the Treasury Department for regular functions, and the finance officer of the War Department for the CCC, caused unnecessary additional work. While the Army finance officer did an excellent job, two procedures, two different sets of books, records, and forms were required on each area where CCC and regular funds were being spent, and frequently on the same general work project. The CCC was really a resource of manpower and funds given to a bureau to accomplish a work program under requirements, plans, and administrative policies of the department. Further, due to this dual system, there was built up within each bureau an intangible barrier between those paid from CCC funds and those paid from regular funds.

f. The trend to build up a school-room type of educational program and impractical (and unpopular) academic courses in the camps caused a conflict in the understanding of the purposes of the Corps.

Practically everybody believed it to be reasonable, proper, and desirable to teach those who could not read and write to do so; to instruct the boys how to do their work and to advance themselves in the branch of work in which they were most interested; to explain the objectives and reasons for the various steps taken in carrying out a given task. However, many could not understand why the boys were encouraged to take a language, or other normal classroom course, after a hard day's work in the field. More often than not these subjects were "way over their heads"—subjects for which they did not have the proper foundation or which they did not have a chance to finish or carry far enough to be of any real value to them. Many times the instructors, most of whom were work foremen in the camps, did not have the training to teach the subjects assigned to them.
SUMMARY AND RECOMMENDATIONS

While the CCC operations just concluded had faults, none was serious enough to nullify the many over-all good results, and all could be overcome by certain changes in organization and policy.

The Nation cannot afford to have its resources neglected or wasted; they must be protected at all times. Their extra values are only now being fully realized in the world-wide struggle for freedom and liberty. It will take years to restore replaceable resources now being spent so freely to win the war. This can be done only by careful planning and hard work.

Most of our natural resources are remote from urban populations. The work necessary to conserve and protect these natural resources can generally be performed best by the establishment of camps. In the case of the CCC, the camps brought together groups of boys who were taught to work, live, and play, with common interests and community respect.

Working in the open, with nature, brings optimum beneficial results to an individual which are almost impossible to obtain otherwise. It builds the body and the mind; it teaches the basic principles of existence; and it creates an understanding of what must be done to protect and properly use natural resources. A future permanent civilian Conservation Corps must take into consideration these basic facts which should be made known to every home and command the respect of all people through its teachings and accomplishments.

It is recommended that an organization similar to the Civilian Conservation Corps be established on a permanent basis and designated the "Conservation Corps," and that such an organization be a joint enterprise of the Federal departments and agencies administering and protecting the natural resources of the Nation. The purpose of the Corps should be to provide a pool of manpower and funds for those agencies charged by Congress with the development, protection, and use of the natural resources of the United States. The main objectives should be:

1. Development and protection of the natural resources of the country for the use and enjoyment of the present and future generations;
2. Teaching the workers and others the real necessity and the importance of proper use of the natural resources;
3. The coordination and integration of a nationally planned program through a uniform and respected work organization; and
4. This to be done without interference with the objectives and responsibilities of the various member agencies as charged by Congress.

In order to accomplish these general objectives, the Conservation Corps should be organized so that each department or agency using its facilities would have a place in the organization where it could voice its opinions and have an active part in formulating the policies.

With these thoughts in mind and based on 10 years' intimate experience with the operations of the CCC, I have drawn up the following organization diagram to convey my recommendations for such an organization. The organization diagram is not intended to be complete as to detail; it is intended only to convey the type of organization which I believe will accomplish the needed conservation work and bring home to the entire Nation, through its youth, the need and the appreciation of our natural resources.
A brief explanation of the general functions of the various units of such an organization follows:

1. The President shall appoint the director.

2. Each of the departments or independent agencies using the resources of the Corps shall appoint two members to the policy council of the Corps. One of the members of the council shall be the department's administrator of the Corps activities within the department or agency which he represents. The other member to be appointed from the department presumably shall be a member of the staff of the head of the department or agency.

3. The two appointees from each department or agency, and the director appointed by the President, shall constitute the policy council of the Corps. The policy and regulations governing the operation of the Corps shall, in all cases, be made or approved by the policy council. The director shall be the chairman of the council. It shall take a majority vote of the council, plus one additional vote, to approve regulations or to establish policy.

4. The director shall have direct charge of certain functions of the Corps. These functions are to be decided upon and approved by the policy council. Generally speaking, these functions should be only those that are common to all operating agencies and which will help to unify the Corps, or which can be more economically handled from a central organization. It shall also be the director's responsibility, acting through the administrators of the departments or agencies, to see that all policies and regulations of the Corps are properly and promptly carried out. Some of the functions that might logically be placed in the director's office are:

   a. Fiscal.—It will be necessary to assemble in one place the financial requirements for all activities of the Corps for presentation to the Bureau of the Budget and to the Congress. After the funds have been appropriated, it will be necessary to allot the funds to the departments and to keep certain limited financial records.

   b. Program.—The operating agencies will, from time to time, submit their requirements for camps or men, and these requests will have to be assembled and presented to the Council through the director for approval. Records of the decisions will have to be kept and orders prepared for issuance to the departments or agencies to carry into effect the decisions of the council.

   c. Education.—It is believed that the same age limit (17 to 23) and term of enrollment (not more than four 6-month enrollments) that governed the CCC should also apply to the new organization. If this recommendation is accepted, a basic educational program should be adopted. Such a program should be limited in the camps to the teaching of reading and writing and job training, with provision for night study in neighboring communities for those who wish to carry on studies in advanced subjects. While the responsibility for the carrying out of such a program will rest with the bureaus of the departments or agencies, it will be necessary to have, in a central location, a division whose duty it shall be to see that a unified program is maintained for the Corps, and to make reports and recommendations for the director and the policy council's consideration.

   d. Safety.—A competitive safety program will reduce accidents and improve work production. The same relationship, as outlined under "Education" between the Corps and operating agencies should govern.

   e. Medical Care.—Uniform health regulations and a central system
of hospital care are desirable. Again the same relationship as outlined under "Education" should apply.

f. Religious Activities.—Benefits of a religious program are obvious. However, again the relationship as outlined under "Education" should apply.

g. Legislation and Contracts.—This division of the director’s office will review and handle legislative matters affecting the Corps, and be responsible for review and letting of contracts necessary to carry out the functions of the director’s office. Such contracts will be those pertaining to mass railroad transportation of enrollees, purchase of clothing, shoes, etc. Of course, such an office will also handle any other legal matters that might arise in connection with the operation of the director’s office or the Corps as a whole.

h. Office Management.—This division will handle only those matters of personnel, supplies, etc., necessary to the proper functioning of the director’s office.

i. Selection.—It will be necessary for one central office to enroll the necessary manpower to meet the requirements of the operating departments or agencies and to maintain a pool of enrollees for this purpose.

j. Purchase.—It will be an economy for one office to purchase and warehouse items that are required for the member departments or agencies, and to ship out, on requisition, items such as clothing, shoes, bedding, cooking and camp equipment, and certain staple foods. It also will be the duty of this division to collect and recondition such items as clothing and shoes wherever practical and to warehouse for reissuing.

All of the divisions of the director’s office, with the exception of “selection” and “purchase” will handle their work with the department administrators through the director. The divisions of “selection” and “purchase” will deal directly with the bureaus in filling requisitions for men and supplies in order to facilitate the program and avoid delays. The necessary safeguards should be set up, however, to assume the carrying out of only approved programs and of keeping the department administrators and the director fully informed.

5. The administrator, besides being one of the department or agency representatives on the policy council, shall be the responsible administrative head of all Corps work and activities within the department or agency he represents. He will work through the bureaus to whom the camps or men have been allotted and will hold them responsible for carrying out the approved programs on their respective areas. He will set up the staff necessary to carry out the duties of his office, including general inspection staff to insure uniform application of the general over-all approved policies and regulations.

