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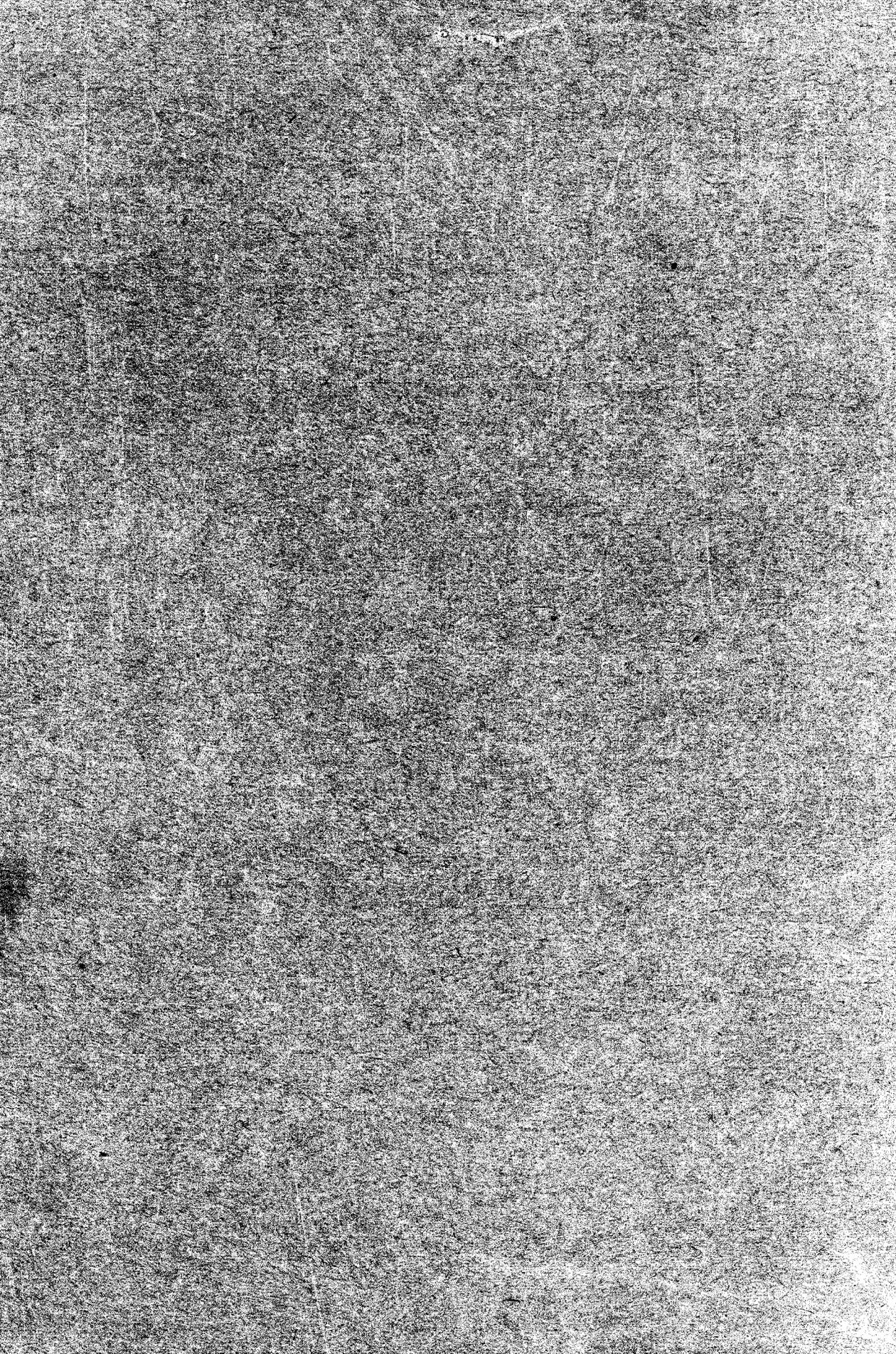


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# **FINAL REPORT ON**

# **THE WPA PROGRAM**

**1935-43**



*U. S. Government Printing Office*

**FINAL REPORT**  
**ON**  
**THE WPA PROGRAM**  
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## LETTER OF TRANSMITTAL

Washington, D. C., December 18, 1946.

MY DEAR GENERAL FLEMING:

Transmitted herewith is the Final Report on the Work Projects Administration covering the entire period of the operation of its work relief program from July 1, 1935 through June 30, 1943. Publication of this report, which was prepared during the period of liquidation of the program, has been postponed until now because of the war.

The WPA program originated under a condition of mass unemployment and misery of gigantic proportions. During its operation it provided employment at one time or another for a total of about 8,500,000 different individuals. This means that during the 8 years in which the program was in operation nearly one-fourth of all families in the United States were dependent on WPA wages for their support. Peak WPA employment was reached in the fiscal year 1939 when it averaged well over 3,000,000 persons; it declined to an average of 2,000,000 in fiscal 1940, to 1,709,000 in 1941, and, as war production got well under way, to 271,000 in fiscal 1943, the last year of operation of the program.

This report has been prepared with a view to making the record of WPA experience available to Government officials and other interested individuals, and to presenting for future guidance the problems encountered during the existence of the program and the manner in which they were solved. Administrative officials and students of the unemployment problem also will find here a succinct account of the background and creation of the WPA program, the process by which needy workers were provided with employment, the types of projects operated, the results accomplished, and the administrative structure and functions of the organization.

During the years of the program's operation a great deal was said in commendation of the physical accomplishments, the maintenance of work habits and skills, the training of workers in new fields, and the part the program played in the earlier stages of the war effort. Conversely, a great deal was said in criticism of the methods of work, the lack of planning, the alleged malingering of WPA workers and their refusal to accept private employment. Without attempting to distribute either praise or blame, this report attempts an objective study of the facts as they have been found.

Among major construction accomplishments of the WPA were the building or improving of 651,000 miles of roads, the erection or improvement of 125,110 buildings of all kinds, the installation of 16,100 miles of water mains and distribution lines, the installation of 24,300 miles of sewerage facilities, and the construction and improvement of many airport facilities, including landing fields, runways, and terminal buildings. The service projects covered a wide range, from the serving of hot school lunches and the maintenance of child-health centers to the operation of recreation centers and literacy classes. These service projects employed the abilities and training of otherwise jobless white-collar and professional workers, and provided many needed and valued community services.

To thousands of the Nation's towns and cities the WPA was important as a social and economic stabilizer in a period of serious stress. Officials of State and local governments who were in close touch with local unemployment situations welcomed the aid of the organization in providing work and wages for the needy jobless. Sponsors' contributions provided \$2,837,713,000, or more than one-fifth of the total cost of WPA operated projects, of which the Federal share was \$10,136,743,000.

The unemployed of the Nation wanted work and wages; they did not want to loaf in idleness on a dole, and WPA helped in some degree to maintain skills and work habits by cooperating with the communities in providing useful jobs for them. Although the earnings of WPA workers varied according to skill and location, they averaged only \$54.33 a month over the 8-year period.

During the defense emergency and early in the war, WPA workers performed tasks of substantial military value in the construction and improvement of airports, access roads, strategic highways, barracks, hospitals, mess halls, and other facilities at military and naval establishments, and also in the provision of health, welfare, and other services. The contribution of the WPA to the national defense and war programs was well recognized by military and naval authorities. WPA workers went in large numbers into private employment in war production plants where the skills they had acquired on WPA projects were utilized, as well as into the armed services.

Without entering upon an evaluation of the program, it seems generally agreed that WPA work projects marked an advance over traditional poor-law methods of providing relief. Acceptance by the Federal Government of a portion of the responsibility for assistance in the provision of work and wages in a time of mass unemployment must also be accounted as a step forward.

It is believed that a great many persons who served in responsible administrative positions in the WPA will agree with these conclusions:

1. Public work and relief should not be combined. Eligibility for relief should not be the test for public employment. Workers on public projects should be paid the wages customary for such work. The unemployed who are able

and willing to work should not be compelled to suffer the humiliation of "going on relief" in order to secure jobs. Direct relief should be reserved for the needy unemployables.

2. Federal, State, and local governments, in order to be able intelligently to meet changing conditions, should plan their needed public works promptly and well in advance of the construction date; they should be prepared with plans and finances to launch useful public works promptly to cushion large-scale employment fluctuations in the construction industry.

The lack of advance planning of State and local public works was largely responsible for the delay in getting the heavy construction program of the Public Works Administration under way in 1933. When the CWA, FERA, and WPA were rushed into action in order to provide imperatively needed public employment, the same lack of advance planning of public works made inevitable much of the confusion and waste which marked some of the early work relief activities of the Federal Government. The subsequent increase in efficiency was largely made possible by an increase in the efficiency of State and local governments in making adequate preparations for public work to be performed in cooperation with the WPA.

Thanks are due to many former WPA officials and to the representatives of sponsoring agencies for aid and guidance in the preparation of this report; and special thanks are due to Edward A. Williams, director, Floyd Dell, Catharine Lantz, and Simon Naidel, of the WPA Research staff, who have painstakingly gathered, analyzed, and edited the data here presented.

Sincerely yours,  
GEORGE H. FIELD.

Major General PHILIP B. FLEMING,  
*Administrator, Federal Works Agency.*

THE WHITE HOUSE, December 4, 1942

MY DEAR GENERAL FLEMING:

In my annual message to the Congress 7 years ago I outlined the principles of a Federal work relief program. The Work Projects Administration was established in May 1935 and it has followed these basic principles through the years. This Government accepted the responsibility of providing useful employment for those who were able and willing to work but who could find no opportunities in private industry.

Seven years ago I was convinced that providing useful work is superior to any and every kind of dole. Experience has amply justified this policy.

By building airports, schools, highways, and parks; by making huge quantities of clothing for the unfortunate; by serving millions of lunches to school children; by almost immeasurable kinds and quantities of service the Work Projects Administration has reached a creative hand into every county in this Nation. It has added to the national wealth, has repaired the wastage of depression and has strengthened the country to bear the burden of war. By employing 8,000,000 of Americans, with 30,000,000 of dependents, it has brought to these people renewed hope and courage. It has maintained and increased their working skills; and it has enabled them once more to take their rightful places in public or in private employment.

Every employable American should be employed at prevailing wages in war industries, on farms, or in other private or public employment. The Work Projects Administration rolls have greatly decreased, through the tremendous increase in private employment, assisted by the training and reemployment efforts of its own organization, to a point where a national work relief program is no longer necessary. Certain groups of workers still remain on the rolls who may have to be given assistance by the States and localities; others will be able to find work on farms or in industry at prevailing rates of pay as private employment continues to increase. Some of the present certified war projects may have to be taken over by other units of the Federal Works Agency or by other departments of the Federal Government. State or local projects should be closed out by completing useful units of such projects or by arranging for the sponsors to carry on the work.

With these considerations in mind, I agree that you should direct the prompt liquidation of the affairs of the Work Projects Administration, thereby conserving a large amount of the funds appropriated to this organization. This will necessitate closing out all project operations in many States by February 1, 1943, and in other States as soon thereafter as feasible. By taking this action there will be no need to provide project funds for the Work Projects Administration in the budget for the next fiscal year.

I am proud of the Work Projects Administration organization. It has displayed courage and determination in the face of uninformed criticism. The knowledge and experience of this organization will be of great assistance in the consideration of a well-rounded public works program for the postwar period.

With the satisfaction of a good job well done and with a high sense of integrity, the Work Projects Administration has asked for and earned an honorable discharge.

Sincerely yours,

FRANKLIN D. ROOSEVELT.

Major General PHILIP B. FLEMING  
Federal Works Administrator  
Acting Commissioner of Work Projects  
Washington, D. C.

The Government of the United States of America  
Department of the Interior  
Bureau of Land Management  
Washington, D. C. 20250

Dear Sir:

Reference is made to your letter of the 10th day of August, 1954, in which you requested that the Bureau of Land Management advise you as to the status of the application for a lease of the land described in the attached copy of the application.

The application was received by the Bureau on the 15th day of August, 1954, and is being processed in accordance with the provisions of the Mineral Leasing Act of 1920, as amended.

The Bureau is currently reviewing the application and will advise you of the results thereof as soon as possible.

Very truly yours,  
Director

Very truly yours,  
Director

Very truly yours,  
Director

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# RELIEF PRIOR TO THE WPA

THE great industrial depression that began late in 1929 found the United States unprepared to meet a major relief problem. Public relief to the destitute was still being administered chiefly under State poor laws which had been framed to take care of the smaller relief needs of an earlier day. Economic conditions had changed greatly in the late nineteenth and early twentieth centuries; the United States, formerly in the main an agricultural Nation, had become highly industrialized, but the poor laws had never been modernized to fit these changed conditions. Public relief in many of the larger cities had come to be supplemented extensively by organized private charity. But neither public relief nor private charity was geared to meet the large-scale destitution which arose from mass unemployment.

In the late eighteenth and early nineteenth centuries, the period when the state poor laws took form, the relief problem in the United States was relatively small. It centered around the unemployables, such as the needy aged, the crippled, the insane, and orphans. Relatives were considered to have the primary responsibility for these unemployables; and only where family assistance could not be secured, and private charity was unavailable, was relief given—generally by the local community through the local poormaster or overseer of the poor. In addition to the above continuing relief needs, there were occasional serious needs arising from the unemployment caused by the ups and downs of the business cycle. Employable persons in need of aid during such periods were likewise thought to be purely a local responsibility. In short, all State poor laws gave to the locality (the county, city, or town) the duty of both administering and paying for poor relief.

The early poor laws of the various States were based upon the English poor laws of the Elizabethan era, and included many repressive features which were intended to discourage the needy from applying for public relief except in dire extremity.<sup>1</sup> The recipients of poor relief were usually required to take a "pauper's oath." The relief granted was kept at the barest minimum. More than this bare minimum of relief, if given to the unemployable groups, might encourage relatives to shirk their proper responsibilities; and, if given to employable persons, would foster idleness, according to the views held at that time.

Efforts were made in many communities to mitigate the harshness of these laws, to provide more adequate care for the needy, and to give more appropriate care to different groups of needy persons. Repeated attempts were made throughout the nineteenth century, and more

particularly in the early decades of the twentieth, to improve the care afforded to those placed in poorhouses. The widespread practice of keeping homeless children and the needy aged in the same institution with insane and feeble-minded persons, and sometimes with vagrants, was curbed. More and more the needy aged, the homeless children, and the insane and feeble-minded were sent to separate State institutions.

The extensive development of outdoor relief, or home relief, which began at the turn of the century, represented another effort to give suitable care to various groups of needy persons. Home relief, which became a very important form of public assistance in the early 1900's, was a system under which certain needy persons were given relief in their own homes rather than being sent to poorhouses. Home relief, however, was usually limited to small donations of food, clothing, and fuel. Cash relief was seldom given, on the assumption that relief recipients were incompetent to handle their own affairs.<sup>2</sup>

The development of "categorical" relief constitutes perhaps the greatest break with the repressive theories of early poor relief. It began to be generally recognized in the early 1900's that certain groups of needy persons were entitled to receive better care than was given under the poor laws. As a result, special legislation, usually referred to as categorical relief, was passed in a number of States. By 1929, 44 States had passed veterans' relief laws; 43 States had enacted legislation providing for aid to dependent children in their own homes; 22 States had laws for aid to the blind; and 10 States had laws for assistance to the needy aged.

Although categorical relief was an improvement over the poor laws, the number of persons receiving aid (prior to the passage of the Social Security Act in 1935) was small and the relief given was often inadequate. Generally, the State legislation was permissive; localities could adopt it or not as they chose. Furthermore, while the legislation was State legislation, the raising of funds was usually a local responsibility.

This public relief system (poor law relief and categorical legislation) was supplemented by organized private charity. In some areas, private charities played an important role; in others, they were an insignificant factor or nonexistent. Approximately three-fourths of all relief provided in 1929 was given by governmental agencies.

In this period, up to 1929, although some substantial improvements had been made in the methods of furnishing relief to unemployables, little had been done toward developing any system of relief capable of dealing with the destitution arising from unemployment. In most localities, the same type of relief was given to employable persons

<sup>1</sup> For an account of the development of the English poor laws, see Sidney and Beatrice Webb, *English Local Government: English Poor Law History: Part I. The Old Poor Law, 1927*; *English Poor Law History: Part II. The Last Hundred Years, Vol II, 1929* (London: Longmans, Green and Co., Ltd.).

<sup>2</sup> See Joanna C. Colcord, *Cash Relief* (New York: Russell Sage Foundation, 1936).

as to those unable to work. Able-bodied men applying for relief were often required to work on a woodpile; but this was chiefly a test of their willingness to work.

Unemployment, increasing rapidly and continuously after the stock market crash in the latter part of 1929, created a major relief problem. In January 1930, almost 4,000,000 persons were unemployed; the number rose to about 7,000,000 by December of that year; and this number was doubled by the early part of 1933. Although unemployment decreased greatly after 1933, it nevertheless continued to exist on a large scale, year after year, persisting until the defense and war activities of the early 1940's reduced joblessness to extremely small proportions.

During the period of mass unemployment in the 1930 decade, it became necessary to institute new relief methods. At first, because relief had traditionally been a local responsibility, local agencies were called on to bear alone the burdens of relief for the masses of destitute unemployed workers and their families. The regular public and private agencies were unequal to the task, and emergency local agencies, both public and private, were set up throughout the country during 1930. The inability of local governments to finance large-scale programs of unemployment relief soon forced State governments to give them aid. Emergency relief administrations were set up in four States in 1931, and in half the States by the close of 1932. But the States found their financial resources insufficient for meeting these continually increasing relief needs. Federal aid was increasingly demanded.<sup>3</sup>

The first step taken by the Federal Government was the appointment by the President in the latter part of 1930 of the President's Emergency Committee for Employment.<sup>4</sup> This committee sought to stimulate State and local relief activities and also State and local public construction; and it urged citizens to "spruce up" their homes, and to "give a job." This committee's work was taken over in August 1931 by the President's Organization on Unemployment Relief. This new committee continued to stress State and local reemployment activities, but placed increasing emphasis on the development of State and local relief efforts. Neither of these committees was provided with any Federal funds for unemployment relief uses.

In March 1932, a Congressional resolution authorized the Federal Farm Board to give the American Red Cross 40,000,000 bushels of government-held surplus wheat for distribution to the destitute. Similar action in July 1932 made available for relief purposes 45,000,000 bushels of wheat from the Grain Stabilization Corporation and 500,000 bales of cotton from the Cotton Stabilization Corporation.

The most significant departure from the traditional concept of local responsibility for relief came with the adoption of the Emergency Relief and Construction Act of 1932, title I (section 1) of which made \$300,000,000 of Federal funds available for repayable advances to States and

local governments.<sup>5</sup> Applications for advances were to be made to the Reconstruction Finance Corporation; the \$300,000,000 was intended merely to serve as a supplement to State and local relief funds.

In applying for such advances, a governor certified that his State could not meet its relief problem from its own resources. Local governments in need of aid could also obtain relief funds from the RFC by putting up their own local bonds as collateral.

As of May 29, 1933, when the RFC ended its activities under title I of the Emergency Relief and Construction Act, nearly all the States and two territories (Hawaii and Puerto Rico) had received advances. The distribution of this \$300,000,000 had helped to carry on relief programs in some of the most hard-hit areas of the Nation. But by 1933 a great many local governments were nearly, if not actually, bankrupt, and but few States were able to give substantial aid to local relief activities. There was no longer any question of the necessity of Federal aid for unemployment relief. On May 12, 1933, under legislation approved by Congress, the Federal Emergency Relief Administration was created, and \$500,000,000 was made available for grants to the States for emergency relief purposes.<sup>6</sup> By the end of 1933, Federal emergency relief grants were being made to all the States. The FERA was later given additional appropriations, and it continued in active operation until the end of 1935.

The FERA was the beginning of a form of partnership arrangement between the Federal Government and the States and local governments in meeting the unemployment relief problem, a partnership which was later to continue in somewhat different forms through the Civil Works Administration and the Works Progress Administration periods.

Because the early partnership arrangement achieved through the FERA throws considerable light on the later WPA work program, a discussion of the aims and objectives of the FERA and the manner in which it operated follows in some detail.

The FERA was a Federal grant agency, operating through the making of grants of funds to the States. The governors of the various States applied to the FERA for relief funds. Upon receipt, these Federal funds became State funds; they were turned over to the various State emergency relief administrations, which in turn allocated the money received from the FERA, along with funds raised by the State itself, to the local public relief agencies. The local agencies spent these funds, together with such local funds as had been made available, for relief purposes.

The States and localities were not free, however, to spend FERA funds in any manner they saw fit. In line with the practice of other established Federal grant agencies, the FERA prescribed certain Federal regulations to which States were required to conform on penalty of

<sup>3</sup> See Edward A. Williams, *Federal Aid for Relief* (New York: Columbia University Press, 1939), ch. I.

<sup>4</sup> For an account of the activities of this committee, known as the "Woods Committee," see E. P. Hayes, *Activities of the President's Emergency Committee for Employment 1930-1931* (Privately printed, Rumford Press, Concord, N. H., 1936).

<sup>5</sup> Public No. 302, 72d Congress, approved July 21, 1932. Advances were to bear interest at 3 percent. It was originally intended that State advances should be repaid by deductions from future Federal road grants, but this method of repayment was subsequently canceled; advances were thus in effect converted into straight grants. Advances made to local subdivisions were not canceled.

<sup>6</sup> Federal Emergency Relief Act of 1933, Public No. 15, 73d Congress.

receiving no further grants. This was a safeguard against misuse of relief funds. The FERA, however, also had several positive aims which it sought to achieve by a gradual establishment of higher standards in the relief practices of the communities.

One of the important aims of the FERA was to see that the relief given to persons in need was as adequate as possible. How much were persons on relief to receive? As one of the conditions of its grants, the FERA promulgated a general formula which local relief agencies were to use in setting the amount of relief for each case receiving relief or work relief. The local relief agency first estimated the minimum monthly income upon which a family of a given size could subsist in that locality. The total estimated monthly income of the family was then subtracted from this estimated monthly budget. The local relief agency was to furnish the budgetary deficiency, the difference between minimum needs and income. The FERA ruled that persons on work relief must be given cash rather than payment in kind; cash was also urged for those receiving direct relief but no mandatory rule was issued on this point.

In practice, the amount of relief given to a family of a certain size and composition varied considerably from State to State and from county to county. Relief was reasonably adequate in some States; other States were unwilling or unable to adopt satisfactory standards. During the period of FERA grants, however, the average amount of relief given monthly to each case for the country as a whole increased from \$14.13 in May 1933 to \$28.13 in January 1935.<sup>1</sup>

Other FERA regulations were designed to diversify the relief programs in the various States, so that a suitable kind of relief could be given to each group of needy persons. Among those on relief rolls were large numbers of workers from the cities, destitute farmers, the aged, mothers with dependent children, youths, and other special groups. Each of the above broad groups was made up of widely differing types of individuals whose needs varied greatly. Jobless white collar workers, for example, presented a different relief problem from that of unskilled workers.

In general, the FERA sought to establish a differentiation of the various relief groups and the development of programs to fit their special needs. For the employable persons on relief rolls, work programs were developed. A large-scale direct relief program was operated for those who were unable to work or for whom public work could not be provided. A rural rehabilitation program was created to assist some of the rural destitute. In addition, such special activities as transient relief, emergency education, and college student aid were inaugurated.

The work programs developed by States and localities under the FERA were entirely different from the old "work test" activities which had been carried on for many years under the poor laws. It was not reasonable, in a period of mass unemployment, to set the head of a needy family to chopping wood as a test of his willingness to work. The work relief projects set up in the FERA period were intended to conserve the skills, work habits, and

morale of the able-bodied unemployed through work suited as far as possible to their abilities and of value to their communities.

Public work projects had, of course, been put in operation by many State and local governments during 1932 and in the early months of 1933, before the FERA was created. Considerably more than 1,000,000 persons, on the average, had been employed on such emergency work projects during the 6 months before the FERA got under way. Some of these projects, however, were closer to work tests than to real work relief. Sufficient funds were seldom available for materials for construction, and a good deal of the work was of a maintenance character, such as gave rise to the term "leaf-raking projects." Moreover, little attempt had been made to provide jobs in line with the past experience of the relief workers. White collar workers and skilled workers, along with unskilled labor, were often placed on such hastily planned projects as sprucing up parks and patching roads. Cash wages were seldom paid; instead, the workers on these projects were usually given baskets of food or grocery orders, like unemployed persons on relief.

With substantial aid from FERA funds, State and local work programs were gradually improved during the period from June through October 1933. Workers' wages were still computed on a budgetary deficiency basis, but prevailing hourly wage rates came to be used. Projects became more useful as more money was spent on materials and as the work was more carefully planned and supervised.

In the meantime, large-scale unemployment still continued. The small boom which occurred in the summer of 1933 was over by November, at which time the number of unemployed was 11,000,000. It had been hoped that the construction program operated under the contract method by the newly created Public Works Administration would give considerable employment during the winter of 1933-34. The PWA, however, was slow in getting under way, because of the lack of adequate plans, legal difficulties, and other delays. It was therefore decided to supplement PWA and FERA activities by operating a large-scale Federal force-account program that would provide useful work during the winter of 1933-34, and would at the same time aid business generally by a rapid increase in purchasing power.

The agency created to carry out these purposes was the Federal Civil Works Administration. Familiarly known as the CWA, the agency was established early in November 1933 to conduct a short but important work program. The CWA was in active operation until the end of March 1934, the emergency work program of the FERA being meanwhile largely discontinued. The FERA and the CWA, although operated in large part by the same personnel, and cooperating closely, were separate organizations. Throughout the existence of the Civil Works program, the FERA continued to make grants to States for direct relief.

During the early weeks of the CWA, nearly all of the CWA workers were transferees from the early FERA work programs. At the peak of CWA employment, the week ending January 18, 1934, over 4,260,000 persons were at work. About half of these were taken from the relief

<sup>1</sup> See Enid Baird in collaboration with Hugh P. Brinton, *Average General Relief Benefits, 1933-1938* (Washington, D. C.: Works Progress Administration, 1940), p. 12.

rolls; the remainder were drawn from the ranks of the unemployed who were not on relief. In accordance with original plans, the CWA program was liquidated rapidly in the spring of 1934.

The Civil Works program, unlike that of the FERA, was operated as a Federal program. CWA funds were not turned over to the States; instead, Federal offices of the CWA were set up in each State and locality. CWA workers were paid by Federal checks. Except for a few projects sponsored by Federal agencies, the CWA State offices passed upon all project applications.

Nevertheless, the State and local governments played an important part in the operation of the CWA program. Most of the projects operated under the program were planned and sponsored by cities, towns, and counties, which supplied part of the cost. The CWA expended a total of about \$951,650,000. Of this total, the Federal Government provided \$860,403,000; State and local project sponsors provided the remainder.<sup>8</sup>

In its wage policy the Civil Works program differed greatly from previous work programs. It did not set wages according to the budgetary deficiency method which had been used by the FERA. Instead, schedules of wages, varying according to geographical zones, were set up. Minimum weekly wages for clerical and other white collar workers were set at \$18, \$15, and \$12 for the northern, central, and southern zones, respectively. An hourly wage schedule, based on the PWA zone system, was set up for skilled and unskilled workers as follows:

	NORTHERN	CENTRAL	SOUTHERN
Skilled -----	\$1.20	\$1.10	\$1.00
Unskilled -----	0.50	0.45	0.40

Few CWA workers received the top hourly rates; for the week ending January 11, 1934, for example, only about 4 percent of all CWA workers were earning \$1.20 or more an hour. About 80 percent were earning less than 55 cents an hour. Toward the end of the CWA, the zone rates were dropped because in some localities they were found to be in excess of prevailing rates. The new policy provided for prevailing hourly rates, with a minimum of 30 cents an hour.

For the first 2 months of the program all CWA project workers, with the exception of clerical workers, were given a maximum employment of 8 hours a day, 30 hours a week, and 130 hours a month. Average weekly earnings per worker for a sample week during this period were about \$15. This sum was considerably larger than the weekly amount received by a relief worker under the preceding FERA program. Because of a shortage of funds during the latter part of the CWA program, however, the hours worked were sharply reduced; as a result, the average weekly earnings of CWA workers dropped to \$11.32 for the week ending January 25.

The largest group of CWA projects consisted of work on highways, roads, and streets. About 255,000 miles of roadway were repaired and constructed. The next largest group of projects was public buildings. About 60,000 such buildings, including 30,000 schools, were improved or newly

built. CWA workers also laid out and improved athletic fields and parks, built swimming pools, and developed other recreational facilities. Unemployed white collar workers performed useful work on projects requiring workers with professional or clerical training; such projects included the providing of clerks and machine operators for work at Weather Bureau stations, the surveying and relocating of boundary lines, the plotting of streets, and the drafting of charts, maps, and diagrams.

As the Civil Works program drew to a close, a new work program under the FERA, known as the emergency work relief program, was placed in operation in April 1934. This program, like the work program of the FERA prior to that of the CWA, was operated through the grant method.

While the FERA could to some extent influence the emergency work programs in the various States, primary control over these programs remained in State and local relief administrations.

In the first place, workers on the FERA emergency work program secured employment through the social-service division of their own local relief administration. This division was everywhere the focal point of intake for all relief programs, work or direct relief. It was this division which investigated need, determined the budgetary deficiency of the case, certified employable persons (not more than one in each family) to the local work division, managed direct relief, and reinvestigated from time to time the need of all persons receiving direct or work relief. In brief, although Federal regulations were issued from time to time, the local social-service division really determined eligibility for work relief, and also, by calculating the budgetary deficiency, determined the total wages to be paid.

The task of operating the various work projects was also essentially in the hands of the work divisions of the various State and local emergency relief administrations, subject only to general Federal control. Projects had to come within one of the broad major categories declared to be eligible by the FERA, and work had to be carried on in conformity with certain regulations issued by the FERA. But the actual planning, selection of projects for operation, and supervision over the carrying out of projects were vested in the States and localities.

All projects were required to have a sponsor, which was usually one of the regular agencies of the State or local government, such as the State department of highways or education, or the local city engineering department. Some of the projects were sponsored by the State or local work division or some other division of the State relief agency. General responsibility for the supervision of the project was usually given to the sponsor and on occasion to the work division. Plans drawn by a sponsor for a project, if approved by the local relief agency, were sent to the State agency for final approval.<sup>9</sup>

Work was provided under the emergency work relief program for more than 1,000,000 persons in April 1934 and a peak employment total of 2,500,000 was reached in January 1935. The program remained in operation until the latter part of 1935, by which time the program of the

<sup>8</sup> See *Analysis of Civil Works Program Statistics*, Division of Statistics (Washington, D. C.: Works Progress Administration, June 1939), pp. 30-31.

<sup>9</sup> Only a few statistical projects required FERA approval at Washington, the Federal check being designed to avoid possible duplication and to ensure comparability of data.

Works Progress Administration had come into full operation.

Civil Works program wage schedules were dropped under the emergency work-relief program. Total earnings of workers under the emergency work-relief program were based on the budgetary deficiency method (as with FERA wages prior to the CWA). During the period from April 1934 through the middle of 1935, earnings averaged about \$28 per month. The prevailing hourly wage rate policy of the CWA was retained, and workers were employed the number of hours necessary to earn wages sufficient to cover their budgetary deficiency.<sup>20</sup>

The types of projects carried on under the emergency work-relief program were much the same as those operated under the CWA. In all, there were completed about 240,000 projects, representing a total cost of nearly \$1,300,000,000. In return for this expenditure, many types of public improvements were secured. For example, 40,000 miles of new road were constructed and over 200,000 miles of road were repaired; and 5,000 new public buildings were constructed, including firehouses, schools, armories, and hospitals.

Throughout the entire period of existence of the FERA, more than half the total cases of the emergency relief rolls received direct relief benefits. Persons receiving direct relief included not only many unemployables but a large number of employables for whom work relief could not be furnished. The proportion of work relief clients to the total number of cases on emergency relief rolls varied greatly from State to State. Shortage of funds for materials, lack of skilled relief labor, insufficient supervisory personnel, and fear of possible competition with private industry, were the most important factors militating against the provision of work for all employables on relief rolls. Direct relief was therefore an essential part of the FERA program and was continued under State programs after the cessation of FERA grants at the close of 1935.