6. The bureaus shall have full control of all phases of the work projects on their areas and will be held directly responsible for adherence to the policies and regulations of the Corps. They shall, from time to time, as the occasion arises, meet with the administrator and submit such suggested changes that, in their opinions, will improve the operation and effectiveness of the Corps. All Corps matters of the bureaus must be taken up with the administrator, with the exception of the requisition of men and general supplies, which can be made directly to the “selection” and “purchase” divisions of the
director's office, with the understanding that the administrator will be kept fully informed as each request is made. Appointment of personnel shall be in accordance with civil service and departmental procedure. In selection of personnel under this procedure, special consideration should be given to their qualifications as leaders of young men as well as their other qualifications. Fiscal procedures shall be the same as those prescribed for the regular appropriations by the General Accounting Office and the Treasury Department. Aid to the States and other political subdivisions of government shall be in accordance with specific authorization in basic legislation or in the legislation establishing the Conservation Corps. In any event, the authorization should provide for a joint enterprise wherein both the Federal and State governments assume certain responsibilities in the establishment of standards and in the furnishing of personnel, funds, and materials.

7. Development and protection programs may be undertaken either by the establishment of camps or by small groups of men (not less than 10 or more than 40).

a. In cases where small groups of men are supplied, the bureau must meet all basic requirements of the Corps, as prescribed by the policy council, such as supervision, health requirements, housing, hours of work, types of work, etc. The administrative officer of the area to which the group of men is assigned will be the responsible individual unless some other arrangements are made by the bureau. The allotment of small groups of men is not for the purpose of providing manpower for ordinary maintenance work but for the purpose of doing important protective and development work of natural resources that cannot be done economically any other way.

b. Camps should range in size from a 50-man unit up, in multiples of 50. A camp would be administered by a superintendent, whose grade would vary in accordance with the size of the camp. He would be assisted by a staff of personnel to carry out the work, operate and repair equipment, and perform general administrative and housekeeping functions. To give a clearer idea of what such a staff and organization would consist, four typical setups are shown below:

**50-MAN CAMP**

**SUPERINTENDENT**

Work program:
- 2 foremen.
- 1 mechanic.

Administrative and housekeeping:
- 1 clerk.
- 1 recreational leader (with first-aid training).
- 1 cook.

**100-MAN CAMP**

**SUPERINTENDENT**

Work program:
- 1 assistant superintendent.
- 4 foremen.
- 2 mechanics.

Administrative and housekeeping:
- 1 recreational leader.
- 1 chief clerk.
- 1 clerk.
- 3 cooks.
- 1 medical aide.
The advantages of the organization as roughly described above are briefly these:

1. The departments and agencies most concerned with the development, protection, and use of the natural resources of the country would have a definite hand in formulating the policies affecting the work programs on the areas under their administrative control. This was lacking in the old CCC organization.

2. The director, as the President's appointee, could make such reports to the President as may be found necessary.

3. The values of a uniform organization of young men to work on conservation projects would be maintained.

4. The setting up of a strong administrative office within each department would provide the controls necessary to insure the adherence to the regulations that make the Corps a uniform organization. In the case of the old CCC organization, the department's representative on the advisory council acted more as a coordinator and not as an administrative officer. This led to the CCC director setting up an inspection staff of his own so that he might have more direct control and reports on the operation of the camps. A certain amount of conflict and misunderstanding developed from this procedure.

5. The bureaus would have the full responsibility for all of the activities of the Corps on the areas under their administrative jurisdiction, including camp management, which they did not have under CCC. This arrangement would eliminate the conflict that existed under the old set-up between the Army and the technical services as
to camp location, campground development, division and release of men, etc. It should also reduce the general overhead costs and permit the use of smaller camps at a reasonable man-month cost. It would also make possible the use of small groups of men without the establishment of camps where the area to which they were assigned had the facilities available to take care of the men.

Besides the general advantages outlined above, such an organization would be flexible and would fit into changing and varying conditions that will exist after the war and through the years that follow. As an example of the flexibility of the organization, I have in mind the following:

The President has expressed himself, according to newspaper reports, as feeling that many of the big military training camps which represent large Government investments should be used wherever possible after the war. Further, many statements have been made by Members of Congress and other national leaders that this country, in the future, should maintain a civilian army. Some have gone so far as to say that each person should give at least a year to the Government for this purpose. If these expressions are any indication of what is in store for the future, a Conservation Corps might play a part in such a program.

Wars of today are fought under all kinds of conditions and over all kinds of lands. The Army must train large numbers of men to understand the natural and how to use it as a protective and offensive weapon. Working in the Corps might be considered basic training. I am sure that a study of the Army records has proved that the training the boys received in the handling of equipment and in working in the forests in the old CCC organization made them better soldiers. These facts suggest the following type of an arrangement:

As the younger men are brought into the central training post established by the Army, a certain number of them, say four or five hundred thousand, would be segregated from the rest as those who are adaptable to the Army field construction division or forestry division. These men would spend a month in the Army preliminary training camp, receiving elementary and conditioning training, and then would be shipped out to the work projects of the Conservation Corps for a 9-month period. There they would work on all types of conservation projects, learning to live together in camps and improving their health and building their bodies. When they had finished their 9 months' training in the camps of the Corps, they would be returned to the Army for the final 2 months' finishing training before returning to civilian life. Such an arrangement would not bring the military into the work camps. However, if such an arrangement were put into effect, it would be desirable to have two representatives of the War Department on the policy council of the Corps.

Another arrangement that could be made is that of absorbing some sixty to seventy thousand veterans in supervisory positions as they return from the war. Experience from the last World War indicated that many of the veterans were allowed to shift for themselves for too long a period and consequently were not able to readjust themselves to civilian life. It is my belief that a certain number of the veterans who do not go back into their old jobs, or cannot find new ones, could be brought into central schools and be trained to fill many of the jobs.
that would be required in camps of the Corps. These schools could be some of the present Army posts that will not be needed by the Army after the war. The Corps would need cooks, foremen, storekeepers, clerks, accountants, superintendents, and various technical personnel, most of whom could be war veterans. I realize that 60,000 veterans is a small number compared with the whole; nevertheless, it is 60,000. The war veterans will have employment preference over those who did not join the armed forces, and it would be to the advantage of the technical agencies to recognize this fact and take it upon themselves to see that the veterans they get are properly reoriented and trained for the work. This statement is not made as a criticism of the civil service policy or of the veterans, but merely as a practical approach to the problem.

This report is respectfully submitted with the sincere hope that it may be of some real value in the forming of future policies.

Conrad L. Wirth,
Departmental Representative
on the Advisory Council, CCC.
### APPENDIX

**Civilian Conservation Corps, Department of the Interior—Number of appointive personnel employed**

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<th>Bureau of Reclamation</th>
<th>Fish and Wildlife Service 1</th>
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<td>1937</td>
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<tr>
<td>1938</td>
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<td>220</td>
<td>220</td>
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</tbody>
</table>

1 Does not include employees on CCC rolls prior to consolidation of the Bureau of Biological Survey of the Department of Agriculture with the Bureau of Fisheries of the Department of Commerce to form the Fish and Wildlife Service, and its transfer to the Department of the Interior.

**Civilian Conservation Corps, Department of the Interior—Total camp months of CCC operations**

<table>
<thead>
<tr>
<th>Fiscal year</th>
<th>Bureau of Reclamation</th>
<th>Fish and Wildlife Service 1</th>
<th>General Land Office</th>
<th>Grazing Service</th>
<th>National Park Service</th>
<th>Office of Indian Affairs</th>
</tr>
</thead>
<tbody>
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<td>1933</td>
<td>100</td>
<td>100</td>
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<td>100</td>
<td>100</td>
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</tbody>
</table>

1 Does not include operations prior to consolidation of the Bureau of Biological Survey of the Department of Agriculture with the Bureau of Fisheries of the Department of Commerce to form the Fish and Wildlife Service, and its transfer to the Department of the Interior.

2 Cost of Territorial camps includes items borne by War Department in standard camps.

3 Includes costs borne by War Department in standard CCC camps.

**Civilian Conservation Corps, Department of the Interior—Expenditures by bureaus**

<table>
<thead>
<tr>
<th>Fiscal year</th>
<th>Bureau of Reclamation</th>
<th>Fish and Wildlife Service 1</th>
<th>General Land Office</th>
<th>Grazing Service</th>
<th>National Park Service</th>
<th>Office of Indian Affairs</th>
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<tbody>
<tr>
<td>1933 and 1934</td>
<td>$384,681</td>
<td>$12,084</td>
<td>$89,759</td>
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<tr>
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<td>35,423</td>
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<td>11,074,432</td>
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<tr>
<td>1937</td>
<td>1,287,096</td>
<td>35,904</td>
<td>1,994,733</td>
<td>1,942,381</td>
<td>17,908,776</td>
<td>8,227,496</td>
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<tr>
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<td>35,904</td>
<td>1,942,381</td>
<td>1,994,733</td>
<td>14,314,466</td>
<td>7,906,523</td>
</tr>
<tr>
<td>1939</td>
<td>1,183,532</td>
<td>35,904</td>
<td>1,942,381</td>
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<td>12,981,289</td>
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<tr>
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<td>1,131,722</td>
<td>35,904</td>
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<tr>
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<tr>
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<td>1,032,202</td>
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<td>982,545</td>
<td>35,904</td>
<td>1,942,381</td>
<td>1,994,733</td>
<td>12,981,289</td>
<td>7,087,388</td>
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</table>

1 Does not include expenditures prior to consolidation of the Bureau of Biological Survey of the Department of Agriculture with the Bureau of Fisheries of the Department of Commerce to form the Fish and Wildlife Service, and its transfer to the Department of the Interior.

2 Cost of Territorial camps includes items borne by War Department in standard camps.

3 Includes costs borne by War Department in standard CCC camps.

4 1935 and 1936.
### Distributions of standard CCC camps in continental United States

<table>
<thead>
<tr>
<th>CCC period</th>
<th>Dates embraced by CCC period</th>
<th>Bureau of Reclamation</th>
<th>Fish and Wildlife Service</th>
<th>General Land Office</th>
<th>Grazing Service</th>
<th>National Park Service</th>
<th>Others under Interior Department</th>
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<th>Total Agriculture</th>
<th>Total others</th>
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<td>Oct. 1, 1938, to Mar. 31, 1939</td>
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<td>Apr. 1, 1940, to Sept. 30, 1940</td>
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<tr>
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<td>17</td>
<td>Apr. 1, 1941, to Sept. 30, 1941</td>
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<td>1,488</td>
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<td>18</td>
<td>Oct. 1, 1941, to Mar. 31, 1942</td>
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<td></td>
<td></td>
<td>1,488</td>
</tr>
<tr>
<td>19</td>
<td>Apr. 1, 1942, to June 30, 1942</td>
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<td></td>
<td></td>
<td>1,488</td>
</tr>
</tbody>
</table>

1 In some instances program changed within the period.

2 Prior to 14th period, the Bureau of Biological Survey, (now integrated with the) Fish and Wildlife Service received camps under quota of the Department of Agriculture.

3 Army and Navy.

4 Soil Erosion Service.

5 National Defense.

6 Includes 27 on National Defense.

7 Includes 35 on National Defense.

8 Includes 92 on National Defense.

NOTE.—Office of Indian Affairs not included because its camps were not standard-type camps.
EMERGENCY CONSERVATION WORK

(ECW)

AN ACT

For the relief of unemployment through the performance of useful public work, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That for the purpose of relieving the acute condition of widespread distress and unemployment now existing in the United States, and in order to provide for the restoration of the country's depleted natural resources and the advancement of an orderly program of useful public works, the President is authorized, under such rules and regulations as he may prescribe and by utilizing such existing departments or agencies as he may designate, to provide for employing citizens of the United States who are unemployed, in the construction, maintenance, and carrying on of works of a public nature in connection with the forestation of lands belonging to the United States or to the several States which are suitable for timber production, the prevention of forest fires, floods and soil erosion, plant pest and disease control, the construction, maintenance or repair of paths, trails and fire lanes in the national parks and national forests, and such other work on the public domain, national and State, and Government reservations incidental to or necessary in connection with any projects of the character enumerated, as the President may determine to be desirable: Provided, That the President may in his discretion extend the provisions of this act to lands owned by counties and municipalities and lands in private ownership, but only for the purpose of doing thereon such kinds of cooperative work as are now provided for by acts of Congress in preventing and controlling forest fires and the attacks of forest tree pests and diseases and such work as is necessary in the public interest to control floods. The President is further authorized, by regulation, to provide for housing the persons so employed and for furnishing them with such subsistence, clothing, medical attendance and hospitalization, and cash allowance, as may be necessary, during the period they are so employed, and, in his discretion, to provide for the transportation of such persons to and from the places of employment. That in employing citizens for the purposes of this act no discrimination shall be made on account of race, color, or creed; and no person under conviction for crime and serving sentence therefor shall be employed under the provisions of this act. The President is further authorized to allocate funds available for the purposes of this act, for forest research, including forest products investigations, by the Forest Products Laboratory.

Sec. 2. For the purpose of carrying out the provisions of this act the President is authorized to enter into such contracts or agreements
with States as may be necessary, including provisions for utilization of existing State administrative agencies, and the President, or the head of any department or agency authorized by him to construct any project or to carry on any such public works, shall be authorized to acquire real property by purchase, donation, condemnation, or otherwise, but the provisions of section 355 of the Revised Statutes shall not apply to any property so acquired.

Sec. 3. Insofar as applicable, the benefits of the act entitled "An act to provide compensation for employees of the United States suffering injuries while in the performance of their duties, and for other purposes," approved September 7, 1916, as amended, shall extend to persons given employment under the provisions of this act.

Sec. 4. For the purpose of carrying out the provisions of this act, there is hereby authorized to be expended, under the direction of the President, out of any unobligated moneys heretofore appropriated for public works (except for projects on which actual construction has been commenced or may be commenced within 90 days, and except maintenance funds for river and harbor improvements already allocated), such sums as may be necessary; and an amount equal to the amount so expended is hereby authorized to be appropriated for the same purposes for which such moneys were originally appropriated.

Sec. 5. That the unexpended and unallotted balance of the sum of $300,000,000 made available under the terms and conditions of the act approved July 21, 1932, entitled "An act to relieve destitution", and so forth, may be made available, or any portion thereof, to any State or Territory or States or Territories without regard to the limitation of 15 per centum or other limitations as to per centum.

Sec. 6. The authority of the President under this act shall continue for the period of 2 years next after the date of the passage hereof and no longer.

Approved March 31, 1933.
CIVILIAN CONSERVATION CORPS

(CCC)

AN ACT

To establish a Civilian Conservation Corps, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby established the Civilian Conservation Corps, hereinafter called the Corps, for the purpose of providing employment, as well as vocational training, for youthful citizens of the United States who are unemployed and in need of employment, and to a limited extent as hereinafter set out, for war veterans and Indians, through the performance of useful public work in connection with the conservation and development of the natural resources of the United States, its Territories, and insular possessions: Provided, That at least 10 hours each week may be devoted to general educational and vocational training: Provided, That the provisions of this act shall continue for the period of 3 years after July 1, 1937, and no longer.