The FERA, during the period from May 1933 through December 1935, accomplished its immediate purpose in developing programs designed to meet the different needs of the various classes of persons on the relief rolls. In addition to the work and direct relief programs, it developed special programs for farmers, teachers, transients, and youths.

One such undertaking, the rural rehabilitation program, was established with the aim of putting certain destitute farmers back on a self-sustaining basis. This was accomplished by the extension of credit for working capital and stock, by an adjustment of the farmer's debt, and sometimes by moving the farmer to better land. In emergency cases, direct aid in the form of food, clothing, and fuel, was given, pending more fundamental adjustment. Such direct aid, which was not materially different from the general emergency relief offered in rural areas, was not repayable.

The first advances to farmers for "rehabilitation in place" were made in April 1934. During June 1935, as many as 200,000 farm families received loans. At the

time of the transfer of rural rehabilitation activities to the Resettlement Administration, July 1935, about 364,000 cases were under care; that is, they had received loans which had not yet been fully repaid.

Another special activity in which the FERA participated was the distribution of farm surpluses to persons on relief rolls through a program operated by the Federal Surplus Relief Corporation. The program was designed not only to help farmers by the removal from the market of certain price-depressing crop surpluses, but also to assist persons on relief rolls who received these farm products through distribution systems set up by the State emergency relief administrations. From October 1933 through October 1935 the FSRC distributed to States commodities valued at \$265,000,000. Among the surplus commodities distributed were beef and veal, pork and sausage, mutton, cereals of many kinds, and fruits. In November 1935 the Corporation was given a new name, Federal Surplus Commodities Corporation, and was placed under the direction of the Department of Agriculture.<sup>11</sup>

The special needs of another group, that of qualified teachers on relief rolls, prompted the creation of the emergency education program. Employment on this program reached a peak in March 1935 of more than 44,000 persons. The subjects taught varied considerably from State to State, since each State department of education was responsible for drafting its own program. Among the major categories were general adult education, literacy classes, vocational education and rehabilitation, parent education, workers' education, and nursery schools. The emergency education program was curtailed in the fall of 1935, at which time similar activities were being developed under the work program of the WPA.

Another special activity begun under the FERA late in 1933 was the college student aid program. This program was designed to give part-time employment to college students who otherwise would not have been able to continue their education. During the winter of 1934-35, an average of more than 100,000 students were aided. In September 1935 this activity was placed under the direction of the National Youth Administration, which was carried on under the general supervision of the WPA Administrator. High school as well as college students were made eligible for aid under the National Youth Administration program.

The FERA early recognized the need for some special action for transients. This group had long been regarded by States and localities as an unwelcome burden. The severe depression after 1929 had added to this feeling, for some transients were then accused of taking jobs "properly" belonging to local residents. To encourage States to care for transients, the FERA agreed to pay all expenses

<sup>11</sup> Under a supplementary system known as the "food stamp plan," introduced in the spring of 1939, low-income families eligible for public assistance were given additional purchasing power in the form of stamps, redeemable by the Government and acceptable in grocery stores in exchange for certain food products officially designated as surplus. The plan was operated in every State except West Virginia, and in nearly all cities of over 25,000 population. At the height of operations, in May 1941, more than 3,968,000 persons participated. Food stamp plan operations were terminated March 1, 1943, after food surpluses had ceased to exist.

<sup>20</sup> The 30-cent hourly minimum adopted by the CWA toward the close of its program was carried over under the emergency work relief program but was abandoned in November 1934.

of transient programs in those States drawing up approved plans for meeting the problem. Transient centers and camps were set up in many areas and work relief projects were instituted for able-bodied transients. An average of almost 300,000 transient persons received assistance during the winter of 1934-35. When the FERA was discontinued, provision for transients was included in regular work project activities of the WPA.

Obligations amounting to \$101,422,000 were incurred for all types of transient relief during the period from January 1933 through December 1935. This figure includes amounts expended from earmarked FERA grants for the care of interstate transients, and expenditures for intrastate transients which were met in part from FERA grants for general relief and in part from other emergency relief funds. During the last half of 1934 and the first 6 months of 1935, when transient relief operations were at their peak, total obligations, including those incurred for plant equipment, materials, and relief extended to cases, averaged almost \$5,000,000 a month.<sup>12</sup>

During the 3 years from January 1933 through December 1935, obligations totaling \$4,119,005,000 were incurred from local, State, and Federal funds, including RFC funds advanced prior to the establishment of the FERA, for all general relief and special emergency relief activities in the continental United States.<sup>13</sup>

Of the total amount obligated during this period, the four special emergency relief programs together accounted for 5 percent, or a total of \$209,192,000. General relief extended to cases, including direct relief and the earnings of persons receiving work relief, accounted for \$3,211,807,000, or 78 percent. Earnings of nonrelief persons performing skilled and supervisory work on emergency work relief projects accounted for \$109,673,000, and purchases of materials, supplies, and equipment, \$138,218,000; together they represented 6 percent of the total obligations. The remaining \$450,114,000, or 11 percent, accounted for miscellaneous expenses of the emergency work relief program such as rental of equipment and team and truck hire, administrative costs, and other miscellaneous items.

In 1935, changes of far-reaching significance were made in Federal relief policies and programs. A new Federal work program was begun in the summer of 1935 and, as the year drew to a close, the FERA grant program was discontinued. In that same year the Social Security Act was passed. The stopgap FERA had served its purpose; it had met the relief crisis of 1933 and it had given the time necessary to plan other measures. In appraising the FERA, it must be remembered that 1933 was a crisis year in which speed was of the utmost importance. Federal funds had to be made available immediately to the destitute unemployed. The choice of the grant method by Congress in 1933, rather than a method giving more Federal control of operations and expenditures, was natural enough in the light of past relief history. Relief had traditionally been a local re-

sponsibility. There were State and local emergency relief administrations in existence. It was assumed that Federal aid would be necessary for only a short period, until the crisis had passed. The grant method appeared to be the simplest way for the Federal Government to give swift aid for a short period.

Not only did the FERA "hold the line" for two years; it experimented with many types of programs during the period. Experience was gained that was to be of great value in operating the work program of the WPA. The Social Security Board, the National Youth Administration, the Surplus Marketing Administration, and other agencies owe much to experimental programs conducted by the FERA.

The conviction grew in 1933 and 1934, however, that the relief problem would continue on a large scale for an indefinite period. It was felt that new measures should be undertaken which would involve a further and more decisive differentiation of certain elements of the relief problem and place some of the relief programs on a more permanent basis. The new differentiation was to be between employables and unemployables.

FERA grants had been used to take care of both the employables and the unemployables on the State emergency relief rolls. In November 1934, for example, there were about 5,000,000 cases (families and single persons) on emergency relief rolls. Investigations had indicated that there were employable persons in about 3,500,000 of these cases. In the other 1,500,000 cases there was no person capable of self-sustaining effort.

In redrafting plans for 1935, the President and the Congress agreed that the States and localities should reassume primary responsibility for the unemployable groups in accordance with traditional concepts. Under the Social Security Act, approved in August 1935, Federal aid for unemployables was limited to certain categories. Federal grants were made available, on a matching basis, to States setting up approved pension systems for the needy aged, for mothers with dependent children, and for the blind.<sup>14</sup> The matching proviso was intended to foster permanent arrangements for the care of these groups and to secure wider State participation in the financing of the program. Unemployables not falling within these categories were left entirely in the care of States and localities.

With respect to the second large group of destitute persons, the needy unemployed persons who were willing and able to work, different responsibilities were involved. As indicated by the President, unemployment is a national problem and the Federal Government for financial and other reasons must take the lead in meeting the destitution arising from it.

The Social Security Act contained two highly important insurance programs designed to safeguard the worker against future problems of destitution. The act made provision for a contributory old-age insurance or annuity system, under which superannuated workers were to receive benefits. This system was created to take care of workers who might otherwise have to apply for public assistance after their working years were over. For the short-term unemployed, the act provided for the

<sup>14</sup> Under the FERA the Federal Government had been bearing about 70 percent of the cost of all emergency relief.

<sup>12</sup> For additional information concerning transient relief, see Harry L. Hopkins, *Spending to Save* (New York: W. W. Norton & Company, Inc., 1936), pp. 126-138.

<sup>13</sup> See T. E. Whiting, *Final Statistical Report of the Federal Emergency Relief Administration* (Washington, D. C.: Work Projects Administration, 1942). This report gives complete statistical data concerning all phases of FERA operations.

encouragement of State systems of unemployment compensation.

The FERA had shown the value of the work method and those who drew up the Federal relief policy in 1935 accepted the proposition that work rather than direct relief should be the keystone of Federal policy with respect to

needy employables. In the belief, however, that better results could be achieved by replacing the FERA and utilizing different methods, provision was made for a new type of work program under the Emergency Relief Appropriation Act of 1935. A new works program, of which the WPA was a part, was created in the spring of 1935.

## ORGANIZATION AND ADMINISTRATION OF THE WPA PROGRAM

THE Works Progress Administration was established by Executive Order No. 7034, dated May 6, 1935. This action was taken by the President under the authority of the Emergency Relief Appropriation Act of 1935, approved April 8, 1935. Four years later, in the President's Reorganization Plan No. 1 (prepared pursuant to the Reorganization Act of 1939 and effective July 1, 1939), the Works Progress Administration was incorporated in the Federal Works Agency and was renamed the Work Projects Administration. At that time the title of the head of the WPA, Administrator of the Works Progress Administration, was changed to Commissioner of Work Projects.

As originally designed, the WPA was to have two important functions. First, it was to operate a Nation-wide program of "small useful projects" designed to provide employment for needy employable workers. Second, it was to coordinate the activities of the "Works Program."

### The Works Program and the WPA

Playing a part in the Works Program were a large number of Federal agencies, grouped together under that title by the President; among these agencies the Federal funds appropriated by the ERA Act of 1935 were to be distributed for the purpose of creating emergency public employment. More than 40 Federal agencies cooperated in the operation of projects under the Works Program. These included regular bureaus of the Federal Government and previously established emergency agencies, along with the new agencies created with authority to operate work projects. The latter group included the WPA, which was made responsible for the "honest, efficient, speedy, and coordinated execution of the work relief program as a whole, and for the execution of that program in such manner as to move from the relief rolls to work on such projects or in private employment the maximum number of persons in the shortest time possible." To assist in administering the program, Executive Order No. 7034 created a Division of Applications and Information of the National Emergency Council, which was given the responsibility for the preliminary screening of all project applications and their proper routing for review. Copies of applications were sent to the Bureau of the Budget for review, and in the case of non-WPA projects they were then sent to the

WPA for investigation as to the availability of relief labor at the location of the project. WPA projects had been reviewed by the WPA itself with regard to this factor prior to submission to the National Emergency Council. From the National Emergency Council, project applications were submitted to the Advisory Committee on Allotments, which was the principal consultative body used by the President to determine allocation of work relief appropriations. The bulk of allocations had been made by October 1935, and henceforth applications as authorized were submitted directly to the President through the Bureau of the Budget.

Coordination of the various activities of the Works Program by one of its constituent agencies, the WPA, was beset by obvious difficulties. In practice, the WPA was chiefly concerned with reviewing projects to see whether they could be performed principally by relief labor and with recommending projects on which nonlabor costs were not excessive.

It had been provided in Executive Order No. 7046, dated May 20, 1935, that at least 90 percent of all persons working on any Works Program project should be taken from the public relief rolls, "except with the specific authorization of the Works Progress Administration." The WPA exempted several Federal agencies from this requirement at their urgent request, and temporarily relaxed that requirement for work done under contract.<sup>1</sup>

The provision of sufficient employment, rather than coordination, became the chief responsibility of the WPA. Before the year was out, the WPA was providing the vast bulk of Works Program employment because many other agencies had found themselves unable to provide much or any emergency employment. In the 3-year period ending June 30, 1938, about three-fourths of all Works Program employment was provided by the WPA, about one-eighth

<sup>1</sup> The percentage of relief labor employed on the Works Program was for the week ending December 28, 1935: WPA, 95.9; CCC, 88.5; all other agencies, 72.1; and for the week ending June 27, 1936: WPA, 94.7; CCC, 87.3; all other agencies, 52.4. In February 1937, a WPA administrative order raised to 95 percent the proportion of workers who had to have a certified relief status, except for agencies previously exempted. The ERA Act of 1939 required that all other Federal agencies operating projects financed by WPA funds employ not less than 90 percent relief workers.

by the Civilian Conservation Corps, and the remaining eighth by the Public Works Administration and all the other agencies combined. During the 3-year period the WPA and the PWA divided between themselves the large field of State and local public works construction, and the WPA provided Nation-wide employment to nonconstruction workers on its service projects. The WPA continued to report on Works Program employment through June 1938, at which date a direct appropriation was first made for the WPA program. The term "Works Program" then fell into disuse; but the WPA and the other public works agencies that were carried on with funds appropriated by subsequent ERA acts (including the NYA through the fiscal year 1939) are sometimes referred to as the Federal Works Program.

### Intergovernmental Relationships Under the WPA Program

The WPA did not make use of the grant method in operating its own program of work projects. In planning the intergovernmental relationships under the WPA program, use was made of the experience gained under the grant system of the FERA. While the grant system had worked well in other fields in the past, FERA experience indicated that there were difficulties in using the grant method in connection with so complex a problem as the operation of a work program for the destitute unemployed. The new WPA setup was designed specifically to avoid the difficulties that had existed under the grant method.

The essential feature of the grant system in the United States has been the donation of funds raised by one level of government to another level of government, usually under certain conditions prescribed by the grantor with regard to the use of the funds. The FERA had followed this grant-in-aid pattern in making Federal funds available to the States. As soon as a transfer of funds was made by the FERA and receipted for by the governor, title to the funds passed to the State.

Although, technically, Federal funds became State funds when receipted for by the governor, the FERA still had the obligation of seeing that the funds were spent honestly, that certain relief standards were maintained, and that a sound work program was carried out in all the States.

Under the FERA program, the States accepting Federal relief grants agreed to conform to Federal regulations in regard to relief practices. The FERA had Federal field representatives who reported to Washington concerning the effectiveness with which these regulations were enforced; and the FERA's Division of Investigation examined alleged dishonest practices. The Federal officials of the FERA, moreover, through cooperative relationships, exerted considerable influence upon State and local relief agencies. Where such indirect control was unavailing, other steps could be taken. In theory, at least, further grants could be refused until compliance was secured. However, refusal to grant further Federal funds to States, when they showed themselves unwilling to comply with Federal regulations accompanying grants, would have inflicted grave suffering on needy people. As a last resort, the grant system, based on cooperative intergovernmental relationships, could be discontinued in any State

and a Federal relief agency set up in its place. It was in fact found necessary to Federalize relief and work relief in six States during the FERA period; but this extreme action was taken only as a last resort.

The abandonment of the grant-in-aid method for the new work program of the WPA meant the setting up of a system of direct Federal administration extending into the States and their subdivisions. Under the grant system, it had proved very difficult to operate required work programs in certain cities. This difficulty resulted from the fact that in some States the governor or the legislature, and sometimes both, wished to have only direct relief given to the unemployed of the cities. It had become clear that, if useful work programs were to be operated in some cities, it would be necessary to establish direct Federal-municipal relations, instead of dealing with cities through State governments.

Consequently, in order to effect a more adequate safeguarding of Federal funds, to raise the standard of public work programs, and to foster the development of public work programs in all municipalities where they were needed and wanted, the WPA was set up as a Federal program. All WPA officials, from Washington down through the State and district offices, were Federal employees. The project workers, too, were paid by the Federal Government through checks issued by the Treasury Department. Materials and equipment that were required for administrative use or that were supplied by the WPA to assist in project operations were bought through the Procurement Division of the Treasury Department.

Because of these Federal controls, the WPA is usually referred to as a Federal program. Use of this term, however, has tended to obscure the fact that the work program of the WPA was actually a cooperative Federal-State-local arrangement. There was more Federal control than under the FERA program, but States and localities still continued to have very large responsibilities under the WPA program. For example, the determination of the eligibility of applicants for employment on WPA projects was designed to be the responsibility of State and local welfare agencies.

### The WPA and State and Local Relief Agencies

The liquidation of the FERA, which was effected as rapidly as was feasible after July 1, 1935, meant that the Federal Government ceased to donate relief funds to the State emergency relief administrations. The State emergency relief administrations and their local branches remained intact in most States, operating with State and local relief funds. These relief agencies were asked by the Federal Government to cooperate with the WPA by certifying those relief clients who were eligible for WPA employment. The standards of eligibility were set by the WPA, and the final determination of eligibility was eventually made a Federal, instead of a local, responsibility. However, the local relief agencies usually performed the real screening process, investigating and certifying the need of applicants and their suitability for WPA project employment. (For further information on eligibility, see pages 15 to 18.)

## Sponsorship of WPA Projects

The planning and operation of WPA projects illustrates the important responsibilities of local governments under the program. Projects sponsored by State agencies and by other Federal agencies were only a small part of the program. The vast majority of the projects were planned and initiated by county, city, township, and village governments and their various agencies.<sup>2</sup>

Although suggestions for local projects suitable for providing employment for the needy unemployed might come from civic organizations, private citizens, or WPA officials, as well as from local public officials, formal proposals for the operation of WPA projects had to be made by a public agency legally empowered to sponsor the work proposed. A project proposal had to show the estimated cost of the proposed work, and what part of the cost the sponsor was prepared to bear; it also had to show the amount and kinds of labor required. A proposal for a construction project had to be accompanied by preliminary engineering plans and sketches. The sponsors of WPA projects had to agree to provide the engineering plans and specifications because they were responsible for the architectural and engineering features of such projects. The sponsors of all projects also agreed to complete the project or a useful unit of the project if for any reason the project could not be completed by the WPA. The projects when completed belonged to the sponsors. No Federal funds were provided for the purchase of land, and the sponsors agreed to maintain and operate the completed project at their own expense.

All proposals were forwarded by the sponsors to the State WPA office. There they were reviewed to ascertain whether or not the work proposed was eligible under the Federal law authorizing WPA operations and whether or not the proposal complied with WPA regulations. If a

proposal was found acceptable, it was used as the basis of a project application, which was a formal request by the State administrator for authority to spend Federal funds on the work described. The project applications were then sent to the Washington office of the WPA, where they were reviewed and approved or disapproved. Final approval was given by the President.

Approved or authorized projects were released for operation at suitable times by the State administrator in cooperation with the sponsors. Working drawings and detailed job schedules were frequently prepared by the sponsors in the period between approval of projects in Washington and the release of projects for operation by the State administrator. The release of projects for operation, the temporary suspension of project operations, and the termination of projects, all depended on the number of needy unemployed persons in the community and on the amount of Federal funds appropriated to carry on the WPA program.<sup>3</sup>

To secure approval, the proposed project had to provide employment for the needy unemployed persons available in the local community. Many projects were held in reserve until other projects in the community had been completed or until enough qualified unemployed persons had been certified to the WPA for employment. The vast majority of persons certified for employment on the WPA program were unskilled workers, and it became necessary for the sponsors in many cases to use their own funds to hire the skilled workers required in carrying out the projects needed in their community. This was especially true of projects for the construction of school buildings and other public buildings, since this work required a high percentage of skilled workers.

Sponsors shared in the program by paying a portion of the cost of the project. No fixed minimum percentage was set by the WPA for the individual sponsor's contribution; the ERA Act of 1939 contained a provision that sponsors' contributions within a given State must aggregate 25 percent of the cost of all projects approved after January 1, 1940. This sponsor percentage was applied to a State as a whole rather than to individual projects. Nonlabor costs, for which sponsors' contributions were chiefly used, varied greatly between different kinds of projects. Some local governments were financially less able than others to make substantial contributions to project costs. In some cases, state governments assisted local governmental units by providing State funds to augment local sponsors' contributions. A sponsor's contribution might include office space, supplies, materials, equipment, tools, skilled labor, and technical supervision.

In sponsoring WPA projects, State and local governments took into consideration the fact that they had the responsibility for financing their direct relief programs. To the extent that WPA employment was provided in any locality, there were fewer persons in need of direct relief. This was one of the incentives for the sponsoring of WPA projects by State and local governments.

The chief incentive for sponsorship, however, was the desire to secure useful public improvements and services

<sup>2</sup> Each of the ERA acts specified the types of projects for which appropriated funds might be used. Section 1 (b), ERA Act, fiscal year 1943, contains the following list of eligible project types: "Highways, roads, and streets; public buildings; parks, and other recreational facilities, including buildings therein; public utilities; electric transmission and distribution lines or systems to serve persons in rural areas, including projects sponsored by and for the benefit of nonprofit and cooperative associations; sewer systems, water supply, and purification systems; airports and other transportation facilities; facilities for the training of personnel in the operations and maintenance of air navigation and landing area facilities; flood control; drainage; irrigation, including projects sponsored by nonprofit irrigation associations organized and operating for community benefit; water conservation; soil conservation, including projects sponsored by soil conservation districts and other bodies duly organized under state law for soil-erosion control and soil conservation, preference being given to projects which will contribute to the rehabilitation of individuals and an increase in the national income; forestation, and other improvements of forest areas, including the establishment of fire lanes; fish, game, and other wildlife conservation; eradication of insect, plant and fungus pests; the production of lime and marl for fertilizing soil for distribution to farmers under such conditions as may be determined by the sponsors of such projects under the provisions of state law; educational, professional, clerical, cultural, recreational, production, and service projects, including training for manual occupations in industries engaged in production for national-defense purposes, for nursing and for domestic service; aid to self-help and cooperative associations for the benefit of needy persons; and miscellaneous projects; not less than \$6,000,000 of the funds made available in this Act shall be used exclusively for the operation of day nurseries and nursery schools for the children of employed mothers."

<sup>3</sup> See pages 48 to 49 for a fuller treatment of this subject with respect to engineering and construction projects.

of various kinds. The need for construction projects was readily recognized, and projects for the construction and improvement of highways, roads, and streets, water supply and sewerage systems, and public buildings of many kinds, were widely in demand. (See pages 47 to 55.)

Service projects were ordinarily sponsored by agencies of local government, and those which were organized on a state-wide basis had definite relations with local agencies of government as cosponsors. Small but important groups of cultural projects concerned with music, art, and writing were at first organized and sponsored as Federal projects but were later operated under state and local sponsorship. (See page 60.)

### The WPA and Other Federal Agencies

As has been indicated, a relatively small number of projects, financed by WPA funds and employing needy unemployed persons in about the same proportion as on WPA operated projects, were sponsored and operated by other Federal agencies. Funds for the operation of such projects under the Works Program were allocated by the President under the authority of the ERA Acts of 1935, 1936, and 1937. The ERA Act of 1938 authorized the Works Progress Administrator to allocate WPA funds to other Federal departments or agencies for the operation of projects similar to those prosecuted by the WPA. This practice was continued by subsequent ERA acts. Employment on WPA financed projects was ordinarily considered WPA employment, and the workers were paid in accordance with the WPA wage scale. Employment on these projects was very small in relation to employment on projects operated by the WPA. (See page 33.) The work on the various projects was of considerable importance, however, in promoting conservation of natural resources, protecting farms and forests from plant disease and insect pests, carrying on valuable research studies and extending research facilities, improving the facilities and buildings of the Army and the Navy, and carrying on flood control work.

In its own operations the WPA made every effort to coordinate its project activities with the regional and national plans and standards of the various Federal bureaus and agencies which regularly carried on work of such kinds. Airport projects, for example, were coordinated with the plans and policies of the Bureau of Air Commerce and the Civil Aeronautics Authority. Projects related to conservation, flood control, and prevention of stream pollution were subject to the approval of the appropriate Federal agencies and bureaus. Plans for various kinds of service projects were developed with the advice and guidance of the United States Office of Education, the United States Public Health Service, and other Federal agencies and bureaus. Under the authority of the ERA acts for the fiscal years 1942 and 1943, the WPA allocated WPA funds to other Federal agencies for administrative expenses incurred in the planning and review of WPA projects.

### Administration of the WPA

In carrying out its program, the WPA operated as an independent agency of the Federal Government until July

TABLE 1.—NUMBER OF WPA ADMINISTRATIVE EMPLOYEES<sup>a</sup>

QUARTERLY, SEPTEMBER 1935—JUNE 1943

Month	Total		State and district office employees	Central administration and regional and other field employees
	Number of persons	Number per 1,000 project workers		
<i>1935</i>				
Sept. 30.....	31,234	83.4	29,717	1,517
Dec. 31.....	53,354	20.0	50,837	2,517
<i>1936</i>				
Mar. 31.....	36,203	12.2	33,957	2,246
June 30.....	35,354	15.5	32,923	2,431
Sept. 30.....	35,649	14.5	33,466	2,183
Dec. 31.....	33,985	15.1	32,047	1,938
<i>1937</i>				
Mar. 31.....	29,905	14.0	27,944	1,961
June 30.....	30,151	16.1	28,122	2,029
Sept. 30.....	30,669	21.0	28,297	2,372
Dec. 31.....	29,052	18.2	26,870	2,182
<i>1938</i>				
Mar. 31.....	30,447	13.1	28,316	2,131
June 30.....	32,110	11.7	29,942	2,168
Sept. 30.....	35,112	11.2	32,964	2,148
Dec. 31.....	35,271	11.5	33,053	2,218
<i>1939</i>				
Mar. 31.....	33,634	11.5	31,448	2,186
June 30.....	31,497	12.9	29,416	2,081
Sept. 30.....	26,125	15.8	24,301	1,824
Dec. 31.....	26,124	12.8	24,331	1,793
<i>1940</i>				
Mar. 31.....	27,293	12.2	25,484	1,809
June 30.....	25,859	15.5	24,068	1,791
Sept. 30.....	23,403	14.3	21,720	1,683
Dec. 31.....	21,172	11.7	19,489	1,683
<i>1941</i>				
Mar. 31.....	19,845	11.6	18,196	1,649
June 30.....	18,917	13.8	17,236	1,681
Sept. 30.....	15,762	15.3	14,192	1,570
Dec. 31.....	15,489	14.9	13,924	1,565
<i>1942</i>				
Mar. 31.....	14,038	14.6	12,637	1,401
June 30.....	11,343	16.3	10,148	1,195
Sept. 30.....	5,920	15.2	4,527	<sup>b</sup> 1,393
Dec. 31.....	5,005	15.6	3,370	<sup>b</sup> 1,635
<i>1943</i>				
Mar. 31.....	2,662	28.5	1,539	<sup>b</sup> 1,123
June 30.....	716	16.9	253	<sup>b</sup> 463

<sup>a</sup> Data given here do not include persons employed in surplus clothing warehouses July 1938 through June 1939; persons employed during the period February through May 1939 in connection with the review of need required by Public Resolution No. 1, 76th Cong., Feb. 4, 1939; and persons employed during the period April through June 1940 to permit reduction of annual leave. Number of such persons employed were: Sept. 30, 1938—775; Dec. 31, 1938—992; Mar. 31, 1939—5,221; June 30, 1939—8; June 30, 1940—435.

<sup>b</sup> Includes central administration, field employees representing the central administration, and field finance offices. Regional offices were abolished in August 1942, and field finance offices were set up in September 1942.

1939, when it was incorporated as a unit of the Federal Works Agency. Harry L. Hopkins was Administrator of the WPA from July 1935 through December 23, 1938; Colonel Francis C. Harrington was Commissioner of Work Projects from December 24, 1938 through September 1940; Howard O. Hunter served as Acting Commissioner from October 1940 through June 1941 and then as Commissioner until April 15, 1942; Francis H. Dryden was Acting Commissioner from April 15, 1942 through July 1942; and Major General Philip B. Fleming was Acting Commissioner and George H. Field was Deputy Commissioner through June 1943.

From the beginning, the WPA functioned at four levels; namely, (1) the central administration in Washington, (2) the regional offices, (3) the State administrations, and

(4) the district offices. WPA officials at each level were under the direct authority of the administrative head of each level. This basic organization was maintained to the end of the program.

The special responsibilities at these administrative levels were:

1. The central administration had the responsibility for the determination of WPA policies in accordance with law and the regulation of all WPA activities in accordance with these policies.<sup>4</sup>

2. The regional offices had the responsibility for the direction and coordination of the program in the States of each region in accordance with policies and regulations prescribed by the central administration.

3. The State administrations were each responsible for the general administration of the WPA program within the State, including the securing of Federal approval and funds for project operations and the authorization of such project operations in accordance with local needs.

4. The district offices were responsible for the direct management of project operations and of related activities, including the processes of assigning certified workers to projects; timekeeping; scheduling the initiation, termination, and completion of projects; and cooperation with local sponsors in the timing and management of project operations.

At the peak of the WPA program, in the fall of 1938, nearly 36,000 persons were on the administrative staff in the central, regional, State, and district offices. For the number of administrative employees at various periods during the existence of the WPA program, see table 1.

TABLE 2.—AMOUNT OF WPA FUNDS OBLIGATED FOR ADMINISTRATION OF WPA, BY ERA ACT, AND BY MAJOR CLASSIFICATION<sup>a</sup>

THROUGH JUNE 30, 1943

ERA Act of—	Total	Personal services		All other
		Amount	Percent of total funds	
Total.....	\$416, 278, 450	\$338, 706, 765	81. 4	\$77, 571, 685
1935.....	68, 784, 404	52, 198, 733	75. 9	16, 585, 671
1936.....	65, 987, 134	54, 000, 932	81. 8	11, 986, 202
1937.....	62, 465, 726	51, 751, 720	82. 8	10, 714, 006
1938.....	74, 102, 103	59, 420, 458	80. 2	14, 681, 645
1939.....	52, 857, 370	44, 141, 278	83. 5	8, 716, 092
Fiscal year 1941.....	44, 282, 439	36, 927, 585	83. 4	7, 354, 854
Fiscal year 1942.....	34, 228, 057	28, 481, 662	83. 2	5, 746, 395
Fiscal year 1943.....	13, 571, 217	11, 784, 397	86. 8	1, 786, 820

<sup>a</sup> Includes central administration and field offices.

Source: Based on reports of the U. S. Treasury Department and the Work Projects Administration.

Beginning with the ERA Act of 1939, the amount of WPA funds to be used for administrative purposes was limited by Congress. The amount of WPA funds obligated for administration is shown by ERA acts in table 2. Additional information on WPA funds expended for administrative purposes is given on pages 99 to 100.

<sup>4</sup> See WPA Manual of Rules and Regulations, Vol. I, "Organization and Administration."

### The Central Administration

The WPA was headed by the Commissioner of Work Projects, who was assisted by a deputy commissioner and several assistant commissioners in carrying on the policy making and regulatory function of the central administration. Each assistant commissioner was responsible for one or more of the divisions among which the functions of the central administration were distributed. The divisions, each usually headed by a director, were organized into sections, which were concerned with distinct but related functions, each under a section chief.

The commissioner, deputy commissioner, and assistant commissioners made use of the knowledge and experience of the regional offices, state administrations, and district offices, in establishing WPA policies within the limitations of the various emergency relief appropriation acts under which the program operated.

The regulatory responsibilities of the central administration were distributed among the assistant commissioners and the various divisions and their sections. The number of assistant commissioners and the number of divisions varied from time to time as new functions were set up or as other functions were combined. The important divisions maintained in the central administration in the course of the eight years of operation of the WPA were: (1) Engineering and Construction, (2) Service Projects, (3) Training and Reemployment, (4) Finance, (5) Employment, (6) Management or Administration, (7) Statistics, (8) Research, (9) Investigation, (10) Information, and (11) Legal.

The Division of Engineering and Construction was responsible for the regulation of construction projects, for the engineering review of applications for such projects, and for the recording and control of all project applications submitted to the WPA. It was also responsible for the regulation and promotion of the WPA safety program and for the administration of the supply function, both of which served all WPA operations.<sup>5</sup>

The Division of Service Projects was responsible for the regulation of projects which provided employment for women and for professional, technical, and clerical workers and which were designed to assist public agencies in maintaining community services. It was responsible also for the review of project applications for all service projects. For additional information on the responsibilities of the Division of Service Projects, see section beginning on page 59.

The Division of Training and Reemployment was established in 1941 after the WPA was given legislative authority to assist in the training of workers for employment in defense industries. It was responsible for the planning and regulation of WPA training projects and the coordination of such activities with those of other Federal agencies dealing with the manpower problem.