SEC. 2. The President, by and with the advice and consent of the Senate, is authorized to appoint a director at a salary of $10,000 per annum. The director shall have complete and final authority in the functioning of the Corps, including the allotment of funds to cooperating Federal departments and agencies, subject to such rules and regulations as may be prescribed by the President in accordance with the provisions of this act.

SEC. 3. In order to carry out the purpose of this act, the director is authorized to provide for the employment of the Corps and its facilities on works of public interest or utility for the protection, restoration, regeneration, improvement, development, utilization, maintenance, or enjoyment of the natural resources of lands and waters, and the products thereof, including forests, fish and wildlife on lands or interest in lands (including historical or archeological sites), belonging to, or under the jurisdiction or control of, the United States, its Territories, and insular possessions, and the several States: Provided, That the President may, in his discretion, authorize the director to undertake projects on lands belonging to or under the jurisdiction or control of counties, and municipalities, and on lands in private ownership, but only for the purpose of doing thereon such kinds of cooperative work as are or may be provided for by acts of Congress, including the prevention and control of forest fires, forest tree pests and diseases, soil erosion, and floods: Provided further, That no projects shall be undertaken on lands or interests in lands, other than those belonging to or under the jurisdiction or control of the United States, unless adequate provisions are made by the cooperating agencies for the maintenance, operation, and utilization of such projects after completion.
Sec. 4. There are hereby transferred to the Corps all enrolled personnel, records, papers, property, funds, and obligations of the Emergency Conservation Work established under the act of March 31, 1933 (48 Stat. 22), as amended; and the Corps shall take over the institution of the camp exchange heretofore established and maintained, under supervision of the War Department, in connection with and aiding in administration of Civilian Conservation Corps work camps conducted under the authority of said act as amended. Provided, That such camp exchange shall not sell to persons not connected with the operation of the Civilian Conservation Corps.

Sec. 5. The director and, under his supervision, the heads of other Federal departments or agencies cooperating in the work of the Corps, are authorized within the limit of the allotments of funds therefor, to appoint such civilian personnel as may be deemed necessary for the efficient and economical discharge of the functions of the Corps without regard to the civil-service laws and regulations.

Sec. 6. The President may order Reserve officers of the Army and officers of the Naval and Marine Reserves and warrant officers of the Coast Guard to active duty with the Corps under the provisions of section 37a of the National Defense Act and the act of February 28, 1925, respectively.

Sec. 7. The director is authorized to have enrolled not to exceed 300,000 men at any one time, of which not more than 30,000 may be war veterans. Provided, That in addition thereto camps or facilities may be established for not to exceed 10,000 additional Indian enrollees and 5,000 additional territorial and insular possession enrollees.

Sec. 8. The enrollees in the Corps (other than war veterans, enrollees in the Territories and insular possessions, Indians, not to exceed one mess steward, three cooks, and one leader per each company) shall be unmarried male citizens of the United States between the ages of 17 and 23 years, both inclusive, and shall at the time of enrollment be unemployed and in need of employment. Provided, That the director may exclude from enrollment such classes of persons as he may consider detrimental to the well-being or welfare of the Corps, except that no person shall be excluded on account of race, color, or creed. Provided further, That enrollments shall be for a period of not less than 6 months and reenrollments (except in the case of one mess steward, three cooks, and one leader, in each company, and War Veterans) shall not exceed a total term of 2 years. Provided further, That in the discretion of the director continuous service by the enrollee during his period of enrollment shall not be required in any case where the enrollee attends an educational institution of his choice during his leave of absence. Provided further, That the director shall be authorized to issue certificates of proficiency and merit to enrollees under such rules and regulations as he may provide.

Sec. 9. The compensation of enrollees shall be in accordance with schedules approved by the President, and enrollees with dependent member or members of their families shall be required under such regulations as may be prescribed by the director, to make allotments of pay to such dependents. Other enrollees may make deposits of pay in amounts specified by the director with the Chief of Finance, War Department, to be repaid in case of an emergency or upon completion of or release from enrollment and to receive the balance of their pay in cash monthly. Provided, That Indians may be excluded from these regulations. Provided further, That the pay of enrollees shall not
exceed $30 per month, except for not more than 10 per centum who may be designated as assistant leaders and who shall receive not more than $36 per month: Provided further, That not to exceed an additional 6 per centum of such enrollees who may be designated as leaders and may receive not more than $45 per month as such leaders.

Sec. 10. Enrollees shall be provided, in addition to the monthly rates of pay, with such quarters, subsistence, and clothing, or commutation in lieu thereof, medical attention, hospitalization, and transportation as the director may deem necessary: Provided, That burial, embalming, and transportation expenses of deceased enrolled members of the Corps, regardless of the cause and place of death, shall be paid in accordance with regulations of the Employees' Compensation Commission: Provided further, That the provisions of the act of February 15, 1934 (U. S. C., 1934 ed., title 5, sec. 796), relating to disability or death compensation and benefits shall apply to the enrolled personnel of the Corps.

Sec. 11. The Chief of Finance, War Department, is hereby designated, empowered, and directed, until otherwise ordered by the President, to act as the fiscal agent of the director in carrying out the provisions of this act: Provided, That funds allocated to Government agencies for obligation under this act may be expended in accordance with the laws, rules, and regulations governing the usual work of such agency, except as otherwise stipulated in this act: Provided further, That in incurring expenditures, the provisions of section 3709, Revised Statutes (U. S. C., 1934 ed., title 41, sec. 5), shall not apply to any purchase or service when the aggregate amount involved does not exceed the sum of $300.

Sec. 12. The President is hereby authorized to utilize the services and facilities of such departments or agencies of the Government as he may deem necessary for carrying out the purposes of this act.

Sec. 13. The director and, under his supervision, the cooperating departments and agencies of the Federal Government are authorized to enter into such cooperative agreements with States and civil divisions as may be necessary for the purpose of utilizing the services and facilities thereof.

Sec. 14. The director may authorize the expenditure of such amounts as he may deem necessary for supplies, materials, and equipment for enrollees to be used in connection with their work, instruction, recreation, health, and welfare, and may also authorize expenditures for the transportation and subsistence of selected applicants for enrollment and of discharged enrollees while en route upon discharge to their homes.

Sec. 15. That personal property as defined in the act of May 29, 1935 (49 Stat. 311), belonging to the Corps and declared surplus by the director, shall be disposed of by the Procurement Division, Treasury Department, in accordance with the provisions of said act: Provided, That unserviceable property in the custody of any department shall be disposed of under the regulations of that department.

Sec. 16. The director and, under his supervision, the heads of cooperating departments and agencies are authorized to consider, ascertain, adjust, determine, and pay from the funds appropriated by Congress to carry out the provisions of this act any claim arising out of operations authorized by the act accruing after the effective date thereof on account of damage to or loss of property or on account of personal injury to persons not provided for by section 10 of this act.
caused by the negligence of any enrollee or employee of the Corps while acting within the scope of his employment: Provided, That the amount allowed on account of personal injury shall be limited to necessary medical and hospital expenses: Provided further, That this section shall not apply to any claim on account of personal injury for which a remedy is provided by section 10 of this act: Provided further, That no claim shall be considered hereunder which is in excess of $500, or which is not presented in writing within one year from the date of accrual thereof: Provided further, That acceptance by any claimant of the amount allowed on account of his claim shall be deemed to be in full settlement thereof, and the action of the director or of the head of a cooperating department or agency upon such claim so accepted by the claimant shall be conclusive.

Sec. 17. There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, such sums as may be necessary for the purpose of carrying out the purposes of this act: Provided, That no part of any such appropriation shall be used in any way to pay any expense in connection with the conduct, operation, or management of any camp exchange, save and except such camp exchanges as are established and operated, in accordance with regulations to be prescribed by the director, at such camps as may be designated by him, for real assistance and convenience to enrollees in supplying them and their supervising personnel on duty at any such camp with articles of ordinary use and consumption not furnished by the Government: Provided further, That the person in charge of any such camp exchange shall certify, monthly, that during the preceding calendar month such exchange was operated in compliance therewith.

Sec. 18. This act, except as otherwise provided, shall take effect July 1, 1937.

Approved, June 28, 1937.
CIVILIAN CONSERVATION CORPS

DIRECTORS

Robert Fechner ...................................................... 1933-39
James J. McEntee ..................................................... 1940-43

ADVISORY COUNCIL

WAR DEPARTMENT

Col. Duncan K. Major, Jr. ........................................... 1933-36

DEPARTMENT OF THE INTERIOR

Horace M. Albright ................................................ 1933
Arno B. Cammerer .................................................... 1933-37
Conrad L. Wirth ..................................................... 1937-43

DEPARTMENT OF AGRICULTURE

R. Y. Stuart .......................................................... 1933-34
Frank A. Silcox ...................................................... 1934-38
Fred Morrell .......................................................... 1938-43

DEPARTMENT OF LABOR

W. Frank Persons ................................................... 1933-38

VETERANS' ADMINISTRATION

C. W. Bailey .......................................................... 1937-43
BUREAU STATEMENTS AS OF JUNE 30, 1942

SUBMITTED BY BUREAU REPRESENTATIVES HANDLING CCC WORK AT THAT TIME

General Land Office.................................................. THOMAS C. HAVELL
Office of Indian Affairs.............................................. DANIEL E. MURPHY
Bureau of Reclamation................................................ ALFRED R. GOLZE
National Park Service................................................ CONRAD L. WIRTH
Grazing Service....................................................... EDMUND R. GREENSLET
Fish and Wildlife Service............................................ P. S. MUNK PEDERSEN

GENERAL LAND OFFICE

During the life of the Civilian Conservation Corps, the General Land Office operated a maximum of six CCC camps and carried on a program of work in the Territory of Alaska. This participation was but a small part of the entire CCC program, but the achievements in the conservation of resources, both natural and human, are almost beyond comprehension.

Among the first of the CCC camps to be established was one for the control and suppression of outcrop fires in the coal beds on the public domain in the Little Thunder Basin, Wyoming. In the early years of the program the work was suspended during the winter periods and for a while two camps were assigned to this project; but in realization of the fact that the work could be more economically carried forward on a year-around basis the number of camps was reduced to one which continued work throughout the year until the closing of the entire CCC program.

Some of the fires in these coal beds had been burning since the earliest recorded history of that area, destroying and endangering a mass of coal measured in terms of billions of tons. Using special techniques developed in collaboration with technical experts of the Geological Survey, approximately 25 of these fires were completely suppressed or extinguished and several others brought under control to the point that they will probably burn out without material damage; yet there are other fires which were not touched up to the time the CCC program terminated which will continue their destructive forces. The immense coal deposits in this area lying in the public domain constitute a fuel reserve of immeasurable value, as large-scale production can be quickly accomplished through strip mining in case production in the Eastern States should be curtailed. These deposits on which the fires have been extinguished or brought under control have been saved for future generations by reason of the magnificent work of the CCC.

In 1938, three CCC camps were assigned to the General Land Office for work on the O. & C. lands in Oregon, and the following year two additional camps were established on this project. These five camps continued their activities until the early part of the fiscal year 1942, when the O. & C. program was reduced to three camps which continued until the close of the general CCC program. These camps provided physical improvements, forest protection, reforestation, and develop-
nent necessary in the successful administration of the 2,500,000 acres of timbered land on the O&C lands in Oregon. To carry out a well-planned forest conservation, development, and management program, a transportation system and forest-protection plan are of first importance. The CCC has furnished both within this area, and while a great deal more remains to be done, that which has been completed is of inestimable value.

The many miles of access and utilization road constructed by the CCC through the O&C timbered lands are today proving their value. The CCC truck trails penetrating the hitherto unbroken forest wildernesses make it possible for the forest fire fighters to reach remote areas and control fires which otherwise would rage unchecked for days. These same truck trails make it possible to reach stands of high-quality timber necessary for aircraft construction and other special war needs. Trained CCC fire-fighting crews controlled numerous forest fires quickly and efficiently. Had it not been for these highly trained mobile crews, many fires would have devastated unknown thousands of acres of forest land and destroyed huge quantities of highly valuable forest products which are now in use and vital to the progress of the war.

Many other activities of less tangible value were conducted by the CCC on the O&C lands, such as perpetuation of our forests by planting small trees on denuded areas; the control of forest-destroying diseases and insects, and the education of the public in the need for conservation.

CCC activities on the 325,000,000 acres of public domain in Alaska were transferred to the General Land Office in April 1940. Since the impact of the war prevented the employment of the planned number of whites, the employment was chiefly Alaskan Indians and Eskimos, and the program was directed mainly for the benefit of the native peoples. The projects worked on during the year were in villages scattered from Wainwright on the Arctic coast to Atka on the Aleutian chain, and Eagle on the Upper Yukon River. In this vast area, sanitary facilities and community water-supply systems were constructed. Debris within and in the vicinity of the villages was cleared and burned. School houses were erected and remodeled, roads and trails constructed and maintained, and reindeer corrals were constructed for the benefit of the native inhabitants. Probably about 100 villages were benefited by this program.

One of the greatest problems in Alaska is transportation. CCC personnel maintained and staked winter sled trails and maintained winter landing fields to make mail, freight, and passenger operations possible with a minimum of disruption in service.

Other projects undertaken included fire hazard reduction along major Alaskan highways, the establishment of fire-breaks and the development of playground and recreational areas.

In all of the CCC camps operated by the General Land Office, the training of employees for the work important to civilian life during peacetime and essential to the war effort in this period of emergency, was stressed. As a result of this training, many employees attained proficiency in several types of work and secured highly remunerative employment in private industry.

The benefits derived from the CCC program operated by the General Land Office are beyond measure. The results will be felt for generations by reason of salvaging of manpower and the conservation of our resources.
Emergency Conservation Work and Civilian Conservation Corps activities within the Office of Indian Affairs began June 19, 1933, and ended July 10, 1942.

During that period 88,349 different individuals participated as enrollees. Eighty-five thousand two hundred of these were Indians; 3,149 were whites, most of whom were intermarried. An average of 7,564 enrollees, and 776 employees—8,340 persons in all—were engaged in conservation activities each day during the life of the Corps.

Approximately $72,000,000 were expended—an average of $8,000,000 per year.

The work accomplishments are impressive, and have contributed directly to the rebuilding of the reservations and the National Domain. They were favorably commented on by numerous officials, including the directors of the Corps.

Careful and adequate planning was insisted upon, and every effort made to insure that each project was completed in an efficient manner with the least possible expenditure of funds consistent with good engineering and construction practices.

The improved economic condition of the Indians has definitely influenced their morale. They were participants in the planning, they did the work, and they directly benefited by the results.

Thousands of enrollees became skilled workers as a direct result of their participation in the Corps and are now contributing to the war effort as members of the armed forces, as skilled workers in war industries, and as producers of food. Training was always a real, if not conspicuous activity.

The program was the first piece of emergency legislation under which the Indians benefited. There was much work to be done on Indian reservations. Heretofore, funds had not been available in sufficient amounts to undertake large-scale programs. There was considerable erosion; millions of acres of forest, range, and farm lands needed attention. Under ECW, funds were given to the Office of Indian Affairs, enrollment for Indians was eased, and thousands, literally, obtained their first steady employment in years.