The Division of Finance was responsible for the recording and reporting of all transactions involving an obligation against funds appropriated to the WPA; the processing of documents for payment; the recording of all prop-

<sup>5</sup> For additional information on the safety program, see pp. 71 to 76 and, on the supply function, pp. 77 to 80.

erty owned by, or in the custody of, the WPA; and the regulation of all fiscal functions of the organization.

The Division of Employment was responsible for the regulation of employment activities, such as the eligibility, classification, assignment, and termination of workers; the wages and hours of project and supervisory employees; and the conduct of labor relations. For additional information on the responsibilities of this Division, see pages 46 and 47.

The Division of Management or Administration was responsible for analyzing the organizational and operating methods of all parts of the administrative organization, in addition to having the responsibility for procedures, personnel, administrative budgets, administrative property, microfilming and disposition of records, and office service functions.

The Division of Statistics was responsible for the compilation, interpretation, and publication of statistics concerning WPA employment, expenditures, and accomplishments; and it was responsible for the regulations concerning the collection of these statistics.

All of the above divisions functioned in the regional offices and in the State administrations as well as in the central administration. All except the Divisions of Management and Statistics also functioned at the district level. Several other divisions (the Division of Research, the Division of Investigation, the Division of Information, and the Legal Division) were organized only at the central administrative level.

The Division of Research was responsible for the purchase and publication of research studies concerning unemployment and need, public works and services, and other matters affecting the WPA program.

The Division of Investigation was responsible for the investigation of alleged dishonest practices in, or affecting, WPA operations. The field staff of this Division functioned through separate field offices covering the same states as the WPA regional offices.

The Division of Information was responsible for the preparation of informational material concerning the WPA for use in response to requests from newspapers, public officials, and citizens, and for dissemination in reports, pamphlets, articles, public speeches, and radio broadcasts. It was responsible for the regulation of such activities at all other administrative levels, where informational activities were handled in the office of the administrative head of the regional, State, and district organizations.

The Legal Division rendered opinions on legal matters arising in the administration of the WPA, including the legality of projects; prepared and reviewed from a legal standpoint proposed rules and regulations; and determined the appropriate legal action in suits involving the WPA or its officers or employees. The WPA organization did not maintain a legal division below the central administration. A field staff was not necessary because the WPA was not authorized to purchase or own land or to enter into construction contracts, and because the sponsors of WPA projects were responsible for the design, location, maintenance and operation, and all legal matters affecting the projects they sponsored.

## Regional Offices

The WPA regional offices were established as a field organization operating between the central administration and the State administrations. The number of regions, the States included in each region, and the location of the regional offices, varied during the period of the WPA program. In 1939, nine regional offices were in operation. Each regional office was headed by a regional director who was responsible directly to the Commissioner of Work Projects. The regional director, through his staff of regional officers, directed and coordinated, rather than administered, the program within the States of the region, in accordance with law and with the policies, regulations, and special instructions prescribed by the Commissioner or under his authority. The Divisions of Engineering and Construction, Service Projects, Training and Reemployment, Finance, Employment, Management or Administration, and Statistics were all represented at the regional level.

The division heads of the regional staff were administratively responsible to the regional director for the functions of their respective divisions. Instructions concerning the technical and professional procedures of each division were received from the respective divisions in the central administration. The staff of the regional office was responsible, among other things, for interpreting or obtaining authoritative interpretations of the policies, rules, regulations, and instructions of the central administration.

The regional office made recommendations to the central administration concerning changes and revisions of general policies or procedures, approval or disapproval of project applications, monthly employment authorizations for States of the region, State budgets for project pay rolls, nonlabor expenses, and administrative costs. It represented the Commissioner of Work Projects in conferences with heads of governmental subdivisions and civic organizations in regard to employment problems, project sponsorship, and WPA policies.

The regional office also called and conducted conferences of State administrative officials, approved the location or relocation of State and district offices, recommended to the Commissioner or to the assistant commissioners the appointment of all State division heads, approved the appointment of district administrative heads, and, where necessary, issued instructions to the State administrations supplementing the rules and regulations of the central administration.

## State Administrations

With the exception of California and New York, the WPA State administrative jurisdiction were coterminous with State boundaries. For administrative convenience separate State administrations (so designated) were established for Northern California and Southern California and for New York City and New York State. WPA activities in the District of Columbia, until late in the program, were administered under a separate "State administration." The WPA as established in Puerto Rico was also termed a "State administration."

Each State administration was headed by a State administrator who was responsible to the Commissioner of Work Projects for the operation of the WPA program within the State under his jurisdiction. The headquarters of the State administration was located in the State capital or in one of the larger cities of the State. In the larger States, the State administrator was assisted by a deputy administrator. In all States, State directors of the divisions corresponding to the divisions in the central administration assisted the State administrator in the performance of his functions. The divisions organized at the State level were those concerned with engineering and construction, service projects, training and reemployment, finance, employment, management or administration, and statistics. The divisions at the State level were organized in sections which corresponded functionally to sections or divisions of the central administration.

The State Divisions of Engineering and Construction, Service Projects, and Training and Reemployment were the operating divisions responsible for the organization and administration of projects in their respective fields.

The State Division of Finance was responsible for the control of WPA financial activities within the State and for the timekeeping, record keeping, and various reporting and fiscal functions at the State administrative level. The State Division of Employment was responsible for the organization and administration of employment activities. The State Division of Statistics was responsible for the collection of statistics derived from reports of activities of the various divisions and for their transmission to the central administration. The State Division of Management or Administration was responsible for procedures, administrative budgets, administrative personnel, office services, and other functions required by the State administrator. All informational activities at the State administrative level were carried on by the State administrator or by a small staff in his office.

Just as the Commissioner of Work Projects was responsible for all WPA activities generally, so was the State administrator responsible for all WPA activities within the State. But, while the Commissioner and his administrative staff were especially responsible for the policies and regulations of WPA activities, the State administrator and his staff were especially responsible for the initiation, organization, and operation of WPA projects.

At the beginning of the program, the State administrations had the difficult task of developing a large number of worthwhile projects in every community in order to provide immediate employment for the needy unemployed persons certified to the WPA by the State or local referral agency. As the program progressed, one of the chief responsibilities of the State administrations was the development of an adequate reserve of worthwhile approved projects that could be put into operation from time to time as the need for them arose.

It was the State administrator who signed the project applications that were sent to the central administration. Each application was a request from a State or local governmental agency for the Federal funds specifically re-

quired for labor and nonlabor costs in addition to sponsors' funds needed in carrying on the project. After project applications had been approved by the central administration in Washington and by the President, it was the State administrator who, in agreement with the sponsor, initiated operations on each project by assigning supervisors and workers to the project and authorizing the expenditure of Federal funds within the specified amounts of the approved project authorization. In order to obtain Federal approval of any State or local project, a variety of conditions had to be met, including the securing of an adequate sponsor's contribution. The State administration was responsible for making sure that all conditions required by law or by WPA regulations were properly met. The distribution of WPA employment quotas within the State, the apportionment among projects of the total Federal contributions to nonlabor costs, and the appointments of administrative and supervisory personnel within the State, were other important responsibilities of the State administration. All of these and other duties were performed largely through the divisions in which the state administration was organized.

### District Offices

In most States, project operations were administered from district offices. It was at this level that the sponsors of projects, the supervisors of projects, the local governmental agencies involved in the WPA program, and the general public were brought together. Each district office was in the charge of a district manager and was organized in divisions similar to those in the State administration. The Divisions of Engineering and Construction, Service Projects, Training and Reemployment, Finance, and Employment were all represented at the district level.

The district offices were located in the larger cities of the State; the number of counties included in each district was determined on the basis of geographical area, transportation facilities, and the distribution of unemployment within the State.

The district manager and his staff were the responsible representatives of the Works Projects Administration within the territory comprising the district. The actual measure of administrative and technical authority delegated to the district manager and to his divisional heads was determined by the State administrator with the approval of the regional office.

In the larger districts, certain administrative or general project supervisors of the Division of Engineering and Construction, the Division of Service Projects, and the Division of Finance, operated from subdistrict offices which were often called area offices. In States with small WPA employment, the State administration performed the functions of the district offices, and the administrative and supervisory employees in the area offices reported directly to the State administrations.

The district offices had the responsibility of performing the various administrative functions that were finally involved in the planning and execution of projects and in the employment of needy unemployed persons on such projects.

The policies of the WPA organization were carried into practical effect at the district level through the actual application of the rules and regulations framed by the central and State administrations. At the district level, the various divisions were engaged in the review and approval of certifications of needy workers, the assignment of workers to projects, the management of project operations, the general supervision of finance functions, and the carrying on of day-to-day relationships with sponsors of projects, agencies of local government, and private organizations concerned with civic or economic interests. These district activities represented the final application of administrative decisions and technical instructions which resulted in the provision of work for the needy unemployed, and the provision, through such work, of public works and services for communities.

### Project Organization

The headquarters office of each project was the basic or primary operating unit of the Work Projects Administration.<sup>6</sup> The project superintendent or supervisor was the executive head of each project, and reported directly to the district operating division under whose jurisdiction the project was approved for operation. These operating divisions were the Division of Engineering and Construction, the Division of Service Projects, and the Division of Training and Reemployment. The project superintendent or supervisor was responsible for coordinating and supervising every phase of project activity within established WPA rules and regulations. In the actual production of work on the project, the project superintendent or supervisor was assisted by engineers, technicians, foremen, and other subordinate supervisory employees. He was assisted in all cases by a finance officer or timekeeper who performed the finance functions on the projects in accordance with the technical procedures and instructions of the Division of Finance. In most cases the project finance officer or timekeeper also executed all details in connection with the supply and the accountability of Federal property. On larger projects, he was assisted by a project employment officer who carried out the detailed procedures prescribed by the Division of Employment.

The actual scope of project organization and the relationship of the project to the sponsor's staff and organization were determined for each project in accordance with the number of employees working on the project, the technical features of the project, the time schedule for operations or completion of the project, and various other factors. The central administration delegated all responsibility for the organization and operation of projects to the State administrations. Although the State administrations, in cooperation with the district control of the actual conduct of project operations, the project organization on large projects, and the general rules, regulations, and procedures governing project operations, the project operations were reviewed by engineers, consultants, and other administrative employees of the regional offices and the central administration.

The need for delegating a large measure of responsibility to the State administrations and to the district offices was recognized by the central administration from the beginning of the program. Among the reasons for the delegation of responsibility was the fact that State and local laws, regulations, and practices varied greatly. Moreover, employment varied widely on individual projects, ranging from less than 10 workers on small projects to more than 20,000 persons on large projects.

### The Lines of Administrative Control and Supervision

At each level of administration, the offices were under the direct administrative authority of the administrative head at that level. Two types of relationship existed between offices at different levels of administration, the line of administrative or direct authority and the line of technical instruction and advice.

The lines of administrative authority prescribed by the Commissioner extended (1) from the Commissioner through the assistant commissioners (a) to the central administrative divisions, (b) to the regional directors, and (c) to the State administrators; (2) from the regional directors (a) to the regional divisions and (b) to the State administrators; (3) from the State administrators (a) to the State divisions and the sections in the State administrative offices and (b) to the district managers; and (4) from the district operating divisions to the project superintendents or supervisors.

The lines of technical instruction and advice prescribed by the Commissioner extended (1) from the central administrative division to the corresponding regional and State divisions and sections of the State administration; (2) from the regional office divisions to the corresponding State divisions and sections of the State administration; and (3) from the district divisions to those in charge of corresponding functions at each project headquarters.

The State administrator prescribed the lines of administrative authority from the State administration to the district offices, from the district offices to the district divisions, and from the district offices to project headquarters.

The technical forms and procedures developed in the central administration were, in part, mandatory procedures for use in State administrations and district offices and, in part, recommended procedures for use at these levels. The line of technical authority was thus different from the line of administrative authority. The State director of employment, for example, although administratively responsible to the State administrator, was at the same time technically responsible to the assistant commissioner in charge of the Division of Employment in the central administration.

### The WPA Under the Federal Works Agency

In the establishment of the Federal Works Agency, various Federal agencies concerned with public works and services were grouped together. At the same time the National Youth Administration, which had been administratively a part of the WPA, was transferred to the ad-

<sup>6</sup> See *WPA Manual of Rules and Regulations*, vol. II, "Project Planning and Operation."

ministration of the Federal Security Agency.<sup>7</sup> Grouped under the FWA, according to Reorganization Plan No. 1, were "those agencies of the Federal Government dealing with public works not incidental to the normal work of other departments, and which administer Federal grants or loans to State and local governments or other agencies for the purposes of construction." The other administrations grouped within the Federal Works Agency were the Public Works Administration, the United States Housing Authority, the Public Roads Administration (formerly the Bureau of Public Roads of the Department of Agriculture), and the Public Buildings Administration. (The Public Buildings Administration was a combination of the Public Buildings Branch of the Procurement Division of the Treasury Department, and the Branch of Buildings Management of the National Park Service, so far as it was concerned with public buildings operated for other departments or agencies.) Each of the constituent administrations of the Federal Works Agency was headed by a commissioner serving under the general direction of the Federal Works Administrator.

After the establishment of the Federal Works Agency, all project applications of the Work Projects Administration were cleared through the Federal Works Agency rather than through the Bureau of the Budget before being submitted to the President for approval. The appoint-

<sup>7</sup> The National Youth Administration, created by Executive order on June 26, 1935, was placed administratively within the Works Progress Administration, where it remained until July 1, 1939. The NYA program included the provision of part-time employment on work projects for unemployed youths between the ages of 16 and 25 years who were not in regular, full-time attendance at school; part-time employment and other student aid for young people in schools and colleges; job guidance and placement, apprenticeship training, and other activities in behalf of needy young people. The work of the NYA is not covered in the present report, and NYA employment is not included in WPA employment data. A complete report on the NYA has been issued by the Federal Security Agency. See also statement in *Report on Progress of the WPA program, June 30, 1938*, pp. 57-67.

ment and classification of administrative employees in the central administration of the Work Projects Administration were also cleared with the Federal Works Agency. The general orders, including wage schedules, and major policy matters were approved by the Federal Works Administrator before being issued by the Commissioner of Work Projects.

In July 1942, the President designated the Federal Works Administrator as Acting Commissioner of the Work Projects Administration, and he in turn delegated the responsibility for the administration of the WPA to the Deputy Commissioner of Work Projects.

## Liquidation of the WPA

On December 4, 1942, the President wrote to the Federal Works Administrator, agreeing with him that liquidation of WPA project operations should be effected as soon as possible.

The WPA program had been considerably reduced after the close of the fiscal year 1942. When the President wrote on December 4, 1942, 5,000 WPA projects were in operation. By the middle of March 1943, all construction and training projects had been closed out in more than half of the States. (See page 58.) Normal project operations were closed out in all States by April 30, and the WPA ceased to exist officially on June 30, 1943. The Federal Works Administrator, in the Second Deficiency Appropriation Act, 1943, approved July 12, 1943, was given authority to set up within the Federal Works Agency a division for the liquidation of the WPA. This Division assisted in the disposition of WPA property, attended to the settlement of claims, and performed similar necessary functions.

All necessary employment, pay roll, and other important administrative records of the WPA have been placed on approximately 135,000 reels of microfilm. These records are under the direction of the operations officer of the Federal Works Agency.

# EMPLOYMENT

PERSONS desiring employment on WPA projects made application for such work at approved local public welfare agencies. Investigation was then made by these agencies with respect to the applicant's need and employability. Eligible applicants were certified and referred to the WPA for employment.<sup>1</sup>

## Eligibility

Need and employability were the two fundamental qualifications for WPA employment. But eligibility for WPA

<sup>1</sup> WPA employment in this section means project employment, which includes foremen and other supervisory personnel but does not include the administrative staff of the WPA.

employment was limited by rules that changed somewhat from time to time. In addition to need and employability, the main criteria affecting eligibility were: limitation of employment to one person in a family; active registration with the United States Employment Service; special restrictions imposed by Congress; relinquishment of Social Security benefits; age limitations; residence requirements; and the exclusion of persons currently serving sentence in penal or correctional institutions.

The broad principles of eligibility were set forth by the WPA in accordance with Federal legislation. WPA rules and regulations concerning eligibility were interpreted and applied by State and local welfare agencies in the process of certifying and referring persons to the WPA for em-

ployment.<sup>2</sup> There was a lack of uniformity in the local interpretation of these regulations. Doubtful cases were reviewed and investigated by the employment division of the WPA, which might refuse to accept local certifications of eligibility, and whenever necessary made certifications of its own. In general, however, the certifications or referrals made by local welfare agencies were accepted by the WPA.

## Need

The WPA, at the outset of its operations in 1935, accepted as eligible for project employment all employable persons in need who had been on State emergency relief rolls in May of that year, and all those not on such rolls whom the local relief agencies further certified as eligible. The number newly certified was so large that the total employment soon exceeded the 3,000,000 persons for whom funds had been provided; and the WPA therefore ruled in October 1935 that only persons certified before November 1 would be eligible for employment during the remainder of the fiscal year. This limitation of eligibility was maintained until July 1, 1936, at which time the new appropriation act reopened intake for WPA employment and gave newly certified persons the same eligibility as those whose need status dated further back.

Congress did not attempt to define need. A practical method of measuring need, however, had been used by many welfare agencies. Total family income and resources were measured against an estimated minimum budget for a family of a given size in the locality. If the total family resources fell more than 15 percent below the minimum budget, then (in the best current relief practice) the family was entitled to public relief. This budgetary deficiency principle had been promulgated by the FERA. After the dissolution of the FERA, however, the relief standards of various States dropped sharply. In many communities, extreme destitution had to be shown before persons would be certified either for direct relief or for WPA employment. In other communities there was a more liberal interpretation of need. The WPA made an effort to secure an improvement in social welfare standards and practices in backward areas, but at the close of the WPA program the criteria by which need was locally determined were still far from uniform. (See pages 18 to 19 on certification.)

The applicant for WPA employment was interviewed and investigated by the local relief agency in order to determine whether the extent of his need was such as to entitle him to public relief. This was known as the means test.

The WPA reviewed the certification of all project workers in the winter of 1936-37 to ascertain how many persons no longer in need were continuing to hold WPA jobs; and, in some States, such reviews were made periodically by the state WPA or by the certifying agency. Per-

<sup>2</sup> For detailed discussions of WPA employment policies see Donald S. Howard, *The WPA and Federal Relief Policy* (New York: Russell Sage Foundation, 1943) and Report of the Committee on Long-Range Work and Relief Policies to the National Resources Planning Board, *Security, Work, and Relief Policies*, 78th Congress, 1st session, H. Doc. 128, part 3, (Washington, D. C.: U. S. Government Printing Office, 1943).

sons found to be no longer in need were dismissed from employment. In the ERA Act of 1939, Congress directed the WPA to investigate the need of all WPA workers once every 6 months and to separate from the WPA rolls any persons not found in need.<sup>3</sup> Subsequent acts required such review only once in 12 months.

Although WPA project employment was intended for needy workers, exceptions were permitted. It was necessary, as in the preceding FERA work relief program, to make such exceptions in order to provide adequate supervision of projects and to obtain certain necessary skilled and professional workers not available from the relief rolls. By Executive order, in May 1935, it was directed that "at least 90 percent of all persons working on work projects shall have been taken from the public relief rolls," unless otherwise specifically authorized by the WPA. The WPA in February 1937 ruled that 95 percent of all WPA workers in each State must be those certified as in need of relief. State administrators were authorized to permit the employment of noncertified workers up to 10 percent on any project, while maintaining the required State-wide average of certified workers. In the defense and war period, exemption from this limitation was authorized by the Commissioner of Work Projects to any extent found necessary for the efficient prosecution of projects of importance to national defense. The proportion of noncertified workers was well under 5 percent of the total employment through most of the period of program operations. In the last year the average was about 5 or 6 percent.

## Employability

Employability on WPA projects was chiefly a matter of health and physical fitness for the kinds of work available.<sup>4</sup> At the beginning of the WPA program, workers were accepted as employable on the basis of their recent employment on FERA work relief projects; later, employability was determined by the local welfare agencies, subject to WPA review. Increasing care was taken to avoid giving work to people not physically fit, and project workers found unfit for manual labor were removed from the WPA rolls unless they could be shifted to suitable work. The relatively high accident rate which had marked the previous public work programs, particularly at the beginning of the CWA program in the winter of 1933-34, was evidence of the need not only for a sound safety program but also for a more careful determination of the employability of workers assigned to public work projects. (See page 71.) Unemployed persons anxious for work often concealed

<sup>3</sup> In the period from July 1, 1939, through December 31, 1939, the cases of 1,334,232 project workers were reviewed with respect to need. Cancellations of eligibility were made in 36,201 cases, or 2.7 percent. Of these cancellations 21,392, or 1.6 percent, were made because the persons were considered no longer in need. The other cancellations were chiefly in cases where the workers concerned could not be reached, many of them because they had recently quit their project jobs for private employment without formally notifying the WPA.

<sup>4</sup> The WPA did not accept either the age standards or the experience standards of employability set up in some branches of private industry, according to which men who were over 40 or 48 years of age and young men without previous work experience were "unemployable." Private industry, under the pressure of wartime labor needs, has to a large extent relaxed its standards with regard to age and experience.

facts about their physical condition and certifying agencies were frequently influenced by the desire to remove from the local relief rolls as many families as possible. The WPA, in accordance with an Executive order, ruled at the outset that no person was eligible for WPA employment whose physical or mental condition was such as to make his employment dangerous to his own or others' health or safety; though physically handicapped persons might be employed at work which they could perform safely.

In most States, if there appeared reason to doubt a worker's employability on grounds of physical or mental health, he was required to obtain a doctor's statement. The facilities afforded by clinics and hospitals for free examination were used whenever available; and in some places, physicians were employed by the WPA to examine all persons before they were assigned to project work. These medical examinations were given to all workers assigned to work camp projects where they were housed in barracks.

Sometimes, however, physical disabilities were discovered only after a worker had been assigned to a project. In these instances, the WPA employment division reviewed the case, dismissed the worker if he was found to be unemployable, and entered the information on its records. If the same worker was, at a later time, again referred by a local welfare agency to the WPA for employment, the WPA rejected him. In some instances it was possible to assist the worker in securing free medical or surgical treatment which would remove his disability and make his employment possible; the WPA cooperated with local public welfare agencies toward this end. In some other instances it was possible to assign the worker to another type of work which he was capable of performing.

In 1940 the WPA ruled that persons suffering from certain permanently handicapping disabilities were not eligible for employment unless their education, training, and experience qualified them for special tasks with which those disabilities would not interfere. It was also ruled that only after careful consideration was employment to be given to persons known to be suffering from physical disabilities which required medical direction and supervision to assure continued employability.

### Limitation of Employment

WPA employment was given to only one person in a family. The Executive order establishing this rule permitted the WPA to grant exemptions but the WPA did not use this authority to any significant extent. It was expected that the security wage payments made to WPA workers would suffice to meet the needs of families of average size. Younger members of large families might be given NYA or CCC employment; and in some States maintaining direct relief programs, supplementary direct relief was given to large families.

It was ordinarily to the head of the family that WPA employment was given. In some communities during the early years of the WPA program, there was a disposition to pass over the head of the family in favor of a younger and stronger worker. This practice was objected to, however, on the ground that it would tend to weaken the responsibility and authority of the family head and injure

the family structure. Moreover, in many cases, the younger member of the family could not be depended upon to devote his wages to the support of the family. In general, it became established as a principle that the family head or normal wage earner of the family, if eligible, should be the one certified to the WPA for employment. The certification of another member of the family was accepted by the WPA if the family head was ill and unable to work for a considerable time, or if he had some part-time employment, or if he did not possess the skill or ability required for projects on which there were vacancies. Some local agencies consistently refused to certify any but family heads.

There was no formal exclusion of single or unattached persons from WPA employment, but heads of families were very generally given preference in assignments to projects. Young unmarried adults who left a family group and set up independent households were not ordinarily recognized as separately eligible for WPA employment until 6 months had elapsed.

### Registration With the USES

It was required that all workers making application for WPA employment be registered with the United States Employment Service, and that WPA workers maintain active registration with the United States Employment Service, in order that they might more readily find employment in private industry. There were areas in which for a time this requirement could not be enforced because no public employment offices existed. Itinerant service subsequently provided by the United States Employment Service made possible a more general conformity to the rule.

### Congressional Restrictions

No requirement as to citizenship was made in the ERA Act of 1935, but the act of 1936 provided that the WPA should not knowingly employ any alien who was illegally within the United States. The 1937 act restricted the employment of aliens to those who, being legally in this country, had made application for citizenship prior to the enactment of this legislation. The employment of aliens by the WPA was entirely prohibited by the act approved February 4, 1939, and all WPA workers were required to make affidavit that they were citizens of the United States. Subsequent legislation continued this provision.

The ERA Act of 1939 forbade employment on WPA projects of any person who advocated, or was a member of an organization that advocated, the overthrow of the Government of the United States by force or violence; and the ERA act for the fiscal year 1941 forbade the employment of any Communist or any member of a Nazi Bund organization. Subsequent legislation continued these provisions.

### Relinquishment of Social Security Benefits

The concurrent operation of the Social Security program raised questions as to the eligibility for WPA employment of persons entitled to or receiving social security benefits of any kind. The amount of these benefits was often so small that they failed to provide for the minimum requirements of the recipients. WPA employment policies and practices varied in regard to the eligibility of such persons.

Persons eligible for unemployment compensation benefits, as well as those receiving such benefits, were at first excluded from WPA employment. This policy was found to result in serious hardship, on account of the long waiting period and the inadequacy of the benefits, which were often as low as \$5 and sometimes as low as \$1.50 a week. On the request of state WPA administrators, exemptions were granted from the previous ruling, so that workers entitled only to very small unemployment benefits could choose between such benefits and WPA employment. In 1941 the policy was further modified; workers whose unemployment benefits were not more than 75 percent of the unskilled "A" wage rate were permitted to choose between such benefits and WPA employment. (For a discussion of wage rates, see p. 23.) By this time the general employment situation was improving rapidly, and the modified policy was put into effect only in those States in which the inadequacy of unemployment compensation was most marked.

It was also uncertain whether needy persons who were entitled under the Social Security Act to old-age assistance, aid in behalf of dependent children, or aid to the blind, should be excluded from WPA employment. During the first 3 years of the WPA program these questions were decided by State and local certification agencies or by State WPA administrators. Persons included in the first two groups, the aged and those with dependent children, were very widely employed on WPA projects; and there was some employment of the blind on special projects. But in the fall of 1938, when a shortage of funds made necessary a sharp reduction of project employment, the central administration ruled that persons eligible for old-age assistance or aid in behalf of dependent children were to be dismissed from WPA employment. Congress overruled this policy in its joint resolution appropriating additional funds, approved February 4, 1939, by providing that persons 65 years of age or older and women with dependent children were not to be barred from WPA employment. This provision was not repeated in subsequent legislation. Certifying agencies, thereafter, decided in each case whether persons eligible for or receiving old-age benefits might relinquish them temporarily in order to be eligible for WPA employment; and the WPA ordinarily accepted the certifications of persons who had relinquished such benefits on the advice of the certifying agency. Blind persons, under the ERA Act, fiscal year 1941, were granted permission to relinquish social security benefits temporarily in order to accept WPA employment.

### Age Limitations

The minimum age requirement for employment on WPA projects was originally set at 16 years; in July 1938 it was raised to 18 years. Although, as noted above, there was generally no maximum age limit in WPA employment, public relief agencies in some States were unwilling to certify persons more than 65 years old who were entitled to old-age assistance under the Social Security program.

### Residence Requirements

Previous residence in the State or community for any specific length of time was not required by Federal law nor by WPA rules as a condition of eligibility for WPA

employment. Various State and local laws, however, established long-term requirements of residence (often 3 years) for recipients of direct relief. Many local public welfare agencies were reluctant to certify "nonresidents" for WPA employment, and a considerable number of them refused to do so. The WPA generally agreed to the exclusion from employment of persons who had recently moved into the State or community for the purpose of getting WPA jobs; but it held that residence should be accepted as established after a year.

### Exclusion of Persons in Penal Institutions

The prohibition (by Executive order) of the employment on WPA projects of persons currently serving sentence in penal or correctional institutions was in conformity with the general policy of the President and the Congress, which sought to eliminate any competition of prison labor with free labor.

### Certification

Certification, as a process, dated back to the FERA period, when the State emergency relief administrations had conducted both a direct relief program and a work relief program. The local social service division staffs of the State emergency relief administrations investigated the need of families, and at the same time ascertained which, if any, members of the family were employable. Such employable persons (not more than one from each needy family) were then certified as being in need of employment and were referred to the employment division of the emergency relief administration for assignment to work projects. This certification covered both need and employability. The needy family received direct relief until the member certified for work relief had been assigned to a project. Certification, direct relief, and work relief were thus all administered by the same agency, which was financed in whole or in part with Federal funds.

When the WPA was set up in 1935, the State and local relief or welfare agencies were asked to certify and refer needy employable workers to the WPA for employment, on the ground that such agencies were well acquainted with local conditions and that this should be a State and local rather than a Federal responsibility.

State welfare agencies were, in some instances, aided by the WPA, usually by the assignment of a staff of workers to assist the agencies in their investigation and referral of applicants. In the main this aid was extended only in those States and localities where the service rendered by these agencies, though good in quality, was slow and inadequate because of a lack of sufficient personnel. Usually this assistance was given only until the State legislatures could meet and make adequate provision for the performance of this service.

The WPA designated State or local welfare or relief agencies as approved certifying agencies. In some communities, where there was no local certifying agency or where the WPA refused to accept certification from the local welfare agency, the WPA operated for a time its own certifying agencies. WPA certifying agencies conducted investigations of the same kind as those carried on by approved local agencies. For the most part, how-

ever, certification work was performed by the local welfare agencies.

At the outset of the WPA program, it had been intended that the decisions of the approved local certifying agency should be final. In some states, in which the processes of investigation and certification were ably carried on, the WPA continued to accept local certifications without question. In other States, however, it was found that persons not eligible for WPA employment were being certified through carelessness, bad judgment, or disregard of WPA rules. In such areas it was found necessary to review many certifications and to reject those that were unacceptable. The WPA, however, did not make a complete new investigation of all certified applicants; it acted only for obvious reasons in individual cases.

In an effort to improve certification practices, the WPA in 1938 directed its State administrators to establish standards of eligibility for certification and to require compliance with these standards from the public-welfare agencies acting as certifying agencies. This action was not effective, and in 1939 the WPA assumed the responsibility for certification; the former certifying agencies were then considered referral agencies. In some States, however, the referrals of welfare agencies were accepted as being equivalent to certifications, and the term "certification" continued to be widely used in describing the referral work of welfare agencies. WPA regulations in 1939 prescribed certain general standards to which public-welfare agencies were required to conform in referring workers to the WPA for employment. For the purpose of certification, need was defined as existing where the resources of a family or an unattached individual were insufficient to provide a reasonable subsistence compatible with decency and health. The only requirements to be considered in determining eligibility were to be those prescribed by law and WPA regulations.

It was frequently urged that the WPA assume the entire responsibility for determining the need of persons applying for project employment. But in doing so the WPA might have been regarded as trespassing upon a traditional field of local responsibility. A possible solution was offered to Congress in 1940 by the Commissioner of Work Projects, who proposed that the WPA be authorized to contribute \$5,000,000 to local relief agencies, thus meeting about one-third of the expenses incurred by them in referral work. This would have made it advantageous to the States and localities to adopt referral procedures which the WPA thought to be sound; but this plan was not adopted by the Congress.<sup>5</sup>

Emergency certifying activities were sometimes carried on by the WPA. The most important instance of such emergency certification occurred in 1938 in the industrial centers of the Middle West, where unemployment was increasing with alarming rapidity. In order to provide needy workers with WPA jobs as rapidly as possible during the critical period, the WPA set up its own temporary certification offices in many midwestern cities. In Detroit, the process was popularly called "firehouse certification," because the firehouses were used as certification

offices. The examination of the financial condition of the applicants was brief because of the need for speedy action; the workers who were being laid off in large numbers from the automobile plants and other private industries were quickly certified as eligible for WPA employment. For example, in Michigan, where less than 60,000 persons were employed on WPA projects at the beginning of January 1938, nearly 200,000 persons were employed by July of that year. This, of course, was an extraordinary occasion, when great haste was required in expanding public work to stem a tidal wave of economic disaster. In these middle western areas, however, when private employment recovered the ground it had lost in the recession, normal procedures of certification and assignment were resumed.

Normally, certifications were made by approved welfare agencies and were accepted or rejected by the WPA. When the WPA rejected a certification, a notice of the rejection, with the reasons for it, was sent to the certifying agency and a copy was sent to the applicant. Acceptance by the WPA of the certification of an applicant for WPA work was the beginning of another process, entirely within the control of the WPA.

### Conditions of Employment

When the certification of an applicant was accepted by the district office of the Division of Employment of the WPA, a notice of the acceptance was sent to both the certifying agency and the applicant. In a form letter accompanying this notice, the applicant was told that when there was an opening for him on a project he would receive by mail a notice telling him where and when to report for work. He was also urged to continue to make every effort to obtain private employment. He was instructed to notify the district office of the WPA 90 days later if he were still in need of a WPA job and still actively registered with the United States Employment Service.

### Awaiting Assignment

The certified applicant's record was placed in the "awaiting assignment" file of the district office of the WPA Division of Employment. The applicant was then classified occupationally in preparation for assignment to project work. However, the number of persons awaiting assignment always exceeded the number of WPA jobs available, and the waiting period might be long. If an unassigned applicant at the end of 90 days did not report himself as still in need and looking for work, his name was taken from the awaiting assignment files. There was thus a continuous clearance of the files, which were kept reasonably up-to-date as a list of needy job seekers.

### Occupational Classification

Before workers could be assigned to projects, it was necessary to classify them occupationally. At the outset of the WPA program, the system of classification of workers used under the emergency work relief program of the FERA was accepted by the WPA. It was originally intended that the classification and the assignment of newly certified workers be performed by the United States Employment Service. At that time it was expected

<sup>5</sup> See *Hearings Before the Committee on Appropriations, United States Senate, 76th Congress, 3d session, H. J. Res. 544, pp. 67-70.*

that WPA workers would be drawn rapidly into private employment, and that the United States Employment Service would assist them in finding private jobs. However, there were few private jobs to be found, and the waiting rooms of the United States Employment Service offices were daily thronged with unemployed workers. The managers of these offices regarded WPA work as actual employment and WPA workers as actually employed; and their efforts were increasingly concentrated upon finding such jobs as they could for workers who were without work of any sort. Under the circumstances, it was felt by WPA officials that the work of classification and assignment of persons certified for WPA employment could be more effectively performed by the WPA itself, and in July 1936 both of these activities were taken over by the district employment offices of the WPA.

In the meantime, as the construction and service programs of the WPA developed and a wider variety of projects was undertaken, it became apparent that a more adequate classification of WPA workers was needed. Project supervisors and foremen were discovering that many project workers had skills which would entitle them to employment at higher rates of pay. Why had these skills not been disclosed in interviews in relief agencies or in United States Employment Service offices? Many skilled, semiskilled, clerical, and professional and technical workers, when applying for public work, had described themselves as unskilled laborers in the belief that they would have a better chance for employment than if they stated their actual skills. This belief was based on the fact that early in the program the great majority of WPA jobs required only unskilled labor. In this early period, when millions of workers were being put to work as rapidly as possible, many workers were not assigned in such a way as to make the best use of their work experience. But with the development of the program, special skills and abilities were increasingly utilized. As the skills and abilities of workers were discovered, they were recorded on the workers' cards; as soon as possible the workers were given more suitable assignments.

When the WPA took over the responsibility for assignment, it was recognized that the employment division staffs needed training in classification. At first there was informal in-service training in many of the States; a regional training program was later established for occupational classifiers, who in turn conducted training programs in the States. At the same time, efforts were made to improve the methods of classification. A work history form to be filled in by the worker which would give full occupational data was presently adopted for use throughout the country. The information furnished by the worker was supplemented to any needed extent by a personal interview, trade tests, and conferences with former employers.

The data obtained from these sources served as a basis for the occupational classification card made out for each certified worker. On the card there was listed both the occupation in which the applicant was qualified for work on WPA projects and his usual occupation. The WPA classification and the usual occupation were often different, since the WPA could not provide some of the kinds

of employment existing in private industry. It was difficult to classify satisfactorily for WPA jobs the workers whose only previous employment had been in production industries or in occupations that could not be used on public work projects. Unless such workers had sufficient education or possessed special skills that could be used on projects, they had to be classified for WPA work as unskilled laborers.

Increased consideration was given to the physical condition of the workers as reported in their work histories. Persons suffering from certain physical disabilities were not to be classified as manual laborers.

In the summer of 1940, when WPA workers were being considered for training for work in war industries, the occupational classification record was broadened to include information concerning these workers' aptitudes for vocational training. (See page 91.)

### Assignment

Workers listed in the awaiting assignment files, after being classified occupationally, were assigned to suitable work whenever new projects were started, or project employment was expanded, or replacements were required. Assignment was made by the issuance of a slip—WPA form 402—which was mailed to the applicant; it instructed him to report for work at a certain place on a certain date, and informed him as to the type of work he was to do and the wage rate at which he would be paid.

Assignments were subject to certain preferences established by legislation. In the ERA Act of 1937, Congress established veterans' preference in WPA employment.<sup>6</sup> Further preferential arrangements were due to the fact that WPA funds were never sufficient to employ all of the persons certified for employment. Questions arose as to whose need was greatest. Some State welfare officials urged that priority in WPA assignments be given, first, to families of the size (usually four members) that could be entirely maintained by WPA wages and, second, to larger families for whom supplementary direct relief would still be required. Other welfare officials held that the workers having the greatest need—those with the largest families—should be assigned first. In States where no funds, either State or local, were provided for direct relief to employable persons, sentiment was strong for restricting WPA employment to the wage-earning member of the larger families.

These demands were conflicting, and it was not until 1939 that Congress passed upon them. Preference in terms of relative need was established by Congress in the ERA Act of 1939.<sup>7</sup> In accordance with this act, the WPA set up two categories of need—families or persons with no income and families or persons with income insuffi-

<sup>6</sup> A special defense register file was established in 1940. When a worker was classified in a defense occupation or was qualified for vocational training for defense industry employment, a special card was made out and placed in the appropriate section of the defense register.

<sup>7</sup> In the same ERA act, Congress gave citizens preference over aliens who had declared their intentions of becoming citizens. The employment of aliens by the WPA was, however, prohibited by Congress in 1939.

<sup>8</sup> It was also provided in the ERA Act of 1939 that veterans were to be given preference when relative needs were the same.

cient for maintenance on a subsistence level. "No income" was interpreted to mean no regular income significant in size when compared with the need of the family or person. For a time, single persons without dependents were placed in a third category, but it was later decided that they should be placed in one or the other of the first two categories.<sup>9</sup>

The ERA Act, fiscal year 1941, added the requirement that unmarried widows of veterans and wives of unemployable veterans be given the same preference as veterans. Thus far, the preference given to veterans and their wives and unmarried widows was a preference over other persons within the same category of relative need. However, the ERA acts for the fiscal years 1942 and 1943 gave preference to such veterans and veterans' wives or widows regardless of the relative needs of others.

#### Continuous Employment and the 18-Month Provision

During the first 4 years of the program, no attempt was made to rotate project employment among the workers certified to the WPA; on the contrary, as long as they were unable to find private employment, the workers were assigned to new projects when those on which they were working were completed. Although many workers did leave the program every month for private employment, others were continuously employed by the WPA over considerable periods of time. This continuous employment was objected to by those who felt that the workers awaiting assignment should have their turn at WPA work. In 1939, accordingly, WPA practice regarding the reassignment of workers on projects was changed. When a worker's services were no longer needed on the project, or when the project was completed, his record was returned to the file of certified workers awaiting assignment. Then when additional workers were needed on projects, or when new projects were placed in operation, assignments were made from the total group of unassigned workers.

Congress, in the ERA Act of 1939, required that all relief workers, except veterans, who had been continuously employed on WPA projects for more than 18 months were to be removed from employment. The term "continuously employed" was defined by the WPA as project employment in which there was no interruption in WPA work and wages for as long as 14 consecutive calendar days. The individual earnings record of each worker was used to determine the period of continuous employment. The worker was ineligible for reemployment until the expiration of 30 days following the date of his removal and until his need had been redetermined by a public welfare agency.

The act for the fiscal year 1941 continued the 18-month provision. However, a provision in the act exempted not only veterans but also the unmarried widows of veterans and the wives of unemployable veterans. Further modifications were made in the 18-month provision in the acts

<sup>9</sup> A later modification in the instructions permitted the placement in the second category, subject to approval of the central administration, of all single persons, except veterans, who were without dependents and without income. Full justification for the request had to be submitted through the regional office, and this redefinition of relative need was to be applied on a State-wide basis to all such single persons within the state.

for the fiscal years 1942 and 1943; only when there were needy employable persons with the same or similar qualifications who had been awaiting project employment for 3 months or longer, were workers to be dismissed who had been employed for 18 months. Furthermore, workers dismissed were to be eligible for employment at the expiration of 20 days after the date of their removal, if they were recertified as in need and otherwise eligible. Blind persons were also exempted from the 18-month provision.

#### Terminations

A WPA worker's employment might be terminated for any of a number of reasons. A large number of terminations were made because of limited WPA funds, and many others were made in conformity with the 18-month provision.<sup>10</sup> Other terminations were made because of illness, injury, inability to perform the required duties, habitual absence, or improvement in financial status.

Refusal to accept private or other public employment, when it was offered at prevailing wages and with reasonable working conditions, was also a cause for dismissal from WPA employment. The WPA, in interpreting this legal requirement (ERA Act of 1937 and subsequent acts), assumed that it was not the intention of Congress to deprive these workers of WPA employment permanently. Such workers were accordingly made ineligible for reemployment during the period in which they might have held the private employment, if that period could be ascertained or reasonably estimated. Since the private employment available to WPA workers was often of short duration, it was ruled by the WPA that the period of ineligibility for reemployment by the WPA was not to extend beyond 90 days.

If the reason for terminating employment did not affect a worker's eligibility or availability, his occupational record was returned to the awaiting assignment file, and he was again considered for assignment when employment opportunities arose. Reassignments were in general made under the same regulations that governed the original assignments; but persons who had left the program to take private employment were entitled by law to immediate reassignment if they had lost their private employment through no fault of their own and if they were still in need.

#### Labor Relations

The WPA, as an agency of the Federal Government employing labor on a large scale, was under the obligation of maintaining fair conditions of employment. As the right to strike has no legal existence in government employment, it was all the more necessary for the WPA to establish policies designed to protect the workers from unfair treatment and to provide facilities for the hearing and handling of the complaints and grievances of the workers.

Labor relations in private industry are largely concerned with wages, hours, and conditions of employment. But WPA wages, hours of work, and eligibility for employment were, in the main, determined by Congress and not by the

<sup>10</sup> Since persons with veterans' status had preference in retaining WPA employment, persons without veterans' status were dismissed first when reductions were made in employment. The distance of the worker's residence from projects was also considered in making reductions in employment.

WPA.<sup>11</sup> The WPA was concerned chiefly with fairness in the enforcement of regulations by foremen and supervisors; this involved the hearing of workers' complaints and adjustment of their grievances.

The Division of Employment within the WPA was responsible for formulating policies and instituting methods in regard to: the enforcement of Federal laws and WPA regulations designed to protect workers' rights; the enforcement of the rights of the WPA as an employer; the hearing of workers' complaints and the adjustment of grievances.

The rights of project workers were formulated at the outset by the WPA in a policy which forbade discrimination on account of race, religion, political affiliations, or union membership or activities. These rights were subsequently recognized in Congressional legislation.<sup>12</sup>

The rights of WPA workers thus included the right to join or not to join labor organizations and the right of selecting representatives to meet with WPA officials for the purpose of adjusting grievances. No labor organization was recognized by the WPA as the sole representative of WPA workers. WPA officials were forbidden to discriminate against persons because of membership, or activity, or nonmembership in a labor organization. The enforcement of these rights aided in the enforcement of the other rights of WPA workers, inasmuch as the existence of an organization encouraged individual workers to use it as a vehicle for complaints against injustice.

Only a very small proportion of the WPA's project workers belonged to regular labor organizations, and the interests of WPA workers as such could not be represented by outside organizations. But in 1935 an organization called the Workers' Alliance of America was set up by WPA workers and unemployed workers. In 1939, according to testimony before a House Subcommittee, it had more than 260,000 members.<sup>13</sup> The Workers' Alliance sought to publicize the need for more adequate WPA appropriations, and it acted as the representative of WPA workers

<sup>11</sup>The specific wage schedules, of course, were drawn up by the WPA, but within the broad principles laid down by Congress. Some detailed adjustments of WPA wages and hours were, as has been shown, left for a time to the discretion of State administrators. Organized labor unions (which had an interest in the wages paid to members of unions who were working on WPA projects, and also in the effect of WPA wages upon the wage rates of private industry) exerted their influence upon the decisions of State administrators in this period, and later exerted their influence upon Congress.

<sup>12</sup>The ERA Act of 1936 made it a misdemeanor punishable by a fine or imprisonment, or both, to deprive or attempt to deprive any person of the benefits of the act by "discrimination on account of race, religion, or political affiliations." The ERA Act of 1938 added "no membership in a labor organization" to the list of forbidden grounds of discrimination. The 1939 act made it a criminal offense for anyone to deprive, or threaten to deprive, any person of project employment because of race, creed, or color or because of any political activity, support of, or opposition to any political party in any election.

<sup>13</sup>These were distributed among 1,409 chartered locals in 663 counties in 46 States and in the District of Columbia. Initiation fees were not less than 15 cents and not more than \$1 and included the first month's dues. The usual dues were 35 or 50 cents a month; and only about a quarter of the membership was able to pay dues regularly. In New York City about three-fifths of the members were WPA workers. The influence of the organization was greatly diminished by the charge that it was dominated by Communist party members.

(whether members of the Alliance or not) in bringing individual complaints and grievances to the notice of the WPA officials whose duty it was to deal with these matters.

As for the rights of the WPA as an employer, each worker was held responsible for performing to the best of his ability the work to which he was assigned.<sup>14</sup> He was required to report for work promptly on each day when he was scheduled to work, unless he could give reasons for not doing so which were justifiable by WPA regulations. He was required to carry out all orders of foremen or supervisors which were in the line of duty and which did not expose him to unwarranted danger. Any worker refusing to carry out orders was subject to suspension.

The worker had the right to protest against any orders or other treatment which he considered unfair and to bring his grievance before the appropriate WPA officials. A procedure was established for the adjustment of grievances at the time they originated or at a time convenient to the workers and the project supervisor. If a mutually satisfactory adjustment was not made at the project level, the grievance could be submitted to the WPA official in charge of labor relations for the district. From his decision an appeal could be made to the State office of the Division of Employment. If the decision at the State level was not satisfactory, the grievance could be appealed to the assistant commissioner in charge of the Division of Employment in the central administration in Washington. At any administrative level the official authorized to make decisions in labor complaints might hold a hearing if he deemed it advisable.

Individual appeals, however, were seldom carried very far. It was difficult for State and Washington officials, far removed from the project, to decide on the validity of specific grievances. Whenever large reductions in WPA employment were made, there were many complaints that foremen and supervisors discriminated unfairly in the selection of workers to be dropped from the pay rolls. There were also complaints by workers that their classification had been unjustly lowered. The labor relations section of the Division of Employment in the central administration was not able to sit as a court to adjudicate a multitude of individual grievances; but it did investigate complaints which, if true, would indicate that foremen and supervisors were ignorant of, or indifferent to, the requirements of Federal laws and WPA procedures. Complaints reaching the central administration were brought to the attention of State administrators, and the labor relations staff of the central administration investigated the situation in localities from which complaints were frequent. The result of this process, from the point of view of individual complainants, was not always satisfactory, since the particular complaint was not directly adjudicated by the highest WPA authority, except in unmitigable cases. The effect of the process was rather to diminish the number of new grievances by gradually securing a fuller local adherence to WPA policies and methods.

The method of settling labor grievances by conferences

<sup>14</sup>A worker could legitimately refuse an assignment as unsuitable to his skill, ability, or strength; this privilege was, under the circumstances, seldom exercised.

requires considerable practice before it is accepted in good faith on both sides. There was a gradual but very real improvement in the local handling of complaints by this method, and in the last years of the WPA program there were few appeals at a level higher than the district.

### Training and Advancement of Workers

The training of WPA workers for jobs in private industry or elsewhere in public employment is discussed fully in the section on training and reemployment beginning on page 90.

Project workers were generally encouraged to learn new skills, and those who did so were accordingly reclassified and placed in higher grades with higher pay. Opportunities for advancement included promotion to the position of foreman or supervisor; such promotions were subject to the approval of the district head of the operating division concerned.

### Wages and Hours

The history of WPA wages and hours falls into five phases of partial adjustment to different forces in the Nation's social-economic situation. These phases of adjustment were as follows:

1. The decision to abandon, in the new work relief program, the FERA budgetary deficiency method of establishing wages, and to pay fixed monthly security or subsistence wages.

2. The decision to pay prevailing hourly rates (while continuing to limit individual earnings to the security wage), by the device of assigning fewer working hours per month to some occupational groups.

3. The making of upward revisions or adjustments of the monthly wage schedule in order to meet rising costs of living and to reduce wage differentials between the several skills or geographic regions.

4. The abandonment of the policy of paying prevailing hourly rates and the establishment of a system of uniform hours per month.

5. The exemption of defense and war projects from a fixed maximum of hours and earnings.

### Adoption of the Security Wage

In the FERA work-relief program, the monthly earnings of each worker had been determined in accordance with the estimated minimum budgetary needs of the worker's family. (See page 3.) The advantages of this method were obvious, but they were the merits of a relief program. Although WPA employment was to be restricted almost entirely to workers taken from the relief rolls, the program was to have as far as possible the character of a public work program. The budgetary deficiency principle was abandoned at the outset, and the principle of predetermined security wages was adopted instead. As announced in advance by President Roosevelt, security wages were to be "larger than the amount now received as a relief dole, but at the same time not so large as to encourage the rejection of opportunities for private employment."

A schedule of standard monthly WPA wages was drawn up in accordance with three factors: degree of skill, geographic region, and degree of urbanization. The wage

schedule was so drawn up as to yield a general average of about \$50 a month for each worker.

With regard to skill, WPA workers were classified in four groups—unskilled, intermediate, skilled, and professional and technical. The country as a whole was divided into four wage regions, according to the wage levels customary in those regions. Counties were classified in five groups, according to the population of the largest city in the county.

The following schedule shows the maximum monthly wages originally assigned for the workers of each occupational group in each region.

TABLE 3.—SCHEDULE OF MONTHLY EARNINGS OF WPA PROJECT WAGE EMPLOYEES

CONTINENTAL UNITED STATES

JULY 1, 1935-JUNE 30, 1938\*

Counties classified according to the population of the largest municipality	Wage class			
	Unskilled	Intermediate	Skilled	Professional and technical
Wage Region I				
100,000 or more.....	\$55	\$65	\$85	\$94
50,000 to 100,000.....	52	60	75	83
25,000 to 50,000.....	48	55	70	77
5,000 to 25,000.....	44	50	63	69
Fewer than 5,000.....	40	45	55	61
Wage Region II				
100,000 or more.....	\$45	\$58	\$72	\$79
50,000 to 100,000.....	42	54	66	73
25,000 to 50,000.....	40	50	60	66
5,000 to 25,000.....	35	44	52	57
Fewer than 5,000.....	32	38	44	48
Wage Region III				
100,000 or more.....	\$35	\$52	\$68	\$75
50,000 to 100,000.....	33	48	62	68
25,000 to 50,000.....	29	43	56	62
5,000 to 25,000.....	24	36	48	53
Fewer than 5,000.....	21	30	38	42
Wage Region IV				
100,000 or more.....	\$30	\$49	\$68	\$75
50,000 to 100,000.....	27	43	58	64
25,000 to 50,000.....	25	38	50	55
5,000 to 25,000.....	22	32	42	46
Fewer than 5,000.....	19	27	35	39

Wage Region I.—Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont, Illinois, Indiana, parts of Kentucky, Michigan, Minnesota, parts of Missouri, Ohio, Wisconsin, Arizona, California, Colorado, Idaho, Iowa, Montana, Nebraska, Nevada, North Dakota, New Mexico, Oregon, South Dakota, Utah, Washington, Wyoming.

Wage Region II.—Kansas, parts of Missouri, Delaware, District of Columbia, Maryland, parts of Texas, West Virginia.

Wage Region III.—Arkansas, parts of Kentucky, Louisiana, Oklahoma, parts of Texas, Virginia.

Wage Region IV.—Alabama, Florida, Georgia, Mississippi, North Carolina, South Carolina, Tennessee.

\* Effective July 1936, all States comprising Wage Region IV were transferred to Wage Region III.

It was recognized at the outset that any wage arrangements would need to be flexible, and provisions for modifications were made in Executive Order No. 7046, establishing the schedule, and in subsequent amendments. Under these provisions the wage regions might be redefined by the WPA at any time; this would raise or lower the wage payments in States shifted from one wage region to another. In view

of the fact that large cities set the standard of wages in small towns in their neighborhood, the WPA wage rates applicable to a county containing a large city could be extended to adjacent towns outside the county. If the scheduled wages for any occupational group were found in practice to be too high or too low, the WPA was authorized to raise or lower these wages by not more than 10 percent. In order to make possible the payment of wages in excess of the standard wage schedule to project supervisory employees, the WPA was authorized to exempt not more than 10 percent of all WPA workers from the limitations of scheduled security wages.<sup>15</sup>

A special wage policy was established for "unattached" workers in camps. At first they were paid, in addition to subsistence, at the monthly rates of \$15 for unskilled workers, \$20 for intermediate workers, and \$25 for skilled workers. Later (when men with families were assigned to work camps), they were paid in accordance with the standard wage schedule but deductions were made for subsistence.

Hours of work were intended to be uniform for manual workers, with exceptions permitting customary hours of work for professional, educational, and clerical workers. The WPA began by establishing a range of 120 hours to 140 hours a month, leaving the specific number to be determined by the State administrators.

#### The Decision to Pay Prevailing Hourly Rates

The WPA, having established a range of working hours from 120 to 140 a month, was immediately subjected to pressure from organized labor and other groups.<sup>16</sup> It was pointed out that if skilled workers were required to work 140, or even 120, hours a month for security wages, their hourly rates of pay would be below prevailing hourly rates; and this might lead to a lowering of hourly rates in private industry. It was urged that skilled workers be permitted to earn their monthly security wages at prevailing hourly rates of pay, which would mean working a lesser number of hours a month than were then required.

Accordingly, in September 1935, the lower limitation on hours was abolished by the WPA, and State administrators were authorized to determine hours of work and, consequently the hourly rates of pay. In 1936, Congress gave its approval to this policy by requiring that WPA workers be paid at hourly rates not less than those paid locally for work of a similar nature; and this provision was continued through August 1939.

The determination of prevailing rates was left by the WPA to the State administrations, most of which defined

<sup>15</sup> In April 1937, the WPA authorized an exemption of 5 percent of total project employment from security wage limitations, while permitting exemptions up to 10 percent on any single project; and the total number of workers so exempted was well under 5 percent in predefense years except for certain periods in the early stages of the program. The wage determination and the basis for differentiation of wage rates for project supervisory employees were henceforth at the discretion of WPA state administrators, subject to the approval of the appropriate WPA regional directors; thus the wage schedule of project supervisory employees varied from State to State.

<sup>16</sup> A preliminary Executive order had established the maximum hours of work on projects as 8 a day and 40 a week, giving the WPA authority to determine hours of work within this maximum. The WPA first set the hours of work at a maximum of 8 a day and 70 in any semimonthly periods, except in emergencies involving the public welfare, or the protection of work already done, or in other exceptional circumstances.

the prevailing rate as "the rate earned by a majority of employees in a given occupation in a given locality." The rates established in labor agreements were frequently accepted as prevailing, and the term became more or less synonymous with "union rates" in localities in which labor was well organized. The number of hours a carpenter (for example) was to work a month was computed by dividing his fixed monthly security wage by the hourly rate prevailing for his trade; the quotient was the number of hours to be worked a month. Since prevailing hourly rates differed greatly for various skills, the range of monthly hours was wide; skilled, semiskilled, and unskilled employees had markedly different working hours a month on the same project.

#### Increases in Monthly Wage Payments

In July 1936, Wage Region IV was abolished, and the States formerly in that wage region were included in Wage Region III. This change resulted in a general increase in wages for WPA workers in those Southern States formerly belonging to Wage Region IV; to unskilled workers in rural areas it meant an increase in standard monthly wages of \$2, from \$19 to \$21 a month. In July 1933, substantial upward revisions were made in the earnings schedule covering Wage Region III. The wage increases, which ranged from \$3 to \$7 a month in that region, benefited particularly the lowest-paid workers. The lowest assigned wage in rural southern areas thus became \$26 a month.

The WPA wage rates applicable to the Southern States were still, in the opinion of many people, lower in comparison with those of the rest of the country than was warranted by differences in the cost of living. In June 1939, Congress accepted this view and included in the appropriation act a provision that the monthly earnings schedule should not be varied for workers of the same type in different geographic areas to any greater extent than would be justified by differences in the cost of living. The act also provided that the schedule to be fixed by the WPA should not substantially affect the current national average labor cost per WPA worker.

A new schedule was accordingly adopted; and at the same time a new arrangement of wage regions was established, and a new subgroup was added to the existing classification by skill. In the new classification of workers there were two unskilled groups, designated as "A" and "B." In the South, where unskilled workers in rural areas formerly had a maximum monthly wage of \$26, some of these workers, now classified as unskilled "B," had a standard monthly wage of \$31.20 a month, and others, classified as unskilled "A," had a wage of \$35.10.

A previous rule, which had given to adjacent towns the benefit of the higher rates applicable to certain counties containing large cities, was now broadened so as to apply to 19 "large metropolitan areas" (as defined in the 1930 Census) the wage rates applicable to their metropolitan centers.

The readjustment of wages was made, in the main, by raising wages in the southern region. This could not be done without slight decreases of wages in other regions, which were largely effected through the division of the unskilled group into "A" and "B" grades.

TABLE 4.—SCHEDULE OF MONTHLY EARNINGS OF WPA PROJECT WAGE EMPLOYEES

CONTINENTAL UNITED STATES  
SEPT. 1, 1939—JUNE 30, 1943 \*

Counties classified according to the population of the largest municipality	Wage class				
	Unskilled "B"	Unskilled "A"	Intermediate	Skilled	Professional and technical
	Wage Region I				
100,000 or more <sup>b</sup> .....	\$52.00	\$57.20	\$68.90	\$89.70	\$94.90
25,000 to 100,000.....	48.10	52.00	62.40	81.90	84.50
5,000 to 25,000.....	42.90	48.10	57.20	74.10	76.70
Fewer than 5,000.....	39.00	42.90	52.00	67.60	68.90
	Wage Region II				
100,000 or more <sup>b</sup> .....	\$52.00	\$57.20	\$68.90	\$89.70	\$94.90
25,000 to 100,000.....	48.10	52.00	62.40	81.90	84.50
5,000 to 25,000.....	46.80	50.70	61.10	79.30	81.90
Fewer than 5,000.....	44.20	49.40	59.80	76.70	78.00
	Wage Region III				
100,000 or more <sup>b</sup> .....	\$46.80	\$50.70	\$61.10	\$79.30	\$81.90
25,000 to 100,000.....	42.90	48.10	57.20	74.10	75.40
5,000 to 25,000.....	36.40	40.30	48.10	62.40	65.00
Fewer than 5,000.....	31.20	35.10	42.90	54.60	55.90

Wage Region I.—Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Pennsylvania, Delaware, Maryland, District of Columbia, West Virginia, Ohio, Indiana, Michigan, Illinois, Wisconsin, Missouri, Iowa, Minnesota, Kansas, Nebraska, South Dakota, North Dakota.

Wage Region II.—Montana, Wyoming, Colorado, New Mexico, Arizona, Utah, Nevada, Idaho, Washington, Oregon, California.

Wage Region III.—Virginia, North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi, Tennessee, Kentucky, Arkansas, Louisiana, Oklahoma, Texas.

\* Effective Nov. 1, 1941, project wage employees working on projects which were not exempted from the standard hours of work were granted a supplementary allowance—\$5.20 per worker in the unskilled, intermediate, and skilled wage classes, and \$3.90 per worker in the professional and technical class.

<sup>b</sup> The schedule of monthly earnings applicable to counties in which the population of the largest municipality was 100,000 or more is applicable to the entire area included within the following metropolitan districts, as such districts were defined by the 15th Census of the United States, 1930, and subsequently redefined by the 16th Census of the United States, 1940: Baltimore; Boston; Buffalo-Niagara; Chicago; Cincinnati; Cleveland; Detroit; Kansas City, Kansas; Kansas City, Missouri; Los Angeles; Milwaukee; Minneapolis-St. Paul; New York City-Northeastern New Jersey; Philadelphia; Pittsburgh; Providence-Fall River-New Bedford; St. Louis San Francisco-Oakland; Scranton-Wilkes-Barre; Washington, D. C.

#### Establishment of Uniform Hours of Work

A very important change in the WPA policy on wages and hours was made in 1939. The unequal hours worked by different occupational groups had been seriously hampering the efficiency of WPA project operations. These unequal hours, as shown above, were the result of paying monthly security wages at prevailing hourly rates. In the interest of efficiency of operations, the Commissioner of Work Projects recommended to Congress in the spring of 1939 that a uniform number of hours of work be required of all project workers. Since there was no question of paying more than security wages, this change necessarily meant abandoning the policy of paying wages at prevailing hourly rates. In accordance with this recommendation, Congress included in the ERA Act of 1939 the requirement that, subject to the discretion of the Commissioner, 130 hours a month be worked by all project employees, after August 31, 1939.<sup>17</sup>

<sup>17</sup> The 1939 act and subsequent acts gave the WPA discretionary authority to employ persons without dependents a lesser number of hours for correspondingly less pay; but, except in upstate New York, this authority was not exercised.

The "prevailing rate" policy of the WPA had been strongly backed by the trade unions. But, after that policy was put into effect, there was frequent complaint that those WPA workers who had short working hours were using their free time to perform skilled work in competition with workers outside the WPA. For this reason the members of skilled trade unions very generally acquiesced in the 1939 change in the WPA policy on wages and hours. The members of some unions, however, protested the change. In the WPA, the change did not affect the hours of the majority of project workers, since they were unskilled and were already working 130 hours a month. Nevertheless, some "sit-down" strikes of project workers were sporadically organized in protest against the new policy; in Minneapolis this demonstration was of fairly large proportions.

The new policy, however, was soon generally accepted both within the WPA and in trade union opinion outside. The existent prevailing rates in private industry were not lowered by the abandonment of the "prevailing rate" policy in the WPA; and the efficiency of WPA project operations was greatly increased by the establishment of uniform monthly hours of work for all occupational groups.

#### WPA Hours and Wages in the War Period

There were further adjustments in the defense and war period, when the WPA was occupied to an increasing extent with projects certified by the Secretary of War or the Secretary of the Navy as of military or naval importance. The appropriation act for the fiscal year 1941, and subsequent legislation, authorized the WPA to exempt certified defense projects from the limitations on monthly earnings and hours of work. On exempted construction projects the workers were employed in most instances on the basis of 48 hours a week, but on exempted nonconstruction projects the usual schedule was 40 hours a week. Only on projects where speedy completion was of the utmost importance was the 48-hour schedule exceeded. Workers on exempted projects were entitled to a corresponding increase in earnings.<sup>18</sup>

The number of project wage workers exempted from the standard limitation of hours varied greatly from month to month, but represented on the average 12 percent of project employment for the year ending June 30, 1942, and over 14 percent for the last 6 months of 1942.<sup>19</sup> The peak in the number of exemptions was reached in mid-June 1942, when nearly 138,000 project wage employees, or 20 percent of all project employees, were scheduled to

<sup>18</sup> The working schedule on certified defense construction projects, beginning in March 1941, could be increased to 48 hours a week by State WPA administrators, under the authority granted to them by the Commissioner. In January 1942, the specific limitation of 48 hours was removed and the determination of the working schedule in excess of standard hours was left to the discretion of the State WPA administrators. This authority was to be used, however, only when all other means (such as the use of multiple shifts, the employment of additional workers by the project sponsors, or the use of additional equipment) were found to be inadequate.