The program started from "scratch." There were no precedents. It was necessary to undertake a huge program with a new staff of employees.

The immediate objective was to furnish gainful employment for needy Indians, and to improve their land holdings, and the Office of Indian Affairs was thus able to undertake a long-range program to help the Indian become self-supporting. Work was undertaken on nearly 300 different tracts of land—on reservations, rancherias, and other holdings—under 71 jurisdictions, in 23 States.

The program revitalized Indian life; it gave wage work where and when it was needed. It made possible the building up of reservation resources. Indians were taught how to use the land and water con-
served. The program provided many opportunities for Indian advancement which are difficult to put into any compilation. It developed leadership under practical conditions. It changed indifferent and sullen attitudes into helpful cooperative actions. These things cannot be measured in any compiled summary.

The program touched on every phase of reservation life and activity and cooperation was given to, and received from, all other Office of Indian Affairs divisions.

A total of 15,041,819 “man-days worked” was reported for the entire period. The cost per enrollee work day was $4.79. This does not include the time of the employed personnel or irregular labor; it covers only the actual time of the enrollee on work projects. The cost per calendar day was less than $3.00. Seventy-one percent of the disbursements went for salaries and wages; Indians received 60.7 percent. Seven-tenths of 1 percent went to white enrollees, who, in the majority of cases, were intermarried and supporting Indian families. Nine and seven-tenths percent went to white employees and white irregular labor.

The maximum enrollment in one month was 15,171, in June 1941; the minimum was 3,903 in April 1935. The maximum number of persons employed in any one month was 1,464, in June 1935, and of these 839 were Indians. The maximum number of Indians employed in any one month was 882,1,452 positions occupied), in July 1935. The minimum number of persons employed was 476 in June 1942, and 266 of these were Indians.

The need for continuing conservation work on reservations cannot be overstated. Long-term programs covering all phases of development are imperative to insure proper use of land and to provide work for the needy for years to come. There are approximately 55,000,000 acres of Indian lands in nearly 300 reservations, rancherias, and other holdings under Office of Indian Affairs supervision.

Indian lands include a considerable portion of the Nation’s watersheds and timber stands. Whatever affects Indian lands likewise affects white-owned lands. Indian lands are a part of the National Domain. Continuation of the work will go a long way toward building up a prosperous Indian citizenship and in making the reservations and the residents thereon assets to the States and the Nation. The Indians constitute one of the lowest income groups in the country. Isolated, on remote reservations, they lack employment opportunities. Indians will work; they have the capacity and skill to do what is needed. They are quick and eager to learn and their output equals that of any group anywhere.
Federal Reclamation is a Government enterprise designed to utilize the water resources of the West in the work of developing the arid and semiarid regions that lie west of the one-hundredth meridian; an area of 740,000,000 acres comprising a third of the land area of the United States. Less than 20 inches of rain falls annually in nearly all of this vast territory, which is incapable of supporting any considerable population or agriculture without an artificial water supply. Through the irrigation of desert lands and the operation of power plants, new opportunities for farms, homes and for cities, for mining and processing the country’s mineral wealth and for manufacturing many of the essential tools of a modern industry, are created. It is the task of the Bureau of Reclamation to plan, design, and build the intricate engineering works that provide water for irrigation and generate power and to supervise their operation and maintenance after completion. The water and power users who benefit by these developments are required to repay their cost over a period of years.

Federal irrigation in the Western States began in 1902 with the enactment of the Reclamation Act. In the early years following passage of this act many irrigation projects were built and placed in operation at a reimbursable cost approximating $220,000,000 by 1935. These projects consist usually of a dam and reservoir to store water and an extensive system of Government-owned canals and canal structures to control and deliver the stored water to individual farm units.

The economic depression that began in 1930 made it difficult to maintain the irrigation systems at proper standards and the droughts in the early years of the depression further reduced the available water supply, augmenting the problems of the irrigation farmer. Thousands of control structures built 20 or 25 years previously, became deteriorated beyond repair, canals became silted and clogged with vegetation, and crop yields on the farm lands decreased alarmingly with the decrease in water supply. By 1934 it had become a matter of urgency that some means be found, not inconsistent with the unemployment problem of the country, to overcome these adverse project conditions and to protect the Government’s large investment.

A few CCC camps were established on reclamation projects in 1934. In 1935, 50 camps were allotted to the Bureau of Reclamation to undertake a comprehensive program for the rehabilitation of the irrigation systems and the development of a supplemental water supply on projects affected by drought conditions. Rehabilitation was programmed on a basis of permanent improvements designed to avoid difficulties in future years. Deteriorated wooden water control structures in the canals, such as checks, drops, turnouts, etc., were replaced with permanent concrete structures. Canal banks were cleaned of vegetation, reshaped to their original design, and were lined with concrete, rock, or gravel to prevent future erosion and silting. Operation roads for
motor vehicles were built along canals to facilitate operation, inspection, and maintenance of the facilities. Telephone lines and fences on Government property were rebuilt to present-day standards. Impounding and diversion dams which had suffered from excessive wave action or wind erosion were rebuilt to their designed lines and grades and were heavily blanketed with rock or gravel.

Supplemental water supplies were developed for several projects by the construction of small reservoirs and the building of feeder canals to bring additional water to existing reservoirs. Later in the CCC program, camps were assigned to aid in the construction of new reclamation projects undertaken as part of the Bureau's regular expansion program or as part of the Water Conservation and Utility project program, the latter specially authorized by an act of Congress for development with CCC forces. The camps on these projects began the construction of dams, the clearing of reservoir sites, the excavation of canals, and the building of water-control structures. The suspension of the Civilian Conservation Corps in July 1942 found much of this work uncompleted.

A multitude of miscellaneous conservation programs were carried out on all classes of reclamation projects. An extensive campaign for the extermination of gophers and ground squirrels, whose tunneling habits are very harmful to irrigation canals, was an important activity on nearly all projects. The spread of noxious weeds had become a serious menace on several projects, forcing much otherwise good land out of cultivation. Various methods of eradication were investigated and demonstrations were given on Government land of those found to be practicable and low in cost. Experiments with new sealing agents for lining porous canals were conducted and feasible methods of application were developed. Emergencies consumed much of the time of CCC men on reclamation projects. In cooperation with the Fish and Wildlife Service, major improvements have been accomplished on a number of wildlife reserves that are also irrigation reservoirs. Forest fires, prairie-grass fires, floods, earthquakes, and grasshopper infestations were almost annual occurrences. The availability of CCC men greatly lessened the property damage and loss of natural resources. Many lives were saved through their work in preserving the stability of important structures under flood conditions.

Most irrigation projects are too remote from developed recreational areas to permit the average settler or his family or the local urban residents to enjoy a weekend or occasional day of rest without considerable travel. Irrigation reservoirs on the projects or in the nearby mountain areas afford a place for development of playgrounds to make recreation an integral part of the project life. Swimming, boating and fishing facilities, picnic and camp grounds, shelters, access roads, hiking trails, parking areas, and the planting of trees and shrubbery at these reservoirs have made a number of projects a much pleasanter place to live. At Guernsey Reservoir in Wyoming a fine museum of the early days of Wyoming settlement has been built to National Park Service standards.

A few figures illustrate the volume of the accomplishment of CCC forces during the past 7 years on the irrigation projects. Over 60,-000,000 square yards of canals and drainage ditches were placed in good condition by clearing or cleaning; 1,800,000 square yards were lined with impervious materials, and 2,800,000 square yards were
riprapped for protection against erosion; operating roads were built along 3,000 miles of canals; 39,000 acres of reservoir sites were cleared of trees and brush, and 15,800 water-control structures in canals and ditches were built. In all, 7,153,000 enrollee man-days were expended on these and other related activities. Camps were operated at 83 separate locations on 45 projects in the 15 Western States.