<sup>19</sup> The term "project wage employees" is used here to distinguish project employees, who were paid scheduled security wages, from project supervisory employees, who were paid higher than security wages.

work in excess of the standard 30 hours a week. The great majority of exempted workers (nearly nine-tenths of them in June 1942) were employed on airport and airway projects; building projects; highway, road, and street projects; vocational training projects; and other projects of similar character.

As an adjustment to a general increase in the cost of living, action was taken to supplement project wages in the continental United States. Effective November 1, 1941, this supplement amounted to \$5.20 a month, or 4 cents an hour, for the unskilled, intermediate, and skilled workers, and \$3.90 a month, or 3 cents an hour, for the professional and technical workers. The supplement did not apply to the exempted workers who were working more than 130 hours a month on defense projects; their hourly wage rate was based on the standard wage schedule in effect prior to November 1, 1941.

TABLE 5.—AVERAGE LABOR COST PER WORKER ON PROJECTS OPERATED BY WPA\*

MONTHLY, JANUARY 1937-JUNE 1943

Month	1937	1938	1939	1940	1941	1942	1943
January.....	\$52.99	\$49.61	\$52.63	\$48.76	\$54.49	\$66.66	\$64.40
February.....	49.39	45.99	46.38	46.97	50.26	57.73	70.54
March.....	61.63	55.81	59.97	55.65	56.34	62.41	75.07
April.....	54.86	49.49	53.65	55.99	59.50	67.57	75.59
May.....	54.16	52.16	55.61	59.13	61.16	67.82	66.57
June.....	60.96	54.94	56.80	59.40	58.33	68.49	37.14
July.....	55.90	50.08	52.42	57.72	67.97	80.92	-----
August.....	53.42	54.81	59.44	60.12	59.25	70.68	-----
September.....	56.35	51.87	53.92	54.01	58.77	67.60	-----
October.....	55.79	54.19	53.89	57.28	60.82	67.22	-----
November.....	53.50	51.32	51.97	53.02	55.61	63.76	-----
December.....	58.16	58.90	55.53	54.71	65.80	68.18	-----

\* Includes supervisory and project wage employees.

## Earnings of WPA Workers

A total of \$8,990,597,000 was paid in wages to workers employed on projects operated by the WPA; this includes wages paid to project supervisory employees as well as to project wage employees. The total wage payments are shown by fiscal years in table 6.

The total wage payments in different years, primarily determined by the average levels of employment in those years, were also affected by other factors which changed from time to time—the schedule of working hours, the standard wage schedule, the wage-class composition of WPA employment and its geographic distribution.

Monthly earnings per project employee for the 8-year period averaged \$54.33, as shown in table 6. The most pronounced deviations from this 8-year average were in the first fiscal year, when average monthly earnings were \$47.29, and in the last 3 fiscal years, when average monthly earnings were successively \$56.22, \$62.93, and \$69.76.<sup>20</sup> The sharp rise in the last 2 years was due chiefly to the granting of a supplementary allowance to project wage

<sup>20</sup> The earnings of project supervisory employees, except as otherwise specified, are included in average monthly earnings. Although project supervisory employees received in general much higher wages than other project workers, their numbers were relatively so small as not to affect appreciably the average monthly earnings per worker.

employees, beginning November 1, 1941; it was also due in part to the increase in the proportion of project wage employees who were employed on defense and war projects and were exempted from the standard limitation of hours, and in part to a slight rise in the proportional numbers of project supervisory employees in the final year.<sup>21</sup>

The average earnings of WPA workers varied considerably by months, and tended to be lower in the winter than in the summer. This was due chiefly to the fact that WPA employment in agricultural areas rose in winter months; it was the comparatively low monthly wages paid in these agricultural areas that lowered the average in winter months.

The monthly earnings of WPA workers were in general somewhat less than their scheduled monthly wages, because they often worked less than the full number of scheduled hours per month. These time losses resulted from a variety of causes, including bad weather, shortages of tools and materials, difficulties in dovetailing particular work operations, delays in the transfer of workers from one project to another, and, also, sickness and voluntary absences of workers. As far as possible, workers were given an opportunity to make up time involuntarily lost, up to a maximum of 65 hours; but project work did not always afford adequate opportunities for making up lost time. The actual monthly earnings per worker were on the average 6 percent less than the scheduled (full-time) wage during the fiscal years 1940, 1941, and 1942.

The time loss during certain fiscal years of the program is clearly apparent in the tabulation of average hours per man-month worked on projects operated by the WPA given in table 6.<sup>22</sup>

The adequacy of WPA wages for family support was at various times tested by comparing minimum subsistence budgets for families of different sizes with WPA earnings. These comparisons showed that WPA wages were safely above the minimum subsistence standard only for small families.

In some cities WPA wages were supplemented by direct relief in the case of large families where the WPA wage was insufficient to meet budgetary needs. But it was only a very small proportion of WPA families that received any direct relief. A larger number of WPA families benefited to some extent from Federal surplus commodities distributed among the needy at the discretion of local relief authorities. Supplementation of WPA earnings from both these sources, though of importance to individual families, was neither extensive enough nor large enough to count significantly as an additional resource to WPA families in general.

Outside earnings were made possible for some WPA workers in the early years of the program, when there was

<sup>21</sup> The hourly earnings of exempted employees to whom the supplementary allowance did not apply were lower than those of nonexempted employees of the same wage class after November 1, 1941; but the former group's monthly earnings were generally higher because of the greater number of hours worked per month. For instance, for the month of June 1942, the average full-time wage per nonexempted employee was \$61.90, and for the exempted employee, \$85.20, a difference of \$23.30 in favor of the latter.

<sup>22</sup> A man-month of employment is full time employment of one man during a calendar month.

TABLE 6.—NUMBER OF MAN-MONTHS AND HOURS OF EMPLOYMENT, AMOUNT OF WPA LABOR EXPENDITURES, AND AVERAGE HOURS AND AVERAGE LABOR EXPENDITURES PER MAN-MONTH ON PROJECTS OPERATED BY WPA, BY FISCAL YEAR

THROUGH JUNE 30, 1943

Year ending June 30—	Man-months <sup>a</sup>	Hours worked	Average hours per man-month	WPA labor expenditures	Average labor expenditures per man-month
Total .....	165, 482, 272	18, 805, 492, 000	113. 6	\$8, 990, 596. 759	\$54. 33
1936 .....	21, 999, 650	2, 456, 138, 000	111. 6	1, 040, 400, 114	47. 29
1937 .....	26, 770, 118	2, 878, 756, 000	107. 5	1, 472, 878, 159	55. 02
1938 .....	23, 213, 294	2, 423, 757, 000	104. 4	1, 231, 590, 282	53. 06
1939 .....	34, 970, 967	3, 747, 869, 000	107. 2	1, 881, 010, 586	53. 79
1940 .....	23, 778, 739	2, 912, 005, 000	122. 5	1, 289, 469, 608	54. 23
1941 .....	19, 931, 162	2, 476, 654, 000	124. 3	1, 120, 465, 964	56. 22
1942 .....	11, 566, 652	1, 494, 013, 000	129. 2	727, 938, 698	62. 93
1943 .....	3, 251, 690	<sup>b</sup> 416, 300, 000	128. 0	226, 843, 348	69. 76

<sup>a</sup> A man-month of employment is full-time employment of one man during a calendar month.

<sup>b</sup> Estimated.

Source: WPA expenditures based on U. S. Treasury and Work Projects Administration reports.

a varying range of monthly hours for different types of workers. A study covering the quarter ending September 30, 1938, shows that slightly more than one-fifth of all WPA workers had earnings from outside jobs and that the median outside earnings amounted to \$10.44 a month. The opportunities for outside earnings were reduced to negligible proportions by the establishment, in 1939, of a uniform 130-hour month.

Hourly wage rates enter into a consideration of the adequacy of WPA wages. During the first year of operations, the average hourly wage per project employee was 42 cents. In the following year, as the prevailing wage policy was put into effect, the average rose to 51 cents, and it stood at that level for 3 years. After the standard schedule of 130 hours a month was introduced, in September 1939, the average hourly wage dropped to 44 cents for the fiscal year 1940, and it remained close to that level until the upward revision of the wage schedule in

November 1941 raised it to 49 cents for the fiscal year 1942.

The average hourly earnings of project workers from the beginning of the WPA program through June 30, 1942, are shown by type of project in table 7. In comparison, the lowest hourly rate paid to common laborers in private industry was higher than the average scheduled hourly earnings per WPA project wage employee in the same month. The average hourly entrance rate of pay of adult male common laborers in 20 industries in the United States in July 1940 was 51 cents. The average hourly entrance rate was 50 cents for the 16 manufacturing industries surveyed, 48 cents for the 3 public utility services, and 60 cents for the building construction industry.<sup>23</sup>

The question of the adequacy of WPA wages was to some extent obscured by the low living standards for certain groups of workers in various parts of the country.

<sup>23</sup> See "Entrance Wage Rates of Common Laborers, July 1940," *Monthly Labor Review*, LII, No. 1 (1941), 1-23.

TABLE 7.—NUMBER OF HOURS WORKED, AMOUNT OF WPA LABOR EXPENDITURES, AND AVERAGE HOURLY EARNINGS ON PROJECTS OPERATED BY WPA, BY MAJOR TYPE OF PROJECT

CUMULATIVE THROUGH JUNE 30, 1942 <sup>a</sup>

Type of project	Hours worked		WPA labor expenditures	Average hourly earnings
	Number	Percent		
Total .....	18, 389, 192, 000	100. 0	\$8, 763, 753, 000	\$0. 48
Division of Engineering and Construction .....	13, 358, 825, 000	72. 7	6, 291, 197, 000	0. 47
Airports and airways .....	369, 888, 000	2. 0	190, 600, 000	0. 52
Buildings .....	1, 531, 839, 000	8. 3	869, 033, 000	0. 57
Conservation .....	707, 613, 000	3. 9	327, 605, 000	0. 46
Highways, roads, and streets .....	7, 251, 201, 000	39. 5	3, 148, 167, 000	0. 43
Recreational facilities (excluding buildings) .....	1, 343, 558, 000	7. 3	727, 262, 000	0. 54
Sanitation .....	443, 080, 000	2. 4	172, 677, 000	0. 39
Water and sewer systems and other utilities .....	1, 711, 646, 000	9. 3	855, 853, 000	0. 50
Division of Service Projects .....	4, 397, 217, 000	23. 9	2, 216, 519, 000	0. 50
Service (excluding sewing) .....	2, 795, 372, 000	15. 2	1, 586, 942, 000	0. 57
Sewing .....	1, 601, 845, 000	8. 7	629, 577, 000	0. 39
Division of Training and Reemployment .....	97, 978, 000	0. 5	47, 675, 000	0. 49
Other <sup>b</sup> .....	535, 172, 000	2. 9	208, 362, 000	0. 39

<sup>a</sup> Data on hours worked by type of project are not available for the fiscal year ending June 30, 1943.

<sup>b</sup> Includes data on engineering survey, other construction, supply section, and public work reserve projects.

Source: WPA expenditures based on U. S. Treasury Department and Work Projects Administration reports.

A standard of living possible under a WPA wage might be below a reasonable standard of living and yet be sufficient to maintain the very low level to which certain groups were accustomed. The various increases in WPA wages, as shown previously, benefited most of all the lowest-paid group of workers, and narrowed somewhat the gap between their project earnings and those of the highest-paid groups. Since the lowest-paid workers were vastly in the majority in the WPA, the effect of the wage adjustments was to improve somewhat the level of living of the lower income groups.

The WPA program had been started with the expectation that private industry would soon be able to absorb the large mass of unemployed workers, and that private wages

would soon afford them a higher level of living than could be provided by WPA wages. The actual rate of absorption of the unemployed by private industry was slow, and the general employment situation was not decisively affected until defense and war production was well under way.

### Employment on WPA Projects

There was a wide variation not only from year to year, but also from season to season, and even from month to month, in the numbers of workers employed on WPA projects. The level of employment during a fiscal year was of course limited by the amount of funds made available by Congress for work relief. Congress had determined the

TABLE 8.—AVERAGE NUMBER OF PERSONS EMPLOYED ON WPA PROJECTS, BY PROGRAM <sup>a</sup>  
MONTHLY, AUGUST 1935-JUNE 1943

Month	Total	Projects operated by WPA	Projects operated by other Federal agencies <sup>b</sup>	Month	Total	Projects operated by WPA	Projects operated by other Federal agencies <sup>b</sup>
<i>1935</i>				<i>1939</i>			
July	.....	.....	.....	July	2,282,087	2,236,920	45,167
August	° 220,163	° 220,163	.....	August	1,970,688	1,909,886	60,802
September	374,316	374,316	.....	September	1,720,996	1,656,019	64,977
October	705,169	705,169	.....	October	1,877,439	1,804,063	73,376
November	1,814,958	1,814,958	.....	November	1,960,518	1,882,754	77,764
December	2,667,190	2,667,190	.....	December	2,123,431	2,045,889	77,542
<i>1936</i>				<i>1940</i>			
January	2,879,733	2,879,733	.....	January	2,216,314	2,142,588	73,726
February	3,019,098	3,019,098	.....	February	2,309,218	2,234,595	74,623
March	2,960,315	2,960,315	.....	March	2,310,539	2,235,359	75,180
April	2,626,367	2,626,367	.....	April	2,144,040	2,064,452	79,588
May	2,396,719	2,396,719	.....	May	1,981,666	1,896,642	85,024
June	2,285,622	2,285,622	.....	June	1,755,532	1,669,572	85,960
July	2,245,328	2,245,328	.....	July	1,655,479	1,610,711	44,768
August	2,332,380	2,332,380	.....	August	1,701,512	1,647,164	54,348
September	2,453,602	2,453,602	.....	September	1,692,641	1,636,824	55,817
October	2,552,574	2,552,574	.....	October	1,766,489	1,711,751	54,738
November	2,551,042	2,551,042	.....	November	1,799,382	1,746,083	53,299
December	2,247,461	2,247,461	.....	December	1,859,594	1,808,595	50,999
<i>1937</i>				<i>1941</i>			
January	2,131,079	2,131,079	.....	January	1,890,345	1,841,318	49,027
February	2,149,369	2,149,369	.....	February	1,884,115	1,836,995	47,120
March	2,129,475	2,129,475	.....	March	1,753,244	1,708,675	44,569
April	2,078,221	2,078,221	.....	April	1,609,801	1,566,325	43,476
May	2,021,579	2,021,579	.....	May	1,488,599	1,446,994	41,605
June	1,878,008	1,878,008	.....	June	1,410,930	1,369,727	41,203
July	1,631,204	1,631,204	.....	July	1,054,904	1,041,001	13,903
August	1,510,894	1,510,894	.....	August	1,042,533	1,031,319	11,214
September	1,455,977	1,455,977	.....	September	1,036,994	1,025,996	10,998
October	1,462,605	1,462,605	.....	October	1,040,285	1,028,109	12,176
November	1,503,720	1,503,720	.....	November	1,056,401	1,043,791	12,610
December	1,596,676	1,596,676	.....	December	1,053,095	1,041,686	11,409
<i>1938</i>				<i>1942</i>			
January	1,803,102	1,803,102	.....	January	1,023,703	1,020,381	3,322
February	2,003,840	2,003,840	.....	February	1,028,576	1,026,638	1,938
March	2,321,541	2,321,541	.....	March	963,496	961,795	1,701
April	2,540,464	2,540,464	.....	April	866,723	865,144	1,579
May	2,640,246	2,640,246	.....	May	786,007	784,485	1,522
June	2,743,025	2,743,025	.....	June	697,701	696,307	1,394
July	2,999,021	2,914,121	84,900	July	525,146	524,976	170
August	3,125,244	3,040,237	85,007	August	447,267	447,168	99
September	3,213,609	3,123,568	90,041	September	401,050	400,958	92
October	3,286,611	3,195,567	91,044	October	381,295	381,248	47
November	3,334,594	3,241,957	92,637	November	363,005	362,977	28
December	3,161,080	3,069,341	91,739	December	336,934	336,931	3
<i>1939</i>				<i>1943</i>			
January	3,021,595	2,931,401	90,194	January	288,652	288,652	.....
February	2,996,554	2,907,356	89,198	February	202,568	202,568	.....
March	3,009,110	2,920,066	89,044	March	135,934	135,934	.....
April	2,792,362	2,679,046	113,316	April	81,860	81,860	.....
May	2,645,550	2,509,875	135,675	May	45,981	45,981	.....
June	2,578,041	2,438,432	139,609	June	42,437	42,437	.....

<sup>a</sup> Data represent averages of weekly employment counts made during the months.

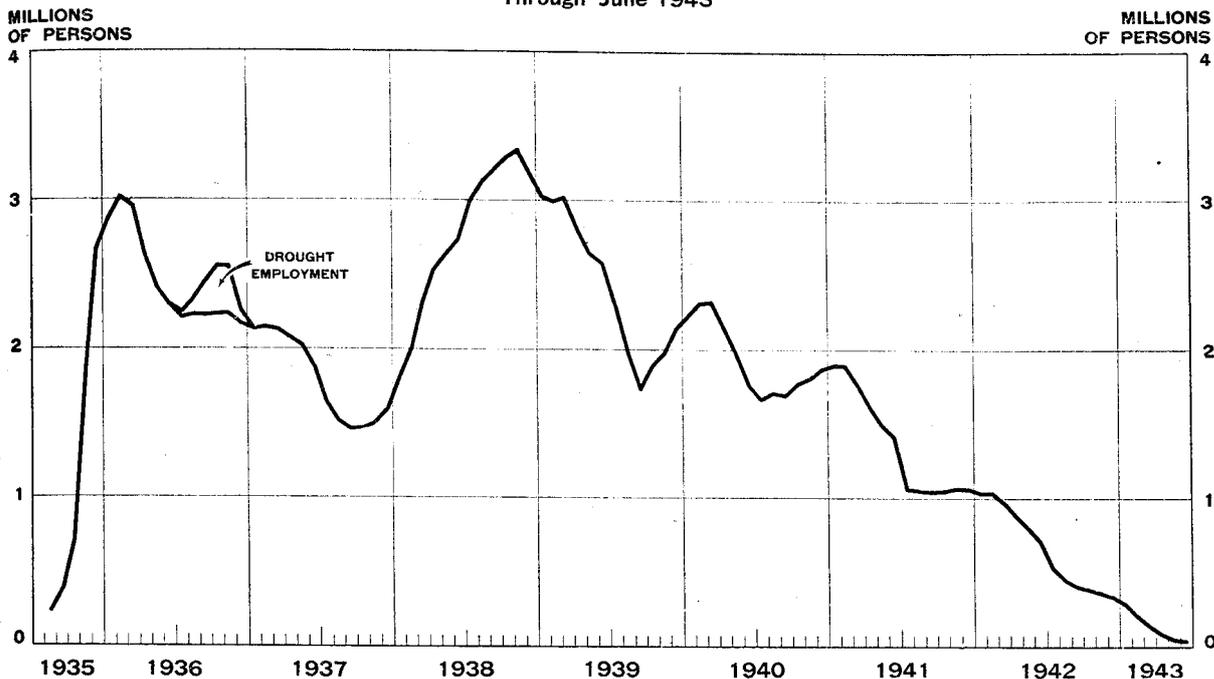
<sup>b</sup> Financed by allocation of WPA funds.

<sup>c</sup> Average for last three weeks.

CHART 1

## EMPLOYMENT ON WPA PROJECTS \*

Through June 1943



\* Includes persons employed on WPA projects operated by other Federal agencies.

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amount of these funds on the basis of estimates of existing employment conditions and of anticipated changes. At no time were appropriations large enough to provide WPA jobs for all eligible needy workers. (See section beginning on page 94.) The central administration of the WPA, in its allocation of funds, was obliged to provide not only for regularly varying seasonal needs but also, as far as possible, for abrupt changes in employment conditions and for special emergencies caused by droughts, floods, and other disasters.

The first period of WPA operations, considered in terms of employment, was necessarily one of expansion. This period of expansion extended from the beginning of the program in July 1935 through February 1936. In the latter month an average of 3,019,000 persons had project jobs.

The period from March 1936 through September 1937 was one of increasing private employment. During this period the number of WPA workers gradually diminished, except in the drought areas of the West where hundreds of thousands of persons economically ruined by drought conditions were provided with project jobs during the last 6 months of 1936.<sup>24</sup> After a very slight seasonal rise in WPA employment in February 1937, the WPA rolls diminished continu-

ally until September 1937, in which month an average of only 1,456,000 persons had project jobs.

Unemployment resulting from the business recession reversed the downward trend of WPA employment late in 1937. As unemployment increased, WPA employment increased, especially in the industrial areas most severely affected by unemployment. This expansion of WPA employment continued until the late fall of 1938. Employment was also given to many tenant farmers and farm laborers in the South during the summer and fall of 1938, and emergency employment was given to some persons in New England after the disastrous hurricane in September of that year. In November 1938, WPA employment averaged 3,335,000 persons.

That was the peak of WPA employment. As private employment conditions improved, WPA employment diminished. In June 1939, WPA employment averaged 2,578,000 workers. During the next 3 months there was an unusually sharp decline in WPA employment as a result of greatly reduced appropriations and of the legislative provision requiring the removal from the rolls of persons who had been employed on projects for 18 months or longer. In September 1939, WPA employment averaged only 1,721,000 persons. Seasonal increases in unemployment and need increased WPA employment to 2,311,000 workers in March 1940, but by June 1940 it was down to about 1,756,000.

In the fiscal year beginning with July 1940 private employment began to increase, particularly in industries engaged in defense production. WPA employment. a-

<sup>24</sup>Public employment, chiefly on WPA projects, was given to about 300,000 needy persons between June and November 1936 because of drought conditions. By the end of that year nearly all of these cases had been transferred to the Resettlement Administration. See *Report on Progress of the Works Program, June 1937*, p. 4.

though it followed the usual seasonal pattern of decrease in summer and increase in winter, was lower on the average than in any previous fiscal year.

The appropriation for the fiscal year beginning with July 1941 required an immediate and drastic reduction in WPA employment from an average of 1,411,000 in June 1941 to 1,055,000 in the following month. There was little change in WPA employment in the next 6 months, and the monthly averages during this period were slightly above 1,000,000. By March 1942, as a result of the rapid expansion of war industries, WPA employment had begun to decrease rapidly and continued to decrease until the close of the program. This reduction in WPA employment was greatly aided by the training of WPA workers for placement in war industries. (See pages 90 to 93.) In June 1942 the WPA provided project employment for an average of 698,000 persons; in December 1942, the month in which official liquidation of the WPA program began, the average was 337,000. During June 1943, the final month of WPA operations, the average project employment was about 42,000; but only about 2,000 persons were employed in the continental United States, while more than 40,000 were employed in Puerto Rico and the Virgin Islands.<sup>25</sup> The liquidation of WPA project employment was completed by June 30, 1943. Employment on WPA projects in the 8 years of the program is shown in chart 1. Table I of the appendix shows the number of persons employed by weeks, from August 1935 through June 1943, and table II gives state distributions, quarterly, from September 1935 through June 1943.

During the entire period of WPA operations, 18,805,000,000 hours of work were performed on projects operated by the WPA. These hours of work correspond roughly to 165,482,000 man-months of employment (at an average of about 114 hours a man-month). The fiscal year ending with June 1939 (the peak year of operations) accounted for approximately one-fifth of the total hours worked and man-months of WPA employment. (See table 6.)

## Relationship Between Unemployment and WPA Employment

The WPA provided employment for only a portion of the total number of unemployed workers. As shown above, the unemployed group included many workers who were not eligible for WPA employment, some because they were the recipients of unemployment compensation payments, and others because they had been able to accumulate savings or were receiving assistance from relatives or friends. Moreover, the WPA did not provide employment for more than one member of a family group. There were also, at all times, many persons eligible for WPA employment who were not given such employment because of inadequate WPA funds; it has been estimated by the WPA that between the spring of 1938 and the early part of 1941 the number of certified eligible persons who were

not given WPA employment varied from 500,000 to 1,300,000.<sup>26</sup>

It is estimated that WPA employment was never more than 40 percent of the total number of unemployed workers and, at times, it was as low as 18 percent. In 1936 the average number of persons employed on WPA projects was slightly more than one-third (34 percent) of all unemployed workers; and in subsequent years the proportion ranged between 22 percent and 28 percent.<sup>27</sup>

Increases and decreases in WPA employment corresponded, on the whole, with increases and decreases in total unemployment but with less pronounced fluctuations and with a certain time lag.

Some increases in WPA employment, which were made necessary by local emergency situations, occurred during periods when unemployment in general was decreasing. The increase in WPA employment in the late summer and early fall of 1936, which was necessary because of the great increase of need in drought areas, was concurrent with general decreases in unemployment during the same period. Again, the increase in WPA employment in the summer of 1938, which was due largely to the employment by the WPA of needy southern tenant farmers; occurred during a period when unemployment for the country as a whole was decreasing. On the other hand, regardless of general economic conditions, substantial reductions in WPA project employment were sometimes made necessary because of smaller appropriations or certain legislative restrictions on WPA project employment.

## Labor Turn-over on WPA Projects

About 8,500,000 different persons were at one time or another employed on WPA projects during the 8-year period of the program. This total is two and one-half times as large as the peak WPA employment of 3,335,000 workers in November 1938, indicating the extent to which the WPA project workers were a constantly changing group.

The WPA differed from private industry in its attitude toward the problem of turn-over in employment. The aim of private industry is to keep its employees; it was the aim of the WPA to assist its employees in securing private employment.

The separations of WPA workers from project employment were either voluntary or administrative. Most of the voluntary separations occurred because the workers had found private employment; other voluntary separations were made for various reasons, such as illness, injury, or new sources of income.<sup>28</sup> The greatest increases

<sup>26</sup> Part of the gap between WPA employment and total unemployment was filled by the activities of other programs which provided for more appropriate types of aid for specific groups of the unemployed. The CCC and the NYA provided employment for young people. Unemployment compensation payments were provided (beginning in 1938) for workers during the first few weeks of their unemployment.

<sup>27</sup> These percentages are based on unemployment estimates prepared by the National Industrial Conference Board and, beginning with April 1940, by the Bureau of the Census.

<sup>28</sup> Workers leaving project employment for military service were included among voluntary separations; only a small percentage of WPA workers were inducted since at this time most WPA workers were above the draft age or had dependents.

<sup>25</sup> The WPA conducted a work relief program in Puerto Rico and the Virgin Islands from October 1939 through June 1943; a special work relief program was conducted there by the Federal Works Agency for five months after the WPA ceased operations (July through November 1943).

in voluntary separations were in the periods of rapidly rising private employment.

Administrative separations of workers from project employment were made chiefly for the purpose of adjusting WPA employment to available funds. For instance, sep-

arations were often large in number in the last weeks of the fiscal year because of the necessity for making adjustments to the appropriation for the next fiscal year. Administrative separations were also made in order to carry out legislative provisions. In the summer of 1939,

TABLE 9.—NUMBER OF ASSIGNMENTS TO AND SEPARATIONS FROM EMPLOYMENT ON WPA PROJECTS<sup>a</sup>

CONTINENTAL UNITED STATES  
MONTHLY, JULY 1938—DECEMBER 1942

Month	Assignments	Separations					Assignment rate (percent) <sup>b</sup>	Separation rate (percent) <sup>b</sup>	
		Total	Voluntary <sup>c</sup>	Discharges and lay-offs				Total	Voluntary
				Total	18-month provision <sup>d</sup>	Other			
<i>1938</i>									
July.....	311,568	163,062	117,799	45,263	-----	45,263	11.4	5.9	4.3
August.....	308,952	191,195	137,276	53,919	-----	53,919	10.7	6.6	4.7
September.....	276,846	227,822	172,581	55,241	-----	55,241	9.0	7.4	5.6
October.....	327,085	212,827	157,986	54,841	-----	54,841	10.5	6.8	5.0
November.....	164,774	237,812	146,192	91,620	-----	91,620	5.1	7.4	4.5
December.....	97,056	294,146	115,478	178,668	-----	178,668	3.1	9.3	3.7
<i>1939</i>									
January.....	110,301	215,876	103,322	112,554	-----	112,554	3.7	7.3	3.5
February.....	239,754	180,183	94,707	85,476	-----	85,476	8.4	6.3	3.3
March.....	177,477	246,314	133,527	112,787	-----	112,787	6.1	8.5	4.6
April.....	114,938	340,427	123,582	216,845	-----	216,845	4.0	11.9	4.3
May.....	130,592	275,424	115,748	159,676	-----	159,676	5.0	10.5	4.4
June.....	139,574	225,904	103,169	122,735	-----	122,735	5.6	9.1	4.2
July.....	131,979	485,825	148,394	337,431	171,074	166,357	5.4	19.8	6.0
August.....	292,897	784,633	104,205	680,428	611,733	68,695	14.6	39.2	5.2
September.....	404,188	230,946	108,069	122,877	86,364	36,513	23.0	13.1	6.1
October.....	349,154	243,821	113,834	129,987	63,820	66,167	20.5	14.3	6.7
November.....	329,439	197,473	79,284	118,189	55,925	62,264	18.2	10.9	4.4
December.....	303,348	185,945	64,400	121,545	50,726	70,819	15.7	9.6	3.3
<i>1940</i>									
January.....	331,857	213,808	79,078	134,730	49,602	85,128	15.5	10.0	3.7
February.....	259,789	204,837	74,999	129,838	48,220	81,618	11.5	9.1	3.3
March.....	205,803	292,734	94,963	197,771	43,817	153,954	8.9	12.7	4.1
April.....	166,743	338,620	104,358	234,262	39,021	195,241	7.6	15.5	4.8
May.....	155,119	304,574	96,878	207,696	17,180	190,516	7.6	14.9	4.7
June.....	107,027	377,928	81,857	296,071	8,601	287,470	5.6	19.8	4.3
July.....	252,684	176,753	74,605	102,148	9,617	92,531	15.9	11.1	4.7
August.....	194,679	207,973	80,061	127,912	25,223	102,689	11.6	12.4	4.8
September.....	229,588	186,780	89,019	97,761	17,671	80,090	13.7	11.2	5.3
October.....	240,791	191,827	105,996	85,831	10,495	75,336	14.0	11.1	6.1
November.....	202,469	166,420	86,100	80,320	11,813	68,507	11.6	9.5	4.9
December.....	233,215	166,189	86,164	80,025	12,242	67,783	13.0	9.2	4.8
<i>1941</i>									
January.....	216,074	199,374	111,088	88,286	17,350	70,936	11.7	10.8	6.0
February.....	168,528	220,464	104,694	115,770	40,440	75,330	9.1	11.8	5.6
March.....	166,978	334,883	125,104	209,779	74,352	135,427	9.1	18.3	6.8
April.....	196,947	306,709	139,821	166,888	76,586	90,302	12.1	18.9	8.6
May.....	188,146	286,871	138,303	148,568	55,813	92,755	12.3	18.8	9.1
June.....	136,340	384,051	119,389	264,662	40,815	223,847	9.7	27.3	8.5
July.....	167,283	305,853	100,070	205,783	16,150	189,633	14.7	26.9	8.8
August.....	148,454	139,703	89,436	50,267	6,180	44,087	14.7	13.9	8.9
September.....	140,459	145,190	98,350	46,840	3,884	42,956	13.8	14.3	9.7
October.....	138,259	119,680	80,594	39,086	3,231	35,855	13.8	11.9	8.0
November.....	111,574	94,477	54,674	39,803	2,270	37,533	11.0	9.3	5.4
December.....	106,495	132,603	60,784	71,819	2,440	69,379	10.3	12.8	5.9
<i>1942</i>									
January.....	133,300	121,672	71,186	50,486	3,387	47,099	13.2	12.0	7.0
February.....	94,327	110,436	71,219	39,217	3,420	35,797	9.4	11.0	7.1
March.....	83,648	177,277	100,733	76,544	3,334	73,210	8.6	18.1	10.3
April.....	95,389	173,559	116,104	57,455	2,630	54,825	10.7	19.4	13.0
May.....	76,746	160,592	101,650	58,442	1,254	57,688	9.5	19.8	12.6
June.....	52,910	155,843	81,618	74,225	1,020	73,205	7.5	22.0	11.5
July.....	41,150	176,864	66,713	110,151	1,717	108,434	6.6	28.2	10.6
August.....	43,628	101,376	56,604	44,772	453	44,319	9.2	21.5	12.0
September.....	58,438	79,708	61,217	18,491	332	18,159	14.7	20.1	15.4
October.....	54,146	75,732	60,429	15,303	190	15,113	14.6	20.4	16.3
November.....	30,088	58,260	47,367	10,893	35	10,858	8.6	16.7	13.6
December.....	18,435	58,172	40,964	17,208	24	17,184	5.8	18.4	13.0

<sup>a</sup> Prior to January 1940, data do not include nonrelief employment. Data for workers employed on WPA projects operated by other Federal agencies are not included in the figures shown for July and August 1938.

<sup>b</sup> Percent of total employment at beginning of month.

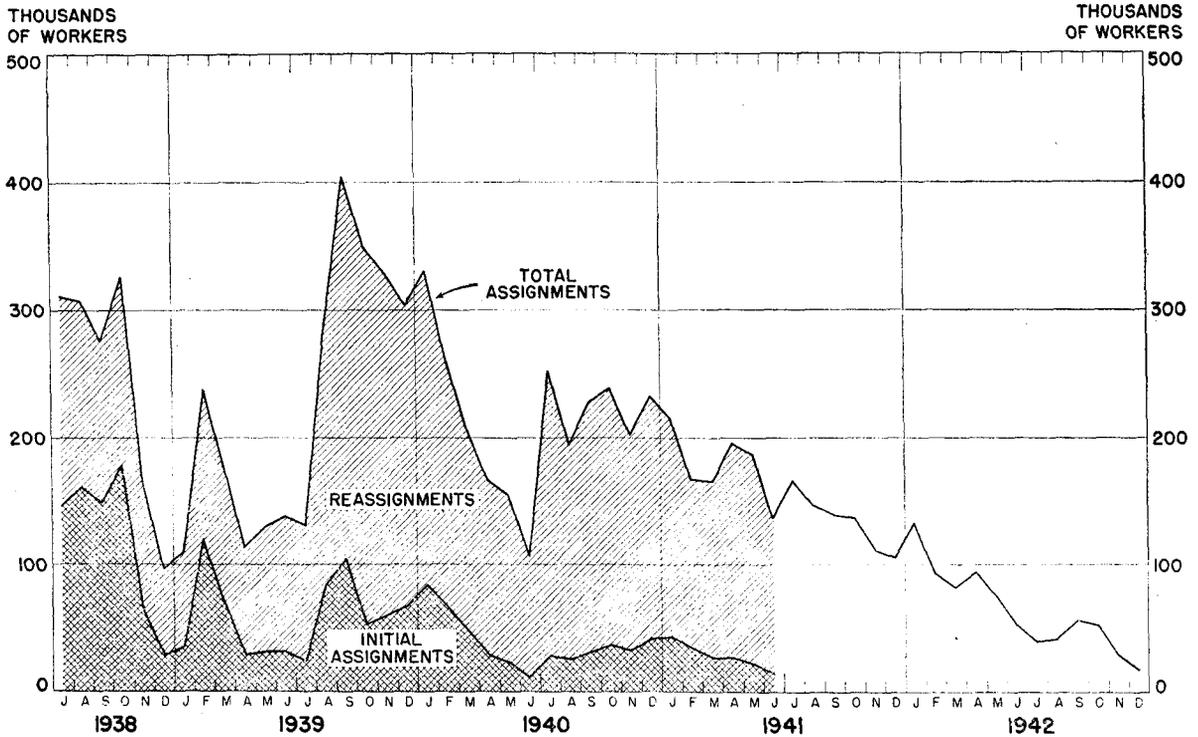
<sup>c</sup> Most of these separations were made for private employment; separations for such reasons as active military service, new sources of income, illness, death, etc., are also included.

<sup>d</sup> Separated in accordance with sec. 16 (b) of the ERA Act of 1939, sec. 15 (b) of the ERA Act, fiscal year 1941, sec. 10 (b) of the ERA Act, fiscal year 1942, and sec. 9 (b) of the ERA Act, fiscal year 1943, requiring separation after 18 months of continuous WPA employment.

## CHART 2

## ASSIGNMENTS TO EMPLOYMENT ON WPA PROJECTS CONTINENTAL UNITED STATES

July 1938 - December 1942



separations were made on a large scale as a result of the provision requiring the separation from project employment of persons who had been continuously employed on WPA projects for 18 months. In subsequent months, such terminations fell off sharply, although they still continued to represent a substantial portion of the total monthly separations.

Voluntary separations represented a reasonably large proportion of all separations during the period from July 1938 through December 1942. In the fiscal year 1939, voluntary separations amounted to 54 percent of all separations; in the fiscal year 1940, 30 percent; in the fiscal year 1941, 45 percent; in the fiscal year 1942, 56 percent; and in the first 6 months of the fiscal year 1943, 61 percent. (See table 9.) These proportions varied with changing employment conditions.

Accessions to project employment were made up of initial assignments and reassignments. It was the total number of initial assignments that determined the number of different persons employed on the program during its 8 years of operation. Since persons who had left the program to take private employment were entitled by law to immediate reassignment if they had lost their jobs through no fault of their own and if they were still in need, a large

portion of the reassignments was regularly made up of workers who had left project employment for seasonal or other temporary private jobs. Many workers, therefore, were reassigned more than once during a year. Workers separated from WPA project employment because they had been continuously employed for 18 months were reassigned in large numbers as soon as their periods of ineligibility had come to an end.

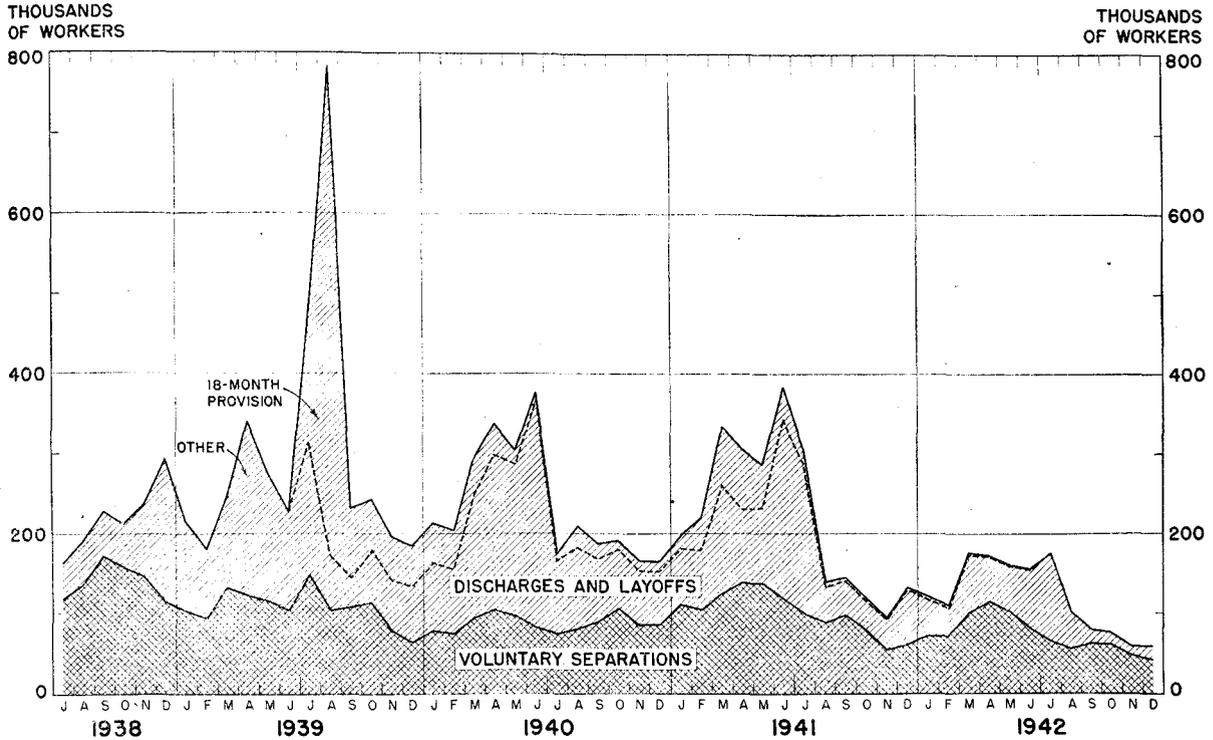
Data available indicate that initial assignments were 44 percent of all assignments in the fiscal year 1939, 22 percent in the fiscal year 1940, and 16 percent in the fiscal year 1941. Although specific data are not available for the last 2 fiscal years of the program, there is reason to believe that the percentage of new assignments was low, partly because of the small amount of funds available for operation and the restriction of employment quotas and partly because of expanding opportunities for private employment.

In the period July 1938 through December 1942, the monthly rate of accession fluctuated between 3 percent and 23 percent.<sup>20</sup> The rate of separation ranged from nearly 6

<sup>20</sup> The rates of accession and separation are percentages of the total employment at the beginning of the month.

CHART 3  
SEPARATIONS FROM EMPLOYMENT ON WPA PROJECTS  
CONTINENTAL UNITED STATES

July 1938 - December 1942



percent to 39 percent in this period. Assignments were made at the rate of 3 percent of employment at the beginning of the month of December 1938, shortly after WPA employment had reached its peak. The highest rate of assignment was in September 1939, when new workers replaced those who were dismissed in accordance with the 18-month provision. Similarly, the highest rate of separation was in August 1939. The lowest rate of separation occurred in July 1938, just previous to the peak of WPA employment. (See table 9 and charts 2 and 3.)

The rate of turn-over varied between different groups of workers. In general, it was higher for younger than for older workers, for men than for women, and for unskilled than for skilled workers. Seasonal workers, especially those employed in agriculture, showed the highest turn-over rate of all groups. On the other hand, white collar employees in the professional or semiprofessional grades were the least mobile group until defense and war conditions created a need for their services in private industry. These differences partly account for the relatively high rate of turn-over on road projects and similar projects employing a large proportion of unskilled labor, and for the relatively low turn-over rate on building projects and white collar projects.

### Employment on WPA Projects Operated by Other Federal Agencies

Comparatively few WPA jobs were provided on projects operated by other agencies of the Federal Government. In June 1939, about 140,000 persons, or slightly more than 5 percent of all WPA workers, were employed on projects operated by other Federal agencies. This was the largest number employed on such projects. The average for the following year ending June 1940 was about 73,000 workers. The number of workers on projects operated by other Federal agencies was reduced sharply in July 1940, when some of these projects were transferred to the State programs operated directly by the WPA. By June 1941, employment on Federal agency projects had dropped to 41,000, and by June 1942 only about 1,400 were employed on these projects.

Projects employing most of these WPA workers were under the supervision of the Department of Agriculture, the Department of the Interior, the Navy Department, and the War Department. Within the Department of Agriculture most of the jobs were provided by the Bureau of Entomology and Plant Quarantine, the Forest Service, and the Soil Conservation Service. The National Park Serv-

ice and the Fish and Wildlife Service provided most of the jobs for WPA workers in the Department of the Interior. The Navy Department's Bureau of Yards and Docks and the Quartermaster Corps of the War Department provided most of the WPA project jobs in their respective groups. (See table 10.)

### Employment by Types of Projects

Construction projects in the 8 years of the WPA program provided the greater part of WPA employment. In the first 5 years, the predefense period, construction projects furnished between 75 and 80 percent of all WPA

TABLE 10.—AVERAGE NUMBER OF PERSONS EMPLOYED ON WPA PROJECTS, BY AGENCY <sup>a</sup>  
SELECTED MONTHS, JUNE 1939-JUNE 1942

Agency	June 1939	June 1940	June 1941	June 1942
Total.....	2,578,041	1,755,532	1,410,930	697,701
Work Projects Administration.....	2,438,432	1,669,572	1,369,727	696,307
Other Federal agencies.....	139,609	85,960	41,203	1,394
Department of Agriculture.....	47,495	29,812	15,135	83
Agricultural Adjustment Administration.....	182	99	61	.....
Agricultural Economics.....	.....	308	31	.....
Agricultural Marketing Service.....	.....	216	11	.....
Dairy Industry.....	.....	.....	46	.....
Entomology and Plant Quarantine.....	14,022	9,399	6,549	.....
Forest Service.....	13,468	12,932	6,216	80
Home Economics.....	425	252	93	.....
National Agricultural Research Center.....	909	536	.....	.....
Rural Electrification Administration.....	243	209	.....	.....
Soil Conservation Service.....	18,246	5,861	2,128	3
Department of Commerce.....	.....	121	88	490
Coast and Geodetic Survey.....	.....	46	49	.....
Bureau of Foreign and Domestic Commerce.....	.....	.....	.....	403
Weather Bureau.....	.....	75	39	87
Executive Office of the President: National Resources Planning Board <sup>b</sup> .....	51	.....	.....	.....
Department of the Interior.....	21,298	13,408	5,855	92
Fish and Wildlife Service.....	3,273	2,552	646	56
Indian Affairs.....	.....	100	3	.....
General Land Office <sup>b</sup> .....	.....	105	30	.....
National Park Service.....	16,035	8,785	4,533	26
Reclamation.....	.....	179	.....	.....
Territories and Island Possessions.....	1,990	1,687	643	.....
Alaska Railroad.....	345	.....	.....	.....
Alaska Road Commission.....	.....	27	.....	.....
Alaska—miscellaneous.....	284	214	15	.....
Virgin Islands.....	1,361	1,446	628	.....
Department of Justice: Bureau of Prisons.....	222	.....	.....	.....
Department of Labor: Labor Statistics.....	1,739	2,178	392	265
Library of Congress.....	116	123	90	42
Federal Security Agency: Office of Education.....	703	339	237	.....
Department of the Navy.....	19,138	10,468	8,189	69
Yards and Docks.....	19,138	10,468	8,189	69
Coast Guard <sup>c</sup> .....	.....	.....	.....	.....
Department of the Treasury.....	3,032	403	98	.....
Coast Guard <sup>c</sup> .....	381	153	98	.....
Internal Revenue.....	836	.....	.....	.....
Office of the Secretary (Division of Tax Research).....	1,815	250	.....	.....
Veterans' Administration.....	938	1,512	949	302
War Department.....	44,877	27,596	10,170	21
Corps of Engineers.....	1,979	1,150	779	.....
Quartermaster Corps.....	42,898	26,446	9,391	21

<sup>a</sup> Data represent averages of weekly employment counts made during the months.

<sup>b</sup> Public land inventory projects operated by the National Resources Planning Board of the Executive Office of the President with 1938 act funds were continued with 1939 act funds originally allocated to the National Resources Planning Board and subsequently transferred to the General Land Office of the Department of the Interior.

<sup>c</sup> The Coast Guard was transferred from the Department of the Treasury to the Department of the Navy as of Nov. 1, 1941.

TABLE 11.—PERCENTAGE DISTRIBUTION OF PERSONS EMPLOYED ON PROJECTS OPERATED BY WPA, BY MAJOR TYPE OF PROJECT

SELECTED PERIODS, MARCH 1936—DECEMBER 1942

Type of project	March 1936 <sup>a</sup>	March 1937 <sup>a</sup>	Mar. 30, 1938	Mar. 22, 1939	Mar. 27, 1940	Mar. 26, 1941	June 25, 1941	Sept. 24, 1941	Dec. 16, 1941	Mar. 17, 1942	June 16, 1942	Sept. 15, 1942	Dec. 15, 1942
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Division of Engineering and Construction	79.0	75.4	80.5	79.4	74.8	69.7	68.0	67.1	64.9	62.8	57.9	54.0	43.7
Airports and airways	1.5	1.5	1.3	1.4	1.0	3.8	5.1	5.4	3.9	4.7	5.0	4.7	2.6
Buildings	8.2	8.4	7.6	8.1	7.1	8.5	9.7	10.6	9.7	9.3	9.1	9.6	6.1
Conservation	6.7	5.5	4.8	4.9	3.9	2.7	2.2	1.7	1.9	2.7	2.3	1.7	0.9
Engineering surveys	(b)	(b)	0.4	0.4	0.4	0.5	0.5	0.5	0.4	0.5	0.5	0.3	0.3
Highways, roads, and streets	37.2	35.1	43.0	44.2	43.6	36.8	35.5	34.0	32.6	29.5	26.5	23.2	21.0
Recreational facilities (excluding buildings)	10.5	8.4	8.6	7.0	5.3	3.9	3.9	3.6	3.3	2.7	2.1	1.2	0.7
Sanitation	3.6	2.8	3.1	2.4	1.6	1.1	1.1	1.0	1.2	1.0	1.1	1.0	1.1
Water and sewer systems and other utilities	9.0	10.2	10.8	10.1	10.6	11.2	9.0	8.8	9.2	9.5	7.2	6.8	4.6
Other	2.3	3.5	0.9	0.9	1.3	1.2	1.0	1.5	2.7	2.9	4.1	5.5	6.4
Division of Service Projects	21.0	24.6	19.5	20.1	24.5	27.3	28.1	28.4	30.6	32.2	35.4	37.6	48.7
Public activities <sup>c</sup>	4.6	6.1	4.8	4.9	5.8	6.7	7.4	7.4	7.9	7.7	8.5	1.2	2.6
Research and records	2.6	3.5	2.6	3.2	3.9	3.9	4.3	4.7	4.6	4.8	4.8		
War services <sup>d</sup>												13.7	12.7
Welfare	13.0	14.0	11.4	11.2	14.0	16.1	15.9	16.3	18.1	19.7	22.1	22.7	33.4
Other	0.8	1.0	0.7	0.8	0.8	0.6	0.5						
Division of Training and Reemployment						2.0	2.8	3.4	3.4	3.8	5.5	6.9	6.2
Other				0.5	0.7	1.0	1.1	1.1	1.1	1.2	1.2		
State supply sections												1.5	1.4

<sup>a</sup> Data apply to the last half of the month.<sup>b</sup> Separate data are not available; included in research and records.<sup>c</sup> The child protection program was carried on under welfare projects in fiscal year 1943 but for comparative purposes data for this program are shown here under public activities as formerly reported.<sup>d</sup> War services include projects reported under public activities and research and records previous to fiscal year 1943.

employment (table 11). This proportion declined in the defense and war years; in September 1942, only 54 percent of WPA employment was on construction projects. In December 1942, when liquidation began, the proportion had dropped to about 44 percent.

Service projects provided between 20 to 25 percent of WPA employment in the first 5 years. The decrease in the proportion of construction employment brought about a corresponding increase in the proportion of service project employment, which in December 1942 had risen to nearly 49 percent.

Employment on training and reemployment projects, which began in July 1940 and was more than 1 percent of all WPA employment in September of that year, rose to 7 percent in September 1942.

The relative importance of various types of projects is shown in terms of hours of work in table 7. The measurement of project activities in terms of hours of work rather than in terms of persons employed gives construction activities a somewhat greater emphasis.<sup>30</sup> The difference is principally due to the fact that exemptions from the standard limitation of hours of work in the last years of the program were granted chiefly on construction projects.

Within the construction group, highway, road, and street projects provided the largest amount of employment.

<sup>30</sup> Data for the number of hours worked on WPA projects are not available for the last fiscal year of the program.

Within the service group, welfare projects (including sewing, feeding, child welfare, and public health projects) provided the largest amount of employment.

The relative magnitude of employment on the major types of projects is shown in table 11, and by type of project in table 12. The specific work of these projects is described in the various sections dealing with the major project activities.

The relative proportions of employment on the different types of projects varied markedly in rural and in urban areas. In densely populated cities, there was a demand for projects providing new or improved parks, playgrounds, and other recreational facilities. In rural and semirural areas, road projects were greatly in demand. Some other differences in the proportions of employment between urban and rural areas were due to the relative numbers of certified workers with certain kinds of skills who were available in these areas. A study conducted in March 1940, at a time when construction employment was 75 percent of all WPA employment, shows that the proportion of employment on highway, road, and street projects was relatively smallest in the largest communities, where it accounted for only a little more than one-fourth of all WPA employment, and was relatively largest in the smallest communities, where it accounted for almost two-thirds of all WPA employment.

After July 1940, an increasing share of WPA project work was directed toward defense and war objectives.

TABLE 12.—NUMBER OF PERSONS EMPLOYED ON PROJECTS OPERATED BY WPA, BY TYPE OF PROJECT

Dec. 15, 1942

Type of project	Number	Percent
Total.....	338,424	100.0
Division of Engineering and Construction.....	148,067	43.7
Airports and airways.....	8,825	2.6
Buildings.....	20,660	6.1
Conservation.....	3,121	0.9
Engineering surveys.....	893	0.3
Highways, roads, and streets.....	71,180	21.0
Recreational facilities (excluding buildings).....	2,418	0.7
Sanitation.....	3,842	1.1
Water and sewer systems and other utilities.....	15,433	4.6
Other.....	21,695	6.4
Division of Service Projects.....	164,750	48.7
War services <sup>a</sup> .....	42,784	12.7
Clerical assistance.....	5,825	1.7
Education.....	5,742	1.7
Graphic services.....	3,101	0.9
Library.....	4,001	1.2
Recreation.....	7,617	2.3
Fact-finding and records.....	11,555	3.4
Other.....	4,943	1.5
Health and welfare.....	121,966	36.0
Health.....	13,288	3.9
Health department assistance.....	3,004	0.9
Institutional services.....	5,750	1.7
Nonprofessional workers training.....	650	0.2
Other.....	3,884	1.1
Feeding.....	73,808	21.8
Housekeeping aids.....	10,034	3.0
Other.....	63,774	18.8
Child protection.....	8,877	2.6
Nursery schools.....	8,411	2.5
Other.....	466	0.1
Clothing projects.....	25,020	7.4
Wearing apparel and cloth articles.....	24,292	7.2
Other.....	728	0.2
Other.....	973	0.3
Division of Training and Reemployment.....	21,012	6.2
Airport servicemen training <sup>b</sup> .....		
Auxiliary shop training.....	647	0.2
Household workers' training.....	230	0.1
In-plant preemployment training.....	684	0.2
Vocational school training.....	19,451	5.7
State supply sections.....	4,595	1.4

<sup>a</sup> War services include projects reported under public activities and research and records previous to fiscal year 1943.

<sup>b</sup> Discontinued as of Dec. 1, 1942.

Projects certified as essential by the Secretary of War or the Secretary of the Navy, which provided jobs for only 4 percent of the total WPA employment in July 1940, accounted for 38 percent of all WPA employment in August 1942, and for 32 percent in December 1942. The increasing importance of certified war projects is further apparent from the fact that the proportion of total man-months of employment provided by such projects was 10 percent during the fiscal year ending June 30, 1941, as compared with 22 percent in the fiscal year 1942, and 35 percent in the fiscal year 1943.

The distribution of WPA employment by major type of project, as of December 15, 1942, is shown by States in appendix table III.

## Geographic Distribution of WPA Employment

Available evidence points to a fairly close correspondence between the distribution of WPA employment by States and a similar distribution of the population. A State-by-State comparison between the proportion of total man-years of employment provided by the WPA and the proportion of total population according to the 1940 census, is shown in table 13. For a great majority of States, the correspondence between those proportions is striking, yet some States show considerable disparities. There were many reasons for these disparities. One such reason was the requirement concerning sponsors' contributions, a re-

TABLE 13.—WPA MAN-YEARS OF EMPLOYMENT, CUMULATIVE THROUGH JUNE 30, 1943, AND TOTAL POPULATION IN MARCH 1940, BY STATE

State	WPA man-years of employment		Total population <sup>a</sup>	
	Number	Percent	Number	Percent
United States.....	13,686,224	100.0	131,668,275	100.0
Alabama.....	257,040	1.9	2,832,961	2.2
Arizona.....	49,787	0.4	499,261	0.4
Arkansas.....	226,766	1.7	1,949,387	1.5
California.....	579,784	4.2	6,907,387	5.2
Colorado.....	148,612	1.1	1,123,296	0.8
Connecticut.....	117,044	0.9	1,709,242	1.3
Delaware.....	16,497	0.1	268,505	0.2
District of Columbia.....	53,146	0.4	668,091	0.5
Florida.....	216,944	1.6	1,897,414	1.4
Georgia.....	265,848	1.9	3,123,723	2.4
Idaho.....	52,646	0.4	524,873	0.4
Illinois.....	997,387	7.3	7,897,241	6.0
Indiana.....	403,992	3.0	3,427,796	2.6
Iowa.....	156,891	1.1	2,538,268	1.9
Kansas.....	192,073	1.4	1,801,028	1.4
Kentucky.....	304,428	2.2	2,845,627	2.2
Louisiana.....	224,261	1.6	2,363,880	1.8
Maine.....	43,826	0.3	847,226	0.6
Maryland.....	78,761	0.6	1,821,244	1.4
Massachusetts.....	563,923	4.1	4,316,721	3.3
Michigan.....	553,848	4.0	5,256,106	4.0
Minnesota.....	306,948	2.2	2,792,300	2.1
Mississippi.....	205,637	1.5	2,183,796	1.7
Missouri.....	476,337	3.5	3,784,664	2.9
Montana.....	85,079	0.6	559,456	0.4
Nebraska.....	145,333	1.1	1,315,834	1.0
Nevada.....	11,981	0.1	110,247	0.1
New Hampshire.....	46,791	0.3	491,524	0.4
New Jersey.....	456,375	3.3	4,160,165	3.2
New Mexico.....	65,418	0.5	531,818	0.4
New York.....	1,366,886	10.0	13,479,142	10.2
North Carolina.....	230,063	1.7	3,571,623	2.7
North Dakota.....	85,557	0.6	641,935	0.5
Ohio.....	937,175	6.8	6,907,612	5.3
Oklahoma.....	337,383	2.5	2,336,434	1.8
Oregon.....	86,850	0.6	1,089,684	0.8
Pennsylvania.....	1,183,208	8.6	9,900,180	7.5
Rhode Island.....	73,750	0.5	713,346	0.5
South Carolina.....	201,618	1.5	1,899,804	1.4
South Dakota.....	95,082	0.7	642,961	0.5
Tennessee.....	232,005	1.7	2,915,841	2.2
Texas.....	529,986	3.9	6,414,824	4.9
Utah.....	62,174	0.5	550,310	0.4
Vermont.....	27,369	0.2	359,231	0.3
Virginia.....	149,286	1.1	2,677,773	2.0
Washington.....	186,973	1.4	1,736,191	1.3
West Virginia.....	246,033	1.8	1,901,974	1.4
Wisconsin.....	330,460	2.4	3,137,587	2.4
Wyoming.....	20,963	0.2	250,742	0.2

<sup>a</sup> Sixteenth Census of the United States: 1940, Population, vol. I, table 1, p. 19.

quirement which tended to reduce the volume of project employment in the poorer communities. The need for WPA project employment was not always proportionate to population because of the activities under other public aid programs especially adapted to certain areas. For instance, the loan and grant activities of the Farm Security Administration in rural areas reduced correspondingly the need for WPA employment in certain States. The WPA set its employment quotas in accordance with the volume of existing need. Various emergencies arising in some areas required an expansion of operations which was necessarily disproportionate with the size of the population. Taking all these factors into consideration, the relationship between the distribution of WPA employment by State and the distribution of the total population by State appears closer than might have been expected.

There was also a striking relationship between the proportion of the WPA workers employed in urban centers and the proportion of the total population in these centers. In March 1940, the counties containing cities of more than 100,000 population accounted for 38.1 percent of the WPA employment and for 38.4 percent of the total population in 1940. The relationship was not always as close as that, because of seasonal changes in WPA employment.

TABLE 14.—PERCENTAGE DISTRIBUTION OF PERSONS EMPLOYED ON PROJECTS OPERATED BY WPA, BY SIZE OF COMMUNITY

## CONTINENTAL UNITED STATES

QUARTERLY, MARCH 1938—SEPTEMBER 1942

Date	Total		Size of community *				
	Number	Percent	100,000 or more	25,000-100,000	5,000-25,000	2,500-5,000	Less than 2,500
<b>1938</b>							
Mar. 30.....	2,442,915	100.0	45.1	15.2	21.5	7.3	10.9
June 30.....	2,805,372	100.0	45.6	15.4	21.5	7.1	10.4
Sept. 21.....	3,124,649	100.0	44.5	15.7	21.7	7.3	10.8
Dec. 28.....	2,999,147	100.0	43.1	15.1	22.1	7.9	11.8
<b>1939</b>							
Mar. 22.....	2,912,859	100.0	42.4	15.0	22.5	8.0	12.1
June 21.....	2,435,930	100.0	42.3	15.6	22.4	7.9	11.8
Sept. 27.....	1,718,222	100.0	40.9	15.7	22.0	8.4	13.0
Dec. 27.....	2,069,788	100.0	38.4	15.4	23.0	9.1	14.1
<b>1940</b>							
Mar. 27.....	2,204,009	100.0	38.1	15.1	23.6	9.2	14.0
June 26.....	1,570,915	100.0	40.1	15.6	23.3	8.6	12.4
Sept. 23.....	1,631,936	100.0	40.0	15.5	23.3	8.5	12.7
Dec. 26.....	1,801,732	100.0	37.7	15.2	23.7	9.2	14.2
<b>1941</b>							
Mar. 26.....	1,634,622	100.0	36.4	16.4	25.6	9.1	12.5
June 25.....	1,298,174	100.0	36.9	16.8	25.6	8.6	12.1
Sept. 24.....	991,932	100.0	38.0	17.0	25.1	8.5	11.4
Dec. 16.....	1,013,210	100.0	36.4	16.8	25.6	9.1	12.1
<b>1942</b>							
Mar. 17.....	928,943	100.0	36.5	17.2	25.5	8.9	11.9
June 16.....	672,285	100.0	39.6	18.0	25.0	7.7	9.7
Sept. 15.....	380,435	100.0	42.2	18.8	23.5	6.6	8.9

\* Community groupings are based on a classification of counties according to the population of the largest municipality in each county. Since March 1941 the classification of counties has been based on the 1940 population of the municipalities; prior to that time the 1930 population was used.

## WPA Employment by Wage Class

There were two categories of WPA project workers: project wage employees and project supervisory employees. Project wage employees were, with few exceptions, those who had been certified to the WPA as in need, and all of them were paid security wage rates in accordance with the standard wage schedule. (See page 23.) Project supervisory employees were employed without any certification of need, and the monthly salary schedule applying to them was determined in each state by the WPA state administrator, subject to approval of the central administration. During the 5-year period preceding June 1942, the proportion of supervisory employees on projects operated by the WPA was never more than 5 percent of project workers; but in the first 2 years of the WPA program, and during the final year of WPA operations, the proportion was somewhat higher.

Project wage employees were grouped in wage classes according to skill, as unskilled, intermediate (semi-skilled), skilled, and professional and technical. Beginning in September 1939, the unskilled workers were subdivided into two groups: unskilled "A" and unskilled "B." The percent distribution of WPA project employees by wage class is shown for selected periods in table 15.

The unskilled "B" group of workers performed work of a simple nature which required little education or training and in which proficiency might be easily attained. Their work was not hazardous and did not require heavy physical labor. Seamstresses, janitors, and messengers were included in this group. The remainder of the unskilled workers were in the unskilled "A" group (chiefly manual laborers); they were paid about 10 percent more than unskilled "B" workers.

The intermediate wage class included operators of power-driven equipment and tools requiring repetitive manipulation, most operators of office machines, and helpers to skilled or professional and technical workers. The skilled wage class included such workers as carpenters, roofers, power-shovel operators, and sheet-metal workers. The professional and technical wage class included architects, engineers, registered nurses, writers, and others with considerable training in recognized professional and technical fields of work.