The work of the enrollees at camps on reclamation projects trained thousands of truck drivers and tractor operators. Elementary training in concrete and masonry construction, erection of frame structures, and the use and repair of hand tools were standard on-job courses. No better training of nonmilitary character could have been given these young men to fit themselves for defending their country in the armed services or for participating in the vast civilian construction program initiated at the outbreak of the war.

The fine work of the Civilian Conservation Corps by 1942 had brought the Federal irrigation projects back to a high standard of physical excellence. The irrigation systems are now in generally good condition, able to deliver required amounts of water and by the permanency of their rehabilitation they are insured against future interruptions of consequence. Under pressure of war conditions, these projects are being called on today for greater and greater quantities of high-quality food and fiber for the armed forces and lend-lease agencies. Without the aid of the Civilian Conservation Corps in pre-war years, the in-war production of these projects would not be such a satisfactory contribution to the war program.
The Civilian Conservation Corps advanced park development by many years. It made possible the development of many protective facilities on the areas that comprise the National Park System, and also provided, for the first time, a Federal aid program for State park systems through which the National Park Service gave technical assistance and administrative guidance for immediate park developments and long-range planning. Of approximately 3,114 CCC camp years of work under the supervision of the National Park Service, 880 or 28 percent were on National Park Service areas, and 2,234 or 72 percent, on non-Federal park and recreational areas. It is believed that the work accomplished in the park conservation field in the 10 years of CCC was equal to what might have been expected in 50 years without its assistance.

The National Park System benefited immeasurably by the Civilian Conservation Corps, principally through the building of many greatly needed fire trails and other forest fire-prevention facilities such as lookout towers and ranger cabins. During the life of the CCC, the areas received the best fire protection in the history of the Service. Over 414,000 man-days were spent on the work of fire prevention and over 250,000 on fire suppression. The value of the man-days spent in fire protection and suppression in the great scenic areas of the Nation cannot be overestimated.

The CCC also provided the manpower and materials to construct many administrative and public-use facilities such as utility buildings, sanitation and water systems, housing for its employees, service roads, campground improvements, and museums and exhibits; to do reforestation and work relating to insect and disease control; to improve the roadsides; to restore historic sites and buildings; to perform erosion control, and sand fixation research and work; to make various travel and use studies; and to do many other developmental and administrative tasks that are so important to the proper protection and use of the National Park System.

The CCC made available to the superintendents of the national parks, for the first time, a certain amount of manpower that allowed them to do many important jobs when and as they arose. Many of these jobs made the difference between a well-managed park and one "just getting along." If the CCC or a similar organization is established in the future, a more flexible use of the men assigned to National Park System areas would increase its value to them.

The State park program received a tremendous impetus through the CCC. Without having had any previous official relationship with State park organizations, the National Park Service was asked to supervise CCC work on non-Federal park areas. This required the setting up of a supplementary organization on a regional basis. Many States were not prepared to utilize effectively the manpower and materials that were suddenly available to them—in fact, the majority of them had practically no State park system or organization.
The CCC was not just a pick-and-shovel project. It contributed tremendously to the Nation’s thought on parks and recreation. It was soon realized that one of the first requirements for adequate programs, both immediate and long-range, was a comprehensive survey and study of the entire park and recreational problem on a Nation-wide basis. In 1936, Congress enacted the Park, Parkway, and Recreation Study Act (49 Stat. 1894), and pursuant to this act, 46 of the States and the Territory of Hawaii participated in the conduct of State-wide studies. Thirty-seven of the States completed reports on their studies and 21 published them. In 1941, the National Park Service published its report, “A Study of the Park and Recreation Problem of the United States.” Between 1936 and 1942, the National Park Service responded to the requests of 18 States in helping to rewrite their general conservation laws, which placed parks and recreation in a stronger position. During the 10 years of CCC, the National Park Service issued the following publications relating to park work—all made possible by the CCC:

- A Study of the Park and Recreation Problem of the United States.
- Park Structures and Facilities.
- Park and Recreation Structures.
- Park Use Studies and Demonstrations.
- Fees and Charges for Public Recreation.
- Tree Preservation Bulletin, Series 1–9, incl.
- Digest of Laws Relating to State Parks.
- Digest of Laws Affecting Organized Camping.
- Digest of Laws Relating to Local Parks and Recreation.
- Municipal and County Parks in the United States—1935.

The above-mentioned work was fundamental and essential to insure proper physical improvements on the State park and recreational areas throughout the country. Although Congress authorized this work under the CCC, an emergency organization, and again in the Park, Parkway, and Recreation Study Act of 1936, it never appropriated any funds specifically for it. Virtually all of this planning performed by the National Parks Service was carried out by personnel employed with CCC funds. While this work was being conducted, the CCC camps were proceeding with the development of more than 561 non-Federal park areas throughout the country. The work included every conceivable type of project necessary to develop well-rounded park and recreational areas. To enumerate the work accomplished, State by State, would take too much space in this report. As an example, however, the State of Virginia in 1933 had only Matoaka State Park, and the Richmond Battlefield which was acquired by the State for transfer to the Federal Government for inclusion in the National Park System. By June 1942 the State had developed, principally with the aid of the CCC (78 1/2 camp years), 11 areas with a total of 19,987 acres, well distributed throughout the State from the coast to the mountains. The CCC provided each of its six principal State parks with a road system, water supply and sewage disposal systems, telephone lines, power lines, and necessary utility and administrative structures and facilities. It built three recreational dams and one swimming pool; it provided bathhouses and necessary appurtenances in each park, and beach facilities in five of them; it constructed hundreds of other buildings for public use; and it provided
recreation and protection by the construction of many miles of trails. In short, with the aid of CCC, the State has given its citizens a system of parks with most of the recreation activities for their leisure-time use. In the 1942 fiscal year, their largest attendance year, 486,376 visitors used the State park system.

With the liquidation of the CCC work forces in July 1942, aid to the States was terminated, and planning assistance authorized by the Park, Parkway, and Recreation Study Act virtually ceased. For insurance of the success of any future Federal aid program, regardless of what agency administers it, or the methods used, the provisions of the Recreation Study Act should continue to be carried out, at least to the extent of assisting the States in keeping the studies and plans alive and abreast with the developments of the time. This would permit rapid resumption of development work on a sound basis, either with or without Federal assistance.
GRAZING SERVICE

Grazing Service participation and cooperation in the activities and accomplishments of the Civilian Conservation Corps commenced in April 1935 when seven camps were assigned to this Service. The number of CCC camps was increased to 45 by November of the same year. This quota was maintained until 1938, when the number was increased to the full complement of 90 camps by November of that year. The number then continued at approximately this figure until the liquidation of CCC in the spring and summer of 1942. The CCC camps were distributed uniformly among the 58 Grazing Districts in the 10 Western States of Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming.

The services of the enrollees were used by the Grazing Service toward the accomplishment of those objectives of the Taylor Grazing Act which have to do with the construction of improvements on the public domain for the purpose of opening up new range lands, increasing the forage on existing range lands, regulating the use of all range lands, and protecting and conserving this natural resource for the benefit of all concerned. Many of these valuable accomplishments on the part of the CCC enrollees are now in evidence throughout the 142,000,000 acres of Federal range administered by the Grazing Service.

Perhaps the most important contributions to the range are the many stock-watering facilities constructed by CCC enrollees. Chief of these are the earthen reservoirs, ranging in size from 2-acre feet up to 100-acre feet in capacity. Included also are numerous small reservoirs and waterholes having capacities under 2-acre feet. Other water facilities consist of spring developments and drilled wells. Although wells render excellent watering facilities, preference was given to the development of springs and the construction of reservoirs with earth dams, because they afforded greater opportunities for the employment of enrollee labor. The materials required for springs and reservoirs were nominal, whereas for wells the cost of the materials was far out of proportion to the labor required. The placing of water in the outer reaches of the range allowed grazing to expand into vast areas of land which were rich in forage but which could not be used until water was provided.