The unskilled workers were always the largest group, and they accounted for between 54 percent and 75 percent of the WPA project workers. In general the proportion of unskilled workers was largest when total employment was high and smallest when employment was low. In the last few years of WPA operations, when project employment was being generally curtailed, the proportion of the unskilled wage class to total project employment decreased, while the proportion of each of the other wage classes increased. The unskilled wage class constituted 71 percent of employment on projects operated by the WPA in December 1939 but only 58 percent in December 1942. In contrast, the intermediate wage class constituted 14 percent of project employment in December 1939 and 17 percent in December 1942; the skilled wage class, 10 percent in December 1939 and 14 percent in December 1942; the professional and technical wage class, 3 percent in December 1939 and 5 percent in December 1942.

TABLE 15.—PERCENTAGE DISTRIBUTION OF PERSONS EMPLOYED ON PROJECTS OPERATED BY WPA, BY WAGE CLASS

SELECTED PERIODS, JUNE 1936—DECEMBER 1942

Period	Grand total	Project wage employees							Project supervisory employees
		Total	Unskilled *			Intermediate	Skilled	Professional and technical	
			Total	Group B	Group A				
<i>1936</i>									
June b.....	100.0	92.7	65.0			11.0	12.3	4.4	7.3
<i>1937</i>									
June b.....	100.0	96.0	65.1			12.7	13.3	4.9	4.0
<i>1938</i>									
June 29.....	100.0	97.3	72.9			11.1	10.2	3.1	2.7
Sept. 21.....	100.0	97.3	71.9			11.7	10.7	3.0	2.7
Dec. 28.....	100.0	96.7	69.9			12.1	11.5	3.2	3.3
<i>1939</i>									
Mar. 22.....	100.0	96.8	70.1			12.4	11.2	3.1	3.2
June 21.....	100.0	96.4	65.8			14.2	12.9	3.5	3.6
Sept. 27.....	100.0	96.3	71.0	9.6	61.4	13.5	9.6	2.2	3.7
Dec. 27.....	100.0	96.8	70.5	9.8	60.7	13.8	10.0	2.5	3.2
<i>1940</i>									
Mar. 27.....	100.0	96.9	70.6	9.8	60.8	14.1	9.7	2.5	3.1
June 26.....	100.0	96.0	62.7	6.6	56.1	16.9	13.2	3.2	4.0
Sept. 25.....	100.0	96.1	63.6	5.9	57.7	16.3	13.0	3.2	3.9
Dec. 26.....	100.0	96.3	66.5	7.1	59.4	15.3	11.6	2.9	3.7
<i>1941</i>									
Mar. 26.....	100.0	95.9	65.0	7.1	57.9	16.1	11.8	3.0	4.1
June 25.....	100.0	95.4	61.3	6.1	55.2	17.3	13.5	3.3	4.6
Sept. 24.....	100.0	95.4	58.7	5.5	53.2	18.0	14.9	3.8	4.6
Dec. 16.....	100.0	95.5	59.3	6.2	53.1	18.0	14.3	3.9	4.5
<i>1942</i>									
Mar. 17.....	100.0	95.4	60.3	6.3	54.0	17.6	13.7	3.8	4.6
June 16.....	100.0	94.9	58.8	5.9	52.9	17.3	14.7	4.1	5.1
Sept. 15.....	100.0	94.0	54.3	5.8	48.5	18.2	16.7	4.8	6.0
Dec. 15.....	100.0	94.0	57.5	9.9	47.6	17.3	14.4	4.8	6.0

\* In September 1939, as prescribed in General Order No. 1, the unskilled wage class was divided into two groups: Group B, including workers assigned jobs of a routine, simple, nonhazardous nature; and group A, including workers assigned to types of work normally done by construction and general laborers, and to routine clerical work.

<sup>b</sup> Data are based on pay rolls ending during the first half of the month.

TABLE 16.—PERCENTAGE DISTRIBUTION OF PERSONS EMPLOYED ON PROJECTS OPERATED BY WPA, BY TYPE OF PROJECT AND BY WAGE CLASS

DEC. 27, 1939

Type of project	Grand total	Project wage employees							Project supervisory employees
		Total	Unskilled			Intermediate	Skilled	Professional and technical	
			Total	Group B	Group A				
Total.....	100.0	96.8	70.5	9.8	60.7	13.8	10.0	2.5	3.2
Division of Engineering and Construction.....	100.0	97.9	76.7	0.9	75.8	10.3	9.0	1.0	3.0
Airports and airways.....	100.0	95.9	58.3	0.8	57.5	12.5	23.7	1.4	4.1
Buildings.....	100.0	96.2	53.2	0.4	52.8	14.8	26.8	1.4	3.8
Conservation.....	100.0	97.3	80.0	0.8	79.2	9.4	7.0	0.9	2.7
Engineering surveys.....	100.0	94.0	21.4	0.5	20.9	33.4	28.6	10.6	6.0
Highways, roads, and streets.....	100.0	97.2	82.6	1.1	81.5	8.3	5.4	0.9	2.8
Recreational facilities (excluding buildings).....	100.0	97.0	76.7	0.7	76.0	8.7	10.5	1.1	3.0
Sanitation.....	100.0	96.9	71.2	0.8	70.4	12.9	11.2	1.6	3.1
Water and sewer systems and other utilities.....	100.0	97.1	75.1	0.6	74.5	14.2	6.9	0.9	2.9
Other.....	100.0	96.8	70.4	0.6	69.8	11.9	13.4	1.1	3.2
Division of Service Projects.....	100.0	96.9	52.4	38.2	14.2	24.8	12.6	7.1	3.1
Public activities.....	100.0	95.5	16.8	8.7	8.1	30.1	27.1	21.5	4.5
Research and records.....	100.0	96.1	18.3	1.4	16.9	51.0	20.3	6.5	3.9
Welfare.....	100.0	97.7	76.6	61.0	15.6	15.1	4.5	1.5	2.3
Other.....	100.0	97.7	73.2	52.3	20.9	15.9	7.0	1.6	2.3
State supply sections.....	100.0	66.5	22.0	0.6	21.4	20.6	23.0	0.9	33.5

TABLE 17.—PERCENTAGE DISTRIBUTION OF PERSONS EMPLOYED ON PROJECTS OPERATED BY WPA, BY TYPE OF PROJECT AND BY WAGE CLASS

DEC. 15, 1942

Type of project	Grand total	Project wage employees							Project supervisory employees
		Total	Unskilled			Intermediate	Skilled	Professional and technical	
			Total	Group "B"	Group "A"				
Total	100.0	94.0	57.5	9.9	47.6	17.3	14.4	4.8	6.0
Division of Engineering and Construction	100.0	93.9	62.1	0.1	62.0	12.7	16.8	2.3	6.1
Airports and airways	100.0	92.9	63.7	(*)	63.7	13.4	13.2	2.6	7.1
Buildings	100.0	93.8	39.8	0.1	39.7	15.2	36.2	2.6	6.2
Conservation	100.0	91.7	51.0	0.1	50.9	17.5	21.7	1.5	8.3
Engineering surveys	100.0	91.3	6.4	0.2	6.2	31.2	39.9	13.8	8.7
Highways, roads, and streets	100.0	94.6	70.2	0.1	70.1	11.0	11.7	1.7	5.4
Recreational facilities (excluding buildings)	100.0	93.5	56.3	0.1	56.2	12.9	21.7	2.6	6.5
Sanitation	100.0	95.2	63.9		63.9	12.8	16.2	2.3	4.8
Water and sewer systems and other utilities	100.0	94.0	59.5	(*)	59.5	18.6	13.9	2.0	6.0
Other	100.0	92.1	61.9	(*)	61.9	10.4	16.4	3.4	7.9
Division of Service Projects	100.0	95.4	50.0	20.2	29.8	23.7	14.0	7.7	4.6
Public activities <sup>b</sup>	100.0	90.5	18.3	12.8	5.5	24.8	27.3	20.1	9.5
War services <sup>c</sup>	100.0	93.3	10.4	1.9	8.5	31.2	32.6	19.1	6.7
Welfare	100.0	96.5	67.4	27.7	39.7	20.8	5.9	2.4	3.5
Division of Training and Reemployment	100.0	95.2	91.9	0.8	91.1	0.9	1.8	0.6	4.8
State Supply Sections	100.0	42.0	22.7	0.2	22.5	6.6	12.0	0.7	58.0

\* Less than 0.05 percent.

<sup>b</sup> The child protection program was carried on under welfare projects in fiscal year 1943 but for comparative purposes data for this program are shown here under public activities as formerly reported.

<sup>c</sup> Data for war services include projects reported under public activities and research and records previous to fiscal year 1943.

There was a seasonal variation in the composition of the WPA rolls with respect to wage class. The proportion of unskilled workers tended to increase in winter and to decrease in summer. This was due partly to seasonal changes in the volume of WPA employment and partly to the more pronounced character of these changes in rural as compared with urban areas.

Unskilled workers constituted between 70 percent and 83 percent of employment on highway, road, and street projects during the three years ending December 30, 1942. Unskilled workers employed on building projects during the same period varied between 40 percent and 53 percent. The percentage distribution of WPA employment by type of project and by wage class for December 1939 is shown in table 16 and for December 1942 in table 17.

The wage-class composition of the WPA rolls differed considerably in accordance with the size of communities. The workers in rural areas requiring WPA employment were more predominantly unskilled than those in urban areas; the types of projects favored in rural areas were such as provided employment for a very high proportion of unskilled workers.

### Assigned Occupation and Usual Occupation of WPA Workers

There were obvious differences between the usual occupations of many WPA workers and the kinds of work to which they were assigned on projects. Farming, salesmanship, factory machine operation, and many service occupations (for example, barbers and waiters) were among the usual occupations of workers that did not correspond with the kinds of project work to which assignments were made.

The classification of WPA workers by security wage class throws but little light on the occupations to which WPA workers were assigned. The only comprehensive survey of WPA workers by assigned occupation was made early in the program, in November 1937.<sup>31</sup> This survey, using the standard socioeconomic classification of occupations, shows in detail the distribution of WPA workers according to work actually performed on projects. Occupations in the unskilled workers category bulked large, as would be expected, laborers accounting for 55 percent of total WPA assignments. Semiskilled occupations accounted for 17 percent of all assignments; 5 percent were semiskilled workers in building and construction occupations, and 12 percent were in nonconstruction occupations, largely as seamstresses and textile workers. Skilled occupations represented 8 percent of total assignments, nearly all of which were made in building and construction occupations. Of these latter assignments about two-thirds were assignments to jobs as bricklayers and stonemasons, carpenters, and painters. Clerical occupations represented 7 percent of total assignments; professional and technical, 6 percent; domestic and personal service, 2 percent; and project supervision and foremanship, 5 percent.

The classification of project employment by assigned occupation does not correspond to the classification by wage class. A seamstress on a sewing project would in the above occupational survey be in the category of semiskilled nonconstruction workers, but her monthly wage rate would place her in the unskilled wage class.

The survey of WPA workers by assigned occupation was made at a time when total project employment was com-

<sup>31</sup> See *Assigned Occupations of Persons Employed on WPA Projects, November 1937* (Washington, D. C.: Works Progress Administration, February 1939).

paratively low (slightly more than 1,500,000), and the distribution of workers at that time may be taken as typical of all periods when total WPA employment was low. The proportion of assignments to jobs in the unskilled category was much larger when WPA employment was high.

In table 18, this distribution of project workers by assigned occupations in November 1937 is compared with the distribution by usual occupation of workers eligible for employment in January 1936 and of workers employed on October 30, 1940. Although the three groups represent different periods of time and vary in size, the comparison serves to show the chief variations between the usual and the assigned occupations of WPA workers. The percentage of assignments to unskilled project jobs was nearly three times as large as the percentage of the group for

**TABLE 18.—PERCENTAGE DISTRIBUTION OF WORKERS EMPLOYED ON PROJECTS OPERATED BY WPA IN NOVEMBER 1937, BY ASSIGNED OCCUPATION, AND OF WORKERS ELIGIBLE FOR WPA EMPLOYMENT IN JANUARY 1936 AND WORKERS EMPLOYED ON PROJECTS OPERATED BY WPA IN OCTOBER 1940, BY USUAL OCCUPATION**

Occupation group	Assigned occupation November 1937 <sup>a</sup>	Usual occupation	
		January 1936 <sup>b</sup>	October 1940 <sup>c</sup>
Number of persons.....	1,566,830	4,405,002	1,725,232
	Percentage distribution		
Total.....	100.0	100.0	100.0
Professional and semiprofessional workers.....	5.7	2.4	4.2
Proprietors, managers, and officials (except farm).....	5.2	2.0	1.8
Clerical and sales workers.....	7.0	7.3	9.6
Clerical.....	7.0	4.2	(d)
Sales.....		3.1	(d)
Skilled workers.....	7.5	15.8	19.5
Construction.....	7.2	10.7	(d)
Nonconstruction.....	0.3	5.1	(d)
Semiskilled workers.....	17.5	25.6	26.1
Construction.....	5.4	6.9	(d)
Nonconstruction.....	12.1	18.7	(d)
Service workers.....	2.2	8.9	7.7
Farm operators and managers.....		6.8	8.5
Farm laborers and foremen.....		7.7	5.2
Laborers (except farm).....	54.9	19.6	17.4
Inexperienced workers.....		3.9	

<sup>a</sup> Data were obtained from the WPA report, *Assigned Occupations of Persons Employed on WPA Projects, November 1937*, p. 10 covering a complete count of names appearing on pay rolls ending in November 1937 in the continental United States and Hawaii.

<sup>b</sup> Data were obtained from the WPA report *Usual Occupations of Workers Eligible for Works Program Employment in the United States, January 15, 1936*, p. 10, and are limited to "economic heads" in the continental United States.

<sup>c</sup> Data were obtained from the WPA memorandum *Employment Experience of Certified Workers Separated from WPA Projects, September and October 1940*, table 3. The percentage distribution is based on a sample survey conducted in 50 counties in October 1940, and the number of persons represents total employment on projects operated by the WPA in the United States and Territories on Oct. 30, 1940.

<sup>d</sup> Not available.

which common labor is recorded as the usual occupation in January 1936, and the percentages of assignments to skilled and semiskilled occupations were smaller than the percentages of the groups with corresponding usual occupations. Similar variations are noted in the usual occupations in October 1940 and assigned occupations. The percentage of assignments to service projects of domestic and personal service workers was comparatively small; and farm work was not represented, of course, in assigned occupations. Professional occupations, on the other hand, were overrepresented among project assignments as compared with the proportion of professional workers among usual occupations. Clerical projects provided jobs for persons whose usual occupation was in the clerical or sales group. Some workers, in addition to their usual occupation, had a secondary occupation, followed as a hobby or for recreation, to which they could be assigned in the WPA. As a result, workers were often given an opportunity to perform work of greater complexity and responsibility than that performed in private employment.

However, certain occupations which are of large importance in private employment were not represented in WPA assignments. Workers with these occupational backgrounds were on the WPA pay rolls in large numbers. Unless these workers had some secondary occupation which could serve as a basis for assignment, they were assigned as "unskilled." The large number of persons classified by the WPA as unskilled workers reflects not only the large number of needy and jobless unskilled workers but also, to a certain extent, the lack of suitable project work for some occupational groups who were not actually unskilled.

In table 19 a comparison is made between the distribution by usual occupation of WPA workers and the corresponding distribution by usual occupation of the country's

**TABLE 19.—PERCENTAGE DISTRIBUTION OF THE EXPERIENCED LABOR FORCE IN THE UNITED STATES IN MARCH 1940 AND OF WPA WORKERS IN OCTOBER 1940, BY USUAL OCCUPATION**

Occupation group	Experienced labor force, March 1940 <sup>a</sup>	WPA workers, October 1940 <sup>b</sup>
Number of persons.....	52,022,158	1,725,232
	Percentage distribution	
Total.....	100.0	100.0
Professional and semiprofessional workers.....	6.8	4.2
Proprietors, managers, and officials (including farm).....	17.4	10.3
Clerical, sales, and kindred workers.....	16.0	9.6
Craftsmen, foremen, and kindred workers.....	11.3	19.5
Operatives and kindred workers.....	18.1	26.1
Service workers.....	12.0	7.7
Laborers (including farm).....	16.5	22.6
Occupation not reported.....	1.9	

<sup>a</sup> Does not include 767,341 persons of the total labor force who were new workers. *Sixteenth Census of the United States: 1940, Population*, vol. III, part 1, table v, p. 10.

<sup>b</sup> See footnote C, table 18.

experienced labor force.<sup>32</sup> Every major occupational group in the experienced labor force was represented among WPA workers. However, the occupational composition of WPA workers as a whole differed considerably from that of the experienced labor force. The percentage of unskilled, semiskilled, and skilled labor among the usual occupations of workers was much higher for WPA workers than for the experienced labor force. On the other hand, the percentages for professional, clerical, and service workers were lower.

### The WPA Worker

The employability of a particular individual in private industry depends on his ability to meet at any given time the standards of age, and skill, education, previous experience, and other qualifications, prevailing in the community where he seeks work. The WPA regarded as employable anyone who could perform useful work on a project without endangering his own or others' health or safety. The hiring standards of private industry (because of the existence of a great pool of unemployed workers) were considerably higher than the standards applied by the WPA during most of the prewar period. "Employability" is not a fixed or precise concept, however, and standards of employability in private industry change with changing conditions. With the rising demand for labor after 1940, the requirements of private employers were relaxed until they came to conform rather closely to the WPA standard of employability.

The fact that WPA employment remained high over a period of years gave rise to the belief in some quarters that WPA workers were for the most part unemployable or unwilling to accept jobs in private industry. This impression was far from accurate; as has been shown elsewhere in this report, there was always a turn-over, often large in volume, in WPA employment. (See page 30.) Nevertheless, it is true that a considerable number of workers remained in WPA employment for long periods of time, despite some fluctuations in business activity. It has been estimated, on the basis of a special survey, that at least 866,000 persons, or 59 percent of those employed on WPA projects in September 1937, were still on the WPA pay rolls 18 months later.<sup>33</sup> More than half of them (488,000 persons) had been on the WPA rolls continuously for at least 18 months previous to September 1937 and had remained there for at least another 18 months thereafter. This group constituted a third of all project employment in September 1937, and about a sixth of all project employment 18 months later, in February 1939. (See table 20.)

The question of whether such long-term WPA workers were employable in private industry under the conditions then existing was answered pragmatically by the results of the provision in the 1939 ERA Act which required the dismissal from WPA employment of persons who had been continuously employed on projects for 18 months or longer.

<sup>32</sup> The periods compared in this table are 7 months apart but the comparison is justified by the fact that the occupational composition of the entire labor force changed very slowly in the prewar period.

<sup>33</sup> See *Report on Progress of the WPA Program, June 30, 1939*, pp. 101-107.

TABLE 20.—NUMBER AND PERCENTAGE DISTRIBUTION OF WPA WORKERS, BY DURATION OF EMPLOYMENT AND BY SEX <sup>a</sup>

CONTINENTAL UNITED STATES  
FEBRUARY 1939

Months of continuous employment	Total		Men		Women	
	Number	Per-cent	Number	Per-cent	Number	Per-cent
Total.....	2,886,217	100.0	2,508,122	100.0	378,095	100.0
Less than 6.....	574,357	19.9	511,215	20.4	63,142	16.7
6-11.....	822,572	28.5	726,158	29.0	96,414	25.5
12-17.....	623,423	21.6	554,232	22.1	69,191	18.3
18-23.....	126,993	4.4	104,685	4.1	22,308	5.9
24-29.....	158,742	5.5	128,494	5.2	30,248	8.0
30-35.....	92,359	3.2	73,454	2.9	18,905	5.0
36 or more.....	487,771	16.9	409,884	16.3	77,887	20.6
Median number of months.....		12.4		12.2		14.6

<sup>a</sup> Percentage distributions were obtained from the *Report on Progress of the WPA Program, June 30, 1939*, table 42, p. 104, and were applied to the average number of certified WPA workers as of February 1939.

Nearly 783,000 persons were dismissed from WPA employment in July and August 1939, in accordance with this provision. A survey, covering more than 138,000 of these dismissed workers, was subsequently made in 23 major urban areas.<sup>34</sup> Interviews with these workers showed that only 8 percent of them had found private employment by the end of September 1939, and only 13 percent by November 1939; and in February 1940, about 7 months later, the number of those who had private jobs was practically unchanged. By this time nearly two-thirds of the total number of dismissed workers had either been restored to WPA employment (54 percent), or were dependent on direct relief.

It is apparent from this same survey that the age of the WPA workers affected greatly their opportunities for private employment. Of the workers surveyed in February 1940, only one-tenth of those who were 45 years of age and older had private jobs, while nearly one-fifth of those who were under 30 years of age had private jobs. The age factor was an important determinant of employability for most workers. Although older workers are not always the first to be dismissed from employment in periods of declining business activity, they are generally dismissed in the long run, and they are the ones least likely to be rehired.

The age of WPA workers, though one of the main determinants of their employability in private industry, was not the only determinant. The sex composition of the group was of great importance in this respect during the prewar period; job opportunities were especially limited for women who lacked previous work experience. Negroes on the WPA rolls had less than average chances for reemployment in private industry. Data concerning these and other groups of WPA workers are given on pages 44 to 45.

The question of the employability of WPA workers, however, was only partly concerned with their personal characteristics. The question was also affected by general economic conditions. During nearly the whole prewar pe-

<sup>34</sup> See mimeograph release "Effects of the 18-Months Provision (section 16 (b)) of the 1939 Relief Act," dated June 20, 1940.

riod of the WPA there were fewer jobs than there were workers, and the discrepancy between the number of jobs and the number of workers was always large. Every WPA worker seeking private employment was in competition with other workers who were unemployed but not on the WPA rolls.

The labor market situation changed greatly after the outbreak of the war. By June 30, 1942, WPA workers numbered only 653,000. WPA workers were getting jobs in the war industries. But jobs in war industries were not available everywhere, many WPA workers were women with family responsibilities that made it difficult for them to go elsewhere for jobs, and many workers of both sexes were in the older age group. Workers remaining on the WPA rolls at this time were those who were still at some disadvantage in getting private jobs even in a time of rapidly increasing private employment. Late in 1942 a survey (unpublished) of about 264,000 certified project workers was conducted in order to judge what their opportunities for private employment might be in the immediate future. These workers constituted 78 percent of the employment on projects operated by the WPA on December 15, 1942. The survey was carried on by WPA State administrators in consultation with the State and local branches of the United States Employment Service, and the conclusions to be drawn from it may be taken as reasonably accurate for the country as a whole.

Slightly more than one-fifth (21 percent) of the workers were found to be qualified for immediate placement in war industries or agriculture; one-third (32 percent) were found qualified for other private employment; a little more than one-fourth (27 percent) were found suitable for training for jobs in war production industries; and the remaining one-fifth (20 percent) were not considered likely to obtain private employment. Most of the persons in this last group were disqualified by age or physical handicap for sustained hard work; the rest had family responsibilities that would make it difficult for them to conform to working schedules in private industry or to move to another community where private work was obtainable.

Applying these proportions to the 280,000 certified workers employed in the continental United States as of December 15, 1942, it was estimated that 56,000 persons constituted the "hard core" of project employment—the persons not likely to obtain jobs in private industry.<sup>25</sup>

In short, the "unemployability" of WPA workers in general was always in the main a measure of the shortage of private jobs. WPA workers in massive proportions demonstrated their employability by getting jobs in private industry when jobs existed for them.

<sup>25</sup> To determine to what extent the termination of the WPA program resulted in the need for public assistance, studies were made by the Bureau of Public Assistance of the Social Security Board in several States and localities concerning the requests for assistance received from workers who were separated from the WPA on or after December 1, 1942. It was found that all but a small fraction of WPA workers found jobs when the projects were terminated. The proportion of WPA workers who requested public assistance following lay-offs on or after December 1, 1942, varied from 1.4 percent in West Virginia to 9.3 percent in Idaho. Workers requesting assistance included a relatively large number of older persons and women for whom employment opportunities were not readily available. (See *Social Security Bulletin*, Vol. 7, No. 1 (January 1944), pp. 34-36.)

## Age of WPA Workers

Although persons 18 years of age and older were eligible for WPA employment, very few young workers received such employment. The age composition of WPA workers as a group was greatly affected by the preference given to heads of families in assignments to project work. The difficulties experienced by older persons in getting back into private employment resulted in a high proportion of older persons being on the project rolls. Workers aged 45 years and older were never less than one-third of all WPA workers, and in the closing year of the program they were more than half of all workers. During periods of increasing unemployment and expanding WPA pay rolls, the proportion of younger workers in the program increased somewhat. As employment conditions improved, it was chiefly the younger workers who left the projects for private jobs and the older workers who remained.

The relation of the age distribution of WPA workers to the volume of WPA employment is indicated in table 21 and in chart 4. The median age of WPA workers was only 39.9 years in June 1936, when project employment was relatively high; in November 1937, when WPA employment was at a low level, the median age was 42.4 years. The expansion of WPA employment caused by the business recession reduced the median age to 39.4 years in February 1939. With the subsequent improvement in general employment conditions and a rapid decline in WPA employment, the median age of project workers rose to 42.8 in April 1941. In February 1942, the median age was 46.4 years and more than one-half of all project workers were 45 years of age or older. By October 1942, the median age

TABLE 21.—PERCENTAGE DISTRIBUTION OF WPA WORKERS, BY AGE GROUP

CONTINENTAL UNITED STATES

JUNE 1936, NOVEMBER 1937, FEBRUARY 1939, APRIL 1941,  
FEBRUARY 1942, AND OCTOBER 1942

Age group (years)	June 1936 <sup>a</sup>	November 1937 <sup>b</sup>	February 1939 <sup>c</sup>	April 1941 <sup>d</sup>	February 1942 <sup>e</sup>	October 1942 <sup>f</sup>
Total.....	100.0	100.0	100.0	100.0	100.0	100.0
18-44.....	62.4	56.7	63.1	55.8	46.0	33.4
18-19.....	3.9	1.3	1.6	1.5	1.0	0.5
20-24.....	10.0	7.8	11.0	7.9	5.1	2.8
25-29.....	11.7	10.8	13.8	10.9	7.8	4.6
30-34.....	11.9	11.5	12.8	11.3	9.5	6.4
35-39.....	12.7	12.6	12.2	11.2	10.3	8.2
40-44.....	12.2	12.7	11.7	13.0	12.3	10.9
45 and over.....	37.6	43.3	36.9	44.2	54.0	66.6
45-49.....	11.7	12.6	10.8	12.9	14.0	13.1
50-54.....	10.2	11.7	10.3	11.8	13.4	15.2
55-59.....	7.6	9.5	8.4	10.0	12.9	15.7
60-64.....	5.1	6.6	5.8	7.1	9.9	14.9
65 and over.....	3.0	2.9	1.6	2.4	3.8	7.7
Median age (yrs.).....	39.9	42.4	39.4	42.8	46.4	51.1

<sup>a</sup> Average weekly employment of certified WPA workers employed on WPA projects.

<sup>b</sup> Covers certified and noncertified WPA workers employed in November 1937.

<sup>c</sup> Covers certified WPA workers employed in February 1939 whose certifications were continued in the review of need conducted at that time.

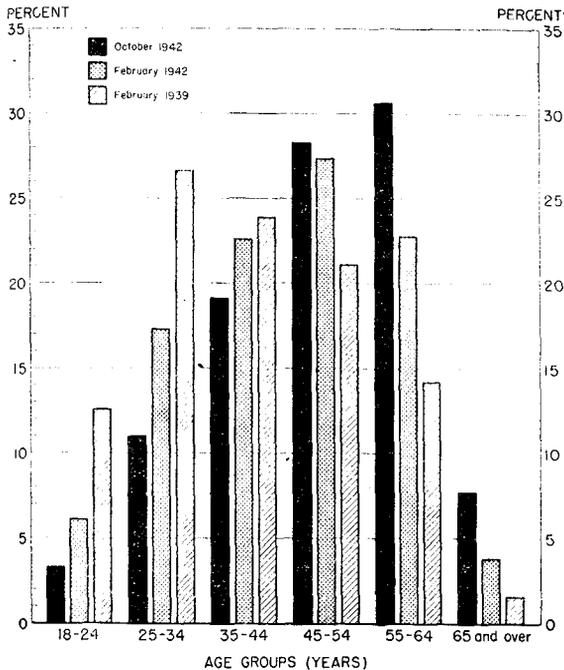
<sup>d</sup> Covers certified WPA workers employed on Apr. 30, 1941.

<sup>e</sup> Covers certified WPA workers employed on Feb. 17, 1942.

<sup>f</sup> Covers certified WPA workers employed on Oct. 27, 1942.

CHART 4  
**PERCENTAGE DISTRIBUTION OF WPA WORKERS BY AGE GROUPS**

October 1942, February 1942, and February 1939



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was 51.1 years and two-thirds of all project workers were 45 years of age or older. An increase of 12 years in the median age of WPA workers was registered in the course of only 3½ years after February 1939.

The sharp decline in WPA employment in the last few years of the program involved reductions in all age groups. The rate at which older workers left project employment rose somewhat after the entrance of the United States into the war, when age restrictions in private industry were lifted. Young workers, however, continued to leave the WPA rolls at a much more rapid rate than older workers, so that the relative proportion of older workers was increased. Between February 1939 and February 1942, there was a decrease of 67 percent in WPA employment; but in the group aged 18 through 44 years the decrease amounted to 76 percent, and that in the group 45 years of age and older amounted to only 52 percent. In the period between February 1942 and October 1942 the further declines were: 66 percent in total employment, 75 percent in the younger group, 58 percent in the older group.

Throughout the program there was a small but varying proportion of project workers 65 years of age or older. This group grew in relative size after 1939. In February 1939, 1.6 percent of project workers were 65 years of age or older; in October 1942 this age group constituted 7.7 percent of the WPA project employment.

The periods at which the age distribution of WPA workers most nearly approached that of the entire labor force were periods in which WPA employment was large. The median age of the country's entire labor force was 36 years in March 1940, and the median age of certified WPA workers was 39.4 years in February 1939 (the nearest date to March 1940 for which statistics are available). At other periods the proportion of older WPA workers became more marked. In October 1942, when the median age of the country's entire labor force was 37.7 years, the median age of the WPA group was 51.1 years. (See table 22.)

TABLE 22.—PERCENTAGE DISTRIBUTION OF THE POPULATION IN THE LABOR FORCE IN THE UNITED STATES AND OF WPA WORKERS, BY AGE GROUP

CONTINENTAL UNITED STATES  
 FEBRUARY 1939 AND OCTOBER 1942

Age group (years)	February 1939		October 1942	
	Total labor force <sup>a</sup>	WPA workers <sup>b</sup>	Civilian labor force <sup>c</sup>	WPA workers <sup>d</sup>
Number of persons.....	52,789,499	2,886,217	56,000,000	326,046
	Percentage distribution			
Total.....	100.0	100.0	100.0	100.0
14-19.....	7.4	* 1.6	10.4	* 0.5
20-24.....	14.5	11.0	11.5	2.8
25-34.....	25.8	26.6	22.4	11.0
35-44.....	21.1	23.9	21.9	19.1
45-54.....	17.0	21.1	18.1	28.3
55-64.....	10.2	14.2	10.9	30.6
65 and over.....	4.0	1.6	4.8	7.7
Median age (years).....	36.0	39.4	37.7	51.1

<sup>a</sup> Data refer to March 1940 as it is the month nearest to February 1939 for which data on the civilian labor force are available. *Sixteenth Census of the United States: 1940, Population*, vol. III, pt. 1, table 5, p. 19.

<sup>b</sup> Data from which percentages were derived cover 2,732,251 persons whose names appeared on February 1939 pay rolls and who were certified in the review for continued employment. These percentages may be applied to the total number of persons in this table which represent the average weekly employment counts made during the month of February 1939.

<sup>c</sup> Percent distribution based on data from "Labor Force Bulletin," Sept. 30, 1943, LFB No. 4 (U. S. Department of Commerce) table 2, p. 9, and total number is revised estimate as of Feb. 1, 1944, from "The Labor Force," Feb. 22, 1944, Special Surveys: MRLF No. 20 (U. S. Department of Commerce).

<sup>d</sup> Covers certified WPA workers employed on Oct. 27, 1942.

\* Includes only certified WPA workers 18 and 19 years of age.