Truck-trails, stock-trails, and stock-driveways constructed by CCC enrollees are also a major contribution to the range. Truck-trails allow the stockmen to transport stock and supplies from ranch to range and from range to market. Stock-trails and stock-driveways allow migration of the animals from summer to winter range and also from range to loading stations. Thousands of miles of these facilities were constructed by the CCC enrollees. It may be mentioned also that nearly all of these truck-trails have become a complement to the network of State and County highways, thus augmenting traffic facilities for social as well as economic use. In effect, they have brought the school, the church, and the library nearer to the ranch.
One of the purposes of the Taylor Grazing Act is to regulate the use of the range by assigning definite areas to the various stockmen and thereby eliminating the confusion and conflict which formerly obtained when all of the range belonged to everybody. Thus, the fencing of allotments has become an integral part of the Grazing Service program. In line with this program, the CCC enrollees constructed thousands of miles of barbed wire boundary fences and drift fences to control and regulate the grazing on the range. Holding corrals, loading corrals, shearing corrals, and miscellaneous livestock facilities were constructed in great number.

Every pursuit of man in his effort to exist and subsist must meet and surmount the usual obstacles and resistances set up by nature. Likewise, the stockman is confronted with the task of eradicating poisonous weeds, exterminating detrimental insects, controlling the number of rodents, and reducing the number of predatory animals. This task has been performed for the stockman by CCC enrollees on thousands of acres of the public domain, thereby conserving the products of the range, as well as the forage, which is the basis of the production. This work was done in cooperation with the Fish and Wildlife Service. The most practical and economic methods were employed.

Throughout every hot summer on the range and extending well into the fall, the forage vegetation, as well as the brush and timber stands, are threatened with loss by fire. Losses are greater in some years than others, but there is never a year without some fires on the range. During the period from 1935 to 1942 the CCC organization accomplished incalculable results not only in the suppression of range and forest fires, but also in the construction of fire breaks and other safeguards by way of presuppression of potential fires. The enrollees became well trained in this work and their efforts were most effective. Other emergency work of different kinds was performed by the enrollees at various times and at various places. They opened up truck-trails covered with snow to relieve isolated bands of sheep. They repaired dams, canals, and other properties in the wake of floods. They formed searching parties for the location, recovery, and protection of stranded airplanes. Numerous other emergency tasks were performed with dispatch and effectiveness.

Although the natural forage on the range is tremendous in the aggregate, it is not uniform in intensity. Artificial seeding of range grasses is necessary in arid and sparsely vegetated areas. This is especially true in areas that have been burned over by range fires. To meet this need, the CCC enrollees have rendered services which have been very valuable and effective. They have harvested seed from natural range grass species and have sown the seed by hand and by machine over thousands of acres of land. They have also assisted in the laying out and development of experimental plots where the various species of grasses have been planted and subjected to various conditions of exposure, protection, and utilization.

A further major accomplishment, which not only rendered valuable assistance to this Service, but which extended to the CCC personnel an opportunity for education and training along professional lines, was the project embracing range surveys, dependent property surveys, land recording, collection and arrangement of herbariums, compiling map data and the production and reproduction of maps, designs, and photographs. This project developed many young men.
who have since become valuable employees in commercial and military pursuits, as well as in the Grazing Service.

Throughout the tenure of the Civilian Conservation Corps as an integral part of the Grazing Service organization it has been kept in mind that the enrollee was not to be considered as a mere unit of labor, but that over and above this contribution of service on his part there was a responsibility on the part of the administrative officials to educate and train the enrollee along vocational lines and to guide his conduct and shape his environment in such manner as to make him a better worker, a better man and a better citizen. To this end, the Grazing Service cooperated actively with the Army and educational officials at all times in an earnest effort to accomplish these purposes.
FISH AND WILDLIFE SERVICE

During the 9 years of its existence the CCC has been an extremely influential force in the conservation of our wildlife resources, notably migratory waterfowl and big game animals. Coincident with the establishment of the Corps in 1933 a gigantic wildlife-refuge purchase program was begun. In the continental United States, since 1933, approximately 8,000,000 acres of land and water have been acquired for national wildlife refuge purposes, increasing the total refuge holdings to approximately 9,570,000 acres in 257 refuges. These refuge lands compensate in part for the millions of acres of wildlife habitat which necessarily fell before the plow, the ax, and the drainage ditch, but much of it was barren, even more was submarginal, and almost all was lacking in the basic wildlife requirements of water, food, and protective cover. Improvements had to be made in order that the refuges might be capable of supporting great concentrations of wild creatures and in order that the refuges might be administered efficiently and economically. It is in making these improvements that the CCC has been of tremendous benefit to wildlife conservation.

Of the 257 refuges, 44 of the larger and more important ones have been developed almost exclusively through the CCC. Two thousand five hundred ninety-eight camp months of CCC labor have been directed toward the accomplishment of two fundamental objectives: the improvement of wildlife habitat and the improvement of administrative facilities. In order to improve the refuges to a condition most favorable to wildlife, dams, dikes, and other devices for the impoundment and control of water have been built; food and cover-producing vegetation has been planted for wildlife and as a deterrent to soil erosion; millions of trees have been planted as windbreaks and to provide wildlife cover; stream- and lake-bank protection has been given prominent attention, as has the construction of nesting islands and wildlife shelters. To facilitate refuge management, truck trails, bridges, lookout towers, fire lanes, telephone lines, small but well-built headquarters and utility buildings, and seed- and tuber-storage cellars have been constructed, and to keep out stray livestock and prevent trespass, fences and boundary markers have been erected.

A few of the important accomplishments may be cited as indicative of the type and quantity of work accomplished. Eighty-five large impoundment and diversion dams were built, involving excavation of about 13,000,000 cubic yards of earth and rock, and the construction of nearly 900 water-control structures. Deficiencies in vegetation have been overcome by the planting of tremendous quantities of aquatics, of shrubs and trees for upland game, and of soil-binding and moisture-conserving grasses. Nesting islands have been built for the better protection of waterfowl and shore birds. Work preliminary to water impoundment includes the excavation of nearly 3,000,000 cubic yards of earth and rock from canals and ditches, clear-
ing and cleaning of 4,500,000 square yards of water channels and 5,500 acres in reservoir, lake, and pond sites. Nearly 2,000 miles of fences have been erected, 190 foot and vehicle bridges, and 2,000 miles of truck and patrol trails have been built, and fire-protection systems, including 60 look-out towers, 750 miles of telephone lines, and several hundred miles of firebreaks have been developed. Headquarter, patrol, and laboratory facilities, including nearly 900 dwellings, overnight cabins, and other buildings, including offices, laboratories, garages, and storage houses have been provided. As an erosion-control measure 700 permanent check dams have been built.

In accomplishing this work the Service has had the use of and was custodian of equipment valued at about $2,000,000, consisting of 43 draglines, 140 tractors, 825 trucks, and a mass of smaller equipment and tools.

Director Gabrielson's remark of several years ago, "Even if the Civilian Conservation Corps should for some unforeseen reason be closed out in the near future, the Fish and Wildlife Service should be forever thankful for what this organization has accomplished for wildlife conservation," states clearly the value of CCC in wildlife conservation.
Clean-up.

Building curb.
Play.

Emergency 1937 flood.
Field lunch.

Camp meal.
First aid.

Medical care.
Pay day.

Canteen.
The library.

Time off.
Reading and typing.