Men employed on WPA projects were on the average older than women; and white workers were on the average older than Negro workers. These differences were found in each of the periods for which studies were made. For example, in October 1942, when the median age of all WPA workers was 51.1 years, the median age of male workers was 53.7 years and of female employees, 47.1 years. At that time the median age of white workers was 52.0 years and that of Negroes, 47.6 years. The oldest group was that of white male workers, whose median age was 54.3 years. The youngest group was that of Negro female workers, whose median age was 40.9 years. (See table 23.)

TABLE 23.—MEDIAN AGE OF WORKERS EMPLOYED ON WPA PROJECTS, BY RACE AND BY SEX

CONTINENTAL UNITED STATES

APRIL 1941, FEBRUARY 1942, AND OCTOBER 1942

Race and sex	April 1941 <sup>a</sup>	February 1942 <sup>b</sup>	October 1942 <sup>c</sup>
All workers.....	42.8	46.4	51.1
Male.....	42.9	47.2	53.7
Female.....	42.0	44.1	47.1
White.....	43.2	47.0	52.0
Male.....	43.3	47.6	54.3
Female.....	42.9	45.1	48.7
Negro.....	41.1	44.3	47.6
Male.....	41.8	45.7	51.7
Female.....	38.0	38.9	40.9
Other.....	36.5	40.3	42.4
Male.....	36.7	41.1	44.8
Female.....	34.4	35.3	39.0

<sup>a</sup> Data based on number of certified WPA workers employed on Apr. 30, 1941.

<sup>b</sup> Data based on number of certified WPA workers employed on Feb. 17, 1942.

<sup>c</sup> Data based on number of certified WPA workers employed on Oct. 27, 1942.

There were marked regional differences in the average age of WPA workers. WPA workers in the South were considerably younger on the average than in other sections of the country. The proportion of WPA workers 45 years of age and older was highest in the Pacific Coast States. In October 1942, for example, this group was 51 percent of the WPA workers in Kentucky and 89 percent in Washington.

### Women on the WPA Rolls

Up to the end of June 1940, women workers constituted between 12 percent and 18 percent of the employment on projects operated by the WPA. This was less than the proportion of women in the country's entire labor force, which was 25 percent according to the 1940 census. As private employment conditions improved in 1941 and subsequent years, both women and men in increasing numbers left the WPA rolls for private employment. Men, however, left the WPA rolls at a more rapid rate than women, and this increased the proportion of women in WPA employment. In June 1942 nearly 27 percent of all WPA workers were women; in December 1942 (the month when WPA liquidation began), about 41 percent of all WPA workers were women. (See table 24.) In the previous period, too, women workers left the WPA rolls at a slower rate than men workers. In the year ending with June 1939, for example, women left the WPA rolls at the rate of from 3.2 percent to 9.2 percent of all women employed at the beginning of each month, while men left the rolls at a rate varying from 6.3 percent to 12.6 percent.<sup>36</sup>

Women, like men, were assigned as far as possible to project work suitable to their educational background and work experience. Many of the WPA women workers had clerical job experience, but a much larger number were

<sup>36</sup> See *Report on Progress of the WPA Program, June 30, 1939*, p. 99.

TABLE 24.—NUMBER OF WOMEN EMPLOYED ON PROJECTS OPERATED BY WPA

QUARTERLY, DECEMBER 1935—DECEMBER 1942

Date	Number	Percent of all workers
<i>1935</i>		
Dec. 24.....	330,732	12.1
<i>1936</i>		
Mar. 25.....	440,193	15.3
June 24.....	387,841	17.2
Sept. 30.....	393,825	15.7
Dec. 30.....	352,963	16.4
<i>1937</i>		
Mar. 31.....	354,639	16.8
June 30.....	323,275	18.2
Sept. 29.....	256,369	17.7
Dec. 29.....	284,005	17.0
<i>1938</i>		
Mar. 30.....	335,612	13.7
June 29.....	372,058	13.3
Sept. 28.....	409,954	13.1
Dec. 28.....	405,665	13.6
<i>1939</i>		
Mar. 29.....	391,442	13.6
June 28.....	352,784	14.6
Sept. 27.....	251,071	14.6
Dec. 27.....	333,620	16.1
<i>1940</i>		
Mar. 27.....	367,062	16.6
June 26.....	243,276	15.4
Sept. 25.....	264,611	16.1
Dec. 26.....	323,288	17.7
<i>1941</i>		
Mar. 26.....	312,128	18.8
June 25.....	254,814	19.2
Sept. 24.....	201,212	19.7
Dec. 16.....	230,184	22.0
<i>1942</i>		
Mar. 17.....	225,978	23.6
June 16.....	187,726	26.8
Sept. 15.....	118,368	29.7
Dec. 15.....	138,003	40.6

experienced only in domestic work. During the week ending April 2, 1938, 56 percent of all WPA women workers were employed on sewing and other goods production projects, 41 percent were employed on various white collar projects, and 3 percent were employed on construction and miscellaneous projects. During the same week, women constituted 87 percent of the employment on sewing projects, and 53 percent of the employment on white collar projects, while representing only 14 percent of total WPA employment.<sup>37</sup>

WPA women workers included many middle-aged and some elderly women, although as a group they were younger than the WPA men workers. To a greater extent than men, WPA women workers lacked skills and private job experience; and some of them had family responsibilities which limited their availability for full-time jobs in domestic service. In areas where aid to dependent children or general relief was unavailable or inadequate, WPA employment was for many needy women the only available program of assistance. The difficulties encountered by WPA women workers in securing private jobs are shown in a study (unpublished) made in May 1939 of women on a WPA sewing project in Pittsburgh. Nearly half of these women workers had been unemployed for 6

<sup>37</sup> See *Report on Progress of the WPA Program, June 30, 1938*, table 14, p. 37.

years or more. Nearly all of them had been continuously employed on WPA projects since their first assignment, and to many of them their project jobs were their first paid employment, or their first since marriage.

Women as well as men were trained for jobs in the war industries through the vocational training program set up by the WPA in July 1940. The women who remained in WPA employment during the last year of the program were largely those considered too old to adapt themselves to factory conditions and those in areas where wartime jobs were scarce.

**Negroes on the WPA Rolls**

Negroes, even under wartime conditions, were at a disadvantage in obtaining private jobs in competition with white workers. In the South, where the country's Negro population is heavily concentrated, the Negro's opportunities for education and training have been very limited and his economic opportunities narrow in range. The proportion of WPA workers who were found qualified for training in the WPA vocational training program was much smaller among Negro workers than among white workers. These disadvantages were reflected in the steadily growing proportion of Negro workers on the WPA rolls in the later years of the program. The proportion of Negroes in WPA employment was 14 percent in February 1939, 16 percent in April 1941, and 20 percent in October 1942. In comparison, the proportion of nonwhite persons in the total labor force in March 1940 was 11 percent.<sup>38</sup>

**TABLE 25.—PERCENTAGE DISTRIBUTION OF WPA WORKERS, BY RACE AND BY SEX**

CONTINENTAL UNITED STATES

FEBRUARY 1939, APRIL 1941, FEBRUARY 1942, AND OCTOBER 1942

Race and sex	February 1939 <sup>a</sup>	April 1941 <sup>b</sup>	February 1942 <sup>c</sup>	October 1942 <sup>d</sup>
All workers.....	100.0	100.0	100.0	100.0
Male.....	86.9	82.0	77.2	60.5
Female.....	13.1	18.0	22.8	39.5
White.....	85.4	83.1	81.8	79.7
Male.....	74.4	67.9	62.3	47.9
Female.....	11.0	15.2	19.5	31.8
Negro.....	14.2	16.3	17.6	19.9
Male.....	12.1	13.6	14.4	12.4
Female.....	2.1	2.7	3.2	7.5
Other.....	0.4	0.6	0.6	0.4
Male.....	0.4	0.5	0.5	0.2
Female.....	(e)	0.1	0.1	0.2

<sup>a</sup> Covers certified workers employed in February 1939 whose certifications were continued in the review of need conducted at that time.  
<sup>b</sup> Covers certified WPA workers employed on Apr. 30, 1941.  
<sup>c</sup> Covers certified WPA workers employed on Feb. 17, 1942.  
<sup>d</sup> Covers certified WPA workers employed on Oct. 27, 1942.  
<sup>e</sup> Less than 0.05 percent.

Negro workers on the WPA rolls were a younger group than white workers. The age differential between the Negro and white groups widened in the closing years of the program. In April 1941, the median age of Negro

project workers was 41.1 years, while that of white project workers was 43.2 years. In October 1942, the age medians were 47.6 years for Negro workers and 52.0 years for white workers. This widening age differential between the Negro and white groups employed on WPA projects is a further reflection of the greater difficulties experienced by Negroes in getting private employment. As increasing war production created new job opportunities in private industry, the younger workers among Negro as well as among white project workers were increasingly able to leave the WPA rolls; but the proportion of younger workers leaving the WPA rolls was greater in the white than in the Negro group.

The distribution of WPA workers by sex and race, for the months in which surveys were made concerning these characteristics, is shown in table 25. With the decline in WPA employment that began early in 1939, the proportion of women increased among both white and Negro workers. The rate of increase of women workers was somewhat less for the Negro than for the white group; this was due to the fact that male Negro workers left the WPA rolls at a slower rate than male white workers.

**Farmers and Farm Workers on the WPA Rolls**

The WPA provided employment for a considerable number of farmers and farm workers at all times. Increased displacement of farm workers by mechanization and the growth of part-time farming (with dependence on supplementary earnings), as well as occasional disasters, were among the more obvious causes of need in this group. It was also necessary for the WPA to provide employment for seasonal farm laborers, a group which was intermittently dependent on public aid because earnings were insufficient to last through the slack period. The proportion of farmers and farm workers on the WPA rolls fluctuated greatly, rising sharply during the winter and falling off during the planting and harvesting seasons.

A program of aid to farmers in the drought areas of the West, set up in July 1936, provided project employment for approximately 300,000 persons.<sup>39</sup> A special program, started in August 1938, gave between-season project employment to southern farmers with extremely low incomes; it operated in 11 States, and at its peak in October and November 1938 it provided a living for 200,000 farm families. Project work was also given as a means of aiding farm families whose eligibility for aid under the rehabilitation programs of other agencies was doubtful, or whose need was clearly of short duration. Persons currently receiving loans or subsistence grants from the Farm Security Administration were in general not eligible for project employment, although the WPA provided some between-season employment for those in extreme need.

In October 1940, there were 146,000 farmers and about 90,000 farm laborers on the WPA rolls, a total of 236,000 persons, constituting 13.7 percent of total WPA employment.<sup>40</sup>

<sup>39</sup> See footnote 24, p. 29.

<sup>40</sup> Estimated on the basis of a sample survey conducted in 50 counties in October 1940.

<sup>38</sup> *Sixteenth Census of the United States: 1940, Population, vol. III, part 1.*

## The Families of WPA Workers

Families aggregating about one-fourth of the family units in the United States were supported at one time or another through project jobs provided by the WPA during the 8 years of its existence. The number of such families (including one-person families) is estimated at about 8,500,000, which is the number of different persons employed on WPA projects.<sup>41</sup>

TABLE 26.—PERCENTAGE DISTRIBUTION OF ALL FAMILIES IN 1940 AND OF FAMILIES OF WPA WORKERS IN FEBRUARY 1939, BY SIZE OF FAMILY

### CONTINENTAL UNITED STATES

Number of persons in family	Families in the entire population 1940 <sup>a</sup>	Families of WPA workers February 1939 <sup>b</sup>		
		Total	Male heads	Female heads
Number of families	35,087,440	<sup>b</sup> 2,886,217	2,508,122	378,095
Percentage distribution				
Total	100.0	100.0	100.0	100.0
1	10.0	10.7	9.1	21.4
2	25.6	20.7	19.5	28.5
3	22.0	21.6	21.7	20.7
4	17.6	17.1	17.7	12.9
5	10.7	11.7	12.3	7.5
6	6.2	7.4	8.0	4.2
7	3.5	4.6	5.0	2.3
8	2.0	2.8	3.1	1.2
9 or more	2.4	3.4	3.6	1.3
Median	3.15	3.76	3.88	2.93

<sup>a</sup> *Sixteenth Census of the United States: 1940, Population: types of families, table 3, p. 25.*

<sup>b</sup> See *Report on Progress of the WPA Program, June 30, 1939, table 39, p. 102.* Data from which percentages were derived cover 2,732,251 persons whose names appeared on February 1939 pay rolls and who were certified in the review for continued employment. These percentages may be applied to the total number of persons in this table which represent the average weekly employment counts made during the month of February 1939.

A statistical survey was made in February 1939 concerning the size of families of WPA workers.<sup>42</sup> The average number of persons per WPA family in that month was 3.76; the average number of persons per family unit in the entire population in March 1940 was 3.15, according to the 1940 census. About 60 percent of all WPA workers were supporting from two to four persons, including themselves. Thirty percent of WPA families contained five or more persons. In comparison, 25 percent of the families in the entire population contained five or more persons. Thus, large families were relatively more numerous among those supported by WPA wages than in the population at large. (See table 26.) Single persons employed by the WPA were slightly more than one-tenth of all WPA workers. Single men represented 9 percent of all male workers on WPA projects and single women were 21 percent of all female

project workers. In other words, single persons were relatively twice as numerous among women as among men employed on WPA projects.<sup>43</sup>

## Organization of the WPA Division of Employment

Various separate responsibilities in connection with WPA employment were consolidated, in January 1936, in the central administration, in the Division of Employment, under the direction of an assistant administrator. The functions of the Division were distributed among various sections.

The intake and certification section formulated procedures regarding eligibility; advised the Division's regional staffs regarding standards of need and relations with certifying agencies; had technical supervision of State WPA intake and certification officials; secured relevant information on the relief needs of the States; and maintained liaison with Federal and private welfare agencies.

The assignment and wages section formulated procedures regarding classification, assignment, reassignment, and terminations; determined the standard wage schedule within legal provisions, and was responsible for adjustments of this schedule; made recommendations for action of the central administration regarding State employment authorizations, exemptions concerning hours and rates of pay, and exemptions from nonrelief limitations; and maintained liaison with the WPA and other Federal agencies providing work, and with the United States Employment Service.

The labor relations section formulated labor policies; adjusted complaints made by organizations and individuals; had technical supervision of regional and State labor relations officials; and maintained liaison with organized labor.

The section on racial relations advised the Division on racial problems; investigated complaints charging racial discriminations; prepared special informational material; collected and analyzed data concerning the employment needs of Negroes and their employment on WPA projects; and maintained liaison with Negro organizations. In 1942 this work was placed in the labor relations section.

In 1939 a section for labor appeals and review was set up to carry on work formerly performed by the Labor Policies Board of the WPA, and the assistant commissioner in charge of employment was given the final responsibility for deciding appeals. In 1942 this section was abolished and its functions were carried on by a special consultant.

The special employment problems section investigated reports of shortages of labor in private industry and dealt with other relationships between private industry and the WPA. This section was abolished in 1939, and its functions were performed for a time by an executive assistant within the Division.

A section on occupational classification was set up in 1940, with the purpose of improving procedure in this

<sup>41</sup> According to the 1940 census, there were approximately 35,087,000 families in the continental United States, including 3,497,000 one-person families. If the census definition of a family unit is used, WPA wages supported at one time or another about 24 percent of all the family units in the country.

<sup>42</sup> See *Report on Progress of the WPA Program, June 30, 1939, table 39, p. 102.*

<sup>43</sup> The number of workers per family is perhaps even more important as a determinant of need for public aid than the size of the family. The economic opportunities of a family frequently depend on the number of workers it contains, since the chance that some member of the family will obtain a job is increased with the number qualifying for employment. Only fragmentary data on the number of workers per WPA family are available.

field. The duties of the section also included giving assistance in the finding and selection of qualified workers for the defense industries. In 1942 this work was put into the assignment and wages section.

A training section, set up in 1940, was in 1941 placed in the newly formed Division of Training and Reemployment.

In each regional office the Division of Employment maintained a staff headed by a chief regional supervisor of employment, with one or more regional supervisors under his direction. These, like the regional representatives of the other divisions, were administratively under the authority of the regional director.

The functions of the regional employment officials were to intermediate between the central administration and the State and district offices; to give information and advice; to secure adherence to WPA policies and standards; to report to the central administration on employment needs; to make recommendations to the central administration regarding wage rates and exemptions; to make recommendations to the State administrator on the selection of local welfare agencies as certifying or referral agencies; and to maintain liaison with the regional staffs of other Federal agencies.

In the States, the Division of Employment ordinarily comprised three sections: executive, intake and certifications, and assignment and labor relations. The head of the Division was responsible administratively to the State administrator, but in matters of techniques or method was under the supervision of the Division of Employment in the central administration, and of the regional employment staff as representatives of the central administration. Each State Division of Employment established standards and methods of work for the district Divisions of Employment; recommended State and district division administrative budgets to the State administrator; and approved State and district division personnel.

Each district Division of Employment had the duty of carrying into effect the regulations and methods established by the State division. It handled classifications, assignments, terminations, complaints and investigations; carried on job and foremanship training; and made recommendations to the State division regarding wage rates and exemptions. Although its actions were subject to instruction, appeal, and overruling, it was necessarily responsible for a multitude of daily decisions, most of which went unchallenged and were thus final.

## ENGINEERING AND CONSTRUCTION PROJECTS

By far the largest amount of WPA employment, 75 percent or more until the spring of 1940, was provided through construction projects of a wide variety of types. This work was under the direction of the Division of Engineering and Construction in the central administration in Washington and in the State administrations.

The projects as a whole had to be such as would provide employment to large numbers of unskilled workers. However, they also involved work requiring the use of the skills and abilities of a relatively smaller number of skilled and semiskilled workers.

The skilled workers certified to the WPA for employment included carpenters, bricklayers, stone masons, mechanics, painters, plumbers, and others whose skills were readily usable on construction projects; but they also included railroad trainmen, cigar makers, and others whose skills were not usable. The semiskilled workers included truck drivers and others who could perform their accustomed work, and factory workers who had to be assigned to different work. Many skills and abilities were within the range of work which the WPA could legally and usefully perform; but workers with skills and abilities outside that range were obliged to adapt themselves to other kinds of work.

The types of engineering and construction projects operated were of a wide variety. They included the construction or improvement of highways and streets, public buildings, airports and airways, recreational facilities,

public utilities, and facilities for the conservation of natural resources. The projects selected for operation were such as would give useful work to the unemployed at a given time and place, and such as the communities were willing to sponsor. All projects selected for operation had to meet the legal requirements set up for WPA projects.

It was on highway, road, and street projects that the Division of Engineering and Construction provided about half of its entire employment. On other groups of projects, the proportions of employment varied considerably through the 8 years of WPA operations. Three groups of projects together accounted for about a third of the Division's employment; these were the projects for water and sewer systems and other public utilities, projects for parks and other recreational facilities (excluding buildings), and projects for public buildings. The remainder of the Division's employment was distributed among conservation, sanitation, and airport and airway projects.<sup>1</sup>

Public buildings projects provided a high percentage of employment for skilled workers; about 30 percent of the persons employed on these projects were skilled workers. On other construction projects, such as highway, road, and street projects, the percentage of skilled workers employed was as low as 8 percent.

Unskilled WPA workers were employed to the largest extent on highway, road, and street projects, where they

<sup>1</sup> See pp. 34 to 36 for distribution of employment by types of projects.

represented more than 75 percent of the employment on this type of project. On all other construction projects, with the exception of public buildings, unskilled workers generally accounted for about 60 to 70 percent of the employment on each project. Unskilled workers on projects for the construction of public buildings represented generally less than 50 percent of the employment on these projects.

In the main, the workers employed on construction projects were chiefly unskilled laborers and semiskilled factory workers, many of whom were "too old" by the industrial standards then prevailing, and others too young to have acquired work experience. In the early 1930's, many local officials had doubted whether any but the simplest pick and shovel jobs could be trusted to these workers. The WPA, however, assumed the responsibility for training the workers in the use of unfamiliar tools. This training on the job was directed by experienced construction engineers and key foremen. Under their direction, the workers learned their project jobs and developed pride in the results of their work. The development of an efficient labor force was hastened by the advancement of workers who showed special aptitudes; this system of promotion extended up through the skilled grades to project foremanship.

The maintenance of an efficient labor force was of course hampered by the large turn-over resulting from the return of project workers to private jobs and their replacement by other needy workers. Moreover, the labor trained by the WPA in one community could not be transferred to another beyond a distance reasonably convenient for daily transportation.<sup>2</sup>

Good supervision was highly important to efficient project operations. WPA foremen were often hired from outside the project. But many foremen left the WPA program for jobs in private industry, and the WPA had to be prepared to replace them. Project workers who showed special qualifications for foremanship were put in charge of work crews and were as far as possible trained on the job to become foremen. Special training courses for persons holding positions as foremen and supervisors were conducted under the direction of the WPA State administrations. This special training was needed even by foremen and supervisors experienced in private industry, for the management of project work and workers necessarily differed in some respects from the methods used in private industry.

The conference method was generally used in the WPA's training courses. At these conferences procedures were analyzed and explained in detail. Problems of supply, relations with sponsors, job planning and job housekeeping, and operational and personnel difficulties were thoroughly discussed. The response of inexperienced foremen to training was enthusiastic, and remarkably good results were achieved.

A general account has been given, in an earlier section,

<sup>2</sup> An exception to this rule was made for work in places remote from a labor supply, as in national parks and forests, on military reservations, and on large outlying dams and reservoirs and long water supply lines; in such places temporary work camps were established.

of the development of project proposals and applications, the processes of review and approval, and the initiation of projects. (See p. 9.) To this general account some particular statements may be added with respect to construction projects.

## The Planning of Construction Projects

Although the planning of projects was definitely the sponsor's responsibility, WPA officials often suggested eligible projects. These officials had information as to the numbers and kinds of workers available, and also had considerable acquaintance with local needs for public construction. Project proposals were often prepared cooperatively by the responsible local officials and the WPA district engineer. The WPA aided many sponsors in the formulation of plans for projects which would be eligible under the WPA program. When unsuitable project plans were proposed, as for example by small communities which had no regular engineering departments, these plans were not rejected, but were returned with suggestions for revisions.

At many stages in the process of engineering review, there were opportunities to delay approval for the purpose of securing improvements in technical design or specifications. But speed was of importance, especially in the early days of the program, and the temptation to improve on the sponsors' plans was, as a matter of policy, resisted. Wherever possible, designs and specifications were left to the judgment of the sponsor. Changes were suggested, however, when the designs or specifications did not meet reasonable engineering standards or were unduly restrictive or when the amount of skilled labor required by the original plans was in excess of that which would probably be available from the relief rolls.

Final plans for many engineering projects were subject to the approval of established Federal agencies or state or municipal bodies. For example, all proposed river front improvements to navigable streams were passed upon by the appropriate United States Engineer Office (of the Corps of Engineers), as well as by the park authority having jurisdiction in the area. Water supply and sewerage proposals were passed upon either by a state agency or by the United States Public Health Service. Plans for dams had to be approved by the United States Engineer Office. Projects for airport work were passed upon by the Civil Aeronautics Administration; for conservation work, by the United States Department of Agriculture; and for work on Federal-aid roads, by the Public Roads Administration.

As the ability of the WPA labor force to undertake specialized construction work increased, and as the engineering departments of large cities became more familiar with the capacity of the WPA, special advance planning of important municipal works was undertaken with a view to securing WPA assistance on them. In some instances, public works requiring more than 1 year to construct were divided into sections which would be financed, built, and used year by year until the entire project was completed.

This method of securing WPA assistance was especially helpful in putting into effect the plans urged by the United States Public Health Service for the elimination of stream pollution. Many cities, under court orders to desist from

the practice of discharging raw sewage into streams, but lacking funds for the construction of sewage-treatment plants, were able to carry on this work with the assistance of serial WPA projects.

The WPA encouraged the preparation of plans for various projects for which there might be no immediate need but which would be of great future benefit to the communities and the Nation. Among these were: The improvement of water fronts, including the rehabilitation of publicly owned docks and wharves; the cooperative use of public and private riparian rights in the interest both of municipal beauty and of transportation convenience; the reclamation of blighted city areas by the construction of wide boulevards and the construction of small parks and playgrounds in places left vacant after demolition of slum housing; and the construction of bypass streets to relieve transportation in congested commercial and industrial areas.

Few local governments had long-range programs for municipal improvements. The depression and the coming into existence of unprecedented kinds of Federal aid created a new situation in the field of local public works. On the one hand, it was impossible without Federal aid for local governments generally to carry on adequate programs of public works construction. On the other hand, with Federal aid it became possible for some local governments to carry forward some kinds of public works construction more rapidly than before. At the same time, their traditional activities were broadened so as to include work never previously performed. The continued existence of the WPA over a period of 8 years gave a new emphasis to the local programming of public works. Such local programs made WPA cooperation with local governments easier, and resulted in a more effective and economical use of WPA labor.

The WPA itself, however, had no long-term program. Appropriations were made to the WPA only for the period of a fiscal year, and there was no assurance of an appropriation for the year following. In addition, since any WPA worker had to accept private employment if it was offered at prevailing wages, there was no assurance that labor with the requisite skills would continue to be available to the WPA for the completion of its projects. The temporary character of the WPA program thus constituted a serious obstacle to its use as an aid in rounding out the long-range plans of local governments. But there can be no doubt that the WPA program, despite its limitations, contributed to the advancement of the practice of long-range programming of local public works.

When a construction project was authorized for operation by the State administrator, a project superintendent was selected. He had to be competent for the work in hand, acceptable to the sponsor, and, if possible, a local man. In some instances, the project superintendent was an employee of the sponsor, acceptable to the WPA. Arrangements were then made for the employment of whatever other project supervisory personnel was necessary, and a project headquarters was established. There was then usually requisitioned from the supply section an office shanty, a tool shed, office supplies and forms, certain speci-

fied tools and equipment, and construction materials, and heavy equipment was requisitioned as required.

Requisitions for labor were prepared and sent to the Division of Employment, listing the number and kinds of skilled workers and the number of helpers and common laborers that would be required and stating at what time and place the workers would be expected to report. The Division of Employment sent notices to report for work to those persons who were available for employment and possessed the skills required.

If sufficient labor were not immediately obtainable within reasonable distances from the project site, the project superintendent was notified, and other arrangements were made. The sponsor might then furnish this labor either from his own forces or from the open labor market; or the sponsor might provide transportation to WPA workers from remote places. When the latter arrangement was impracticable, transportation might be provided by the WPA.

The control of project operations was then carried on as a regular process by the State WPA through its district, area, and project organizations. Current project reports on the progress of work were reviewed and kept on file in the State office of the Division of Engineering and Construction; such reports were ordinarily requested by the central administration only for specific reasons—usually to secure information when complaints were made that projects were operating behind schedule or in an otherwise unsatisfactory way. Special reports were sometimes required by the central administration in regard to projects on which difficulties were encountered or expected. Monthly progress reports on all projects certified as important for national defense were transmitted to the central administration; this reporting was at the request of the military and naval services, who needed the information to facilitate the scheduling of other related activities.

In the absence of other planned projects, there was a tendency on the part of both the WPA and the sponsoring agency to put too many workers on a given project. To meet this situation, the WPA sought to help the sponsors in developing advance plans for projects by which the desired amount of employment could be properly provided. With long-range programming of work projects, many of the undesirable aspects of emergency public employment were eliminated.

Public employment had to be provided even more extensively in winter than at other seasons, since unemployment was greatest in winter. It was necessary for the WPA to break with custom and carry on in winter some kinds of construction work that are ordinarily performed at other seasons in which weather conditions are more favorable. Project activities in winter were, however, temporarily suspended during periods of extreme cold or storms, and the workers were permitted to make up the time lost.

Sponsors were often unwilling or unable to go to the expense of providing the proper equipment for project operations; they preferred to have the work done with whatever equipment they had on hand, even though it was insufficient or outmoded. On many construction proj-

ects, the lack of adequate or first-rate equipment was, to a considerable extent, offset by ingenious methods of design and operation. The WPA's contribution of \$6 per man-month to the nonlabor cost of projects was ordinarily applied to material costs. In States, however, where the types of projects operated were such as involved small material costs, these nonlabor funds were available for the rental or purchase of equipment by the WPA. Equipment was rented except where rentals were unreasonably high. Some State administrations purchased trucks and various items of minor equipment, and others purchased heavy equipment for use in road and airport construction. In the defense and war period, when projects were mechanized as far as possible, both the WPA and the sponsors rented or purchased whatever heavy equipment was necessary and available. One of the advantages of Federal ownership of equipment was that it could be transferred from one project to another. There were, however, difficulties arising from the requirements of maintenance, especially for heavy equipment (especially when it was operated by inexperienced hands) and to a lesser degree for trucks and other minor equipment. The WPA met these difficulties to some extent by issuing instructions for the proper use and care of the equipment, and by having it checked frequently in the field by traveling inspectors; but there was often serious delay in obtaining repair parts, when the equipment was used in places remote from repair shops.

## Types of Engineering and Construction Projects

WPA engineering and construction work can be conveniently grouped as municipal and engineering projects, airport and airway projects, public buildings projects, highway and road projects, conservation projects, and engineering surveys projects.

### Municipal Engineering Projects

The construction work of the municipal departments of public works was a natural field for WPA operations, as it had been for previous emergency work programs. Municipal officials usually had definite ideas about the construction work that should be performed to meet expanding public needs. Because of financial limitations, such work had been slighted in the early 1930's. WPA assistance encouraged a rapid development of plans for municipal engineering projects of all kinds.

Municipal engineering projects included construction and repair work on streets, alleys, and sidewalks, water supply systems and purification plants, sewer systems and sewage disposal plants, parks and recreational facilities, and miscellaneous municipal improvements (not including public buildings); they also included the removal of abandoned streetcar rail.

WPA construction work on urban streets and alleys in the early years of the WPA program was necessary in many localities because of the neglect of this type of work by municipal governments in the early 1930's. In the later years of the WPA program, the construction and improvement of urban streets was in the interest of widening

certain streets to relieve congested traffic areas. In the 8 years of operation of the WPA program, more than 67,000 miles of urban streets were constructed, of which about 30,000 miles were high-type surface (concrete, bituminous, or other hard surface materials).

The construction and improvement of city streets usually included the laying of sidewalks and curbs; the improvement of park areas included the building of paths and walks. During the 8 years of the WPA program about 24,000 miles of sidewalks and paths were newly constructed and 7,000 miles were improved. About 25,000 miles of curb were laid and 3,000 miles were improved.

The construction of parks and recreational facilities furnished a ready use for WPA labor. The operation of such projects afforded the easiest method of setting the unemployed to work, especially in the absence of other definite plans. There was an early tendency to overbuild, which was corrected later by requiring the approval of the National Park Service for park improvement plans in all localities in which there was no city park commission with authority to determine the suitability of the site, the adequacy of the plans, and the reasonableness of the improvement in relation to existing park facilities. In most of the large cities, however, extensive and excellent park improvement projects were operated under the sponsorship of experienced park boards. In the 8 years of the program, WPA workers built or improved more than 8,000 parks. Most of this work was on improvements to existing parks.

Grading, landscaping, the construction of small structures, and the development of playgrounds could be carried on for the most part with the unskilled and semiskilled labor that was available from the relief rolls. The early projects were ordinarily confined to landscaping, tree planting, and road construction; later, park work was generally broadened to include the construction of swimming pools, stadiums, and other recreational facilities. Large park improvement projects could be operated in units, and employment on these projects was thus readily adjustable to local current unemployment. Definite planning was required in this field in order to avoid "make-work" projects.

During the whole period of the program, WPA workers built or improved nearly 3,300 stadiums, grandstands, and bleachers, about 5,600 athletic fields, and thousands of handball, horseshoe, and tennis courts. Other outdoor recreational facilities provided were ice skating areas, ski trails and jumps, bandshells and outdoor theaters, and golf courses. Playgrounds constructed or improved by WPA workers totaled nearly 12,800. More than 8,200 of these were public-school playgrounds on which improvements were made.

Municipal engineering projects included construction of sewerage systems and water and sewage-treatment plants. These projects were well suited in every respect for prosecution by the WPA; they were the backbone of the winter-work program.

In the 8 years of the WPA program, WPA workers constructed or improved nearly 500 water-treatment plants, built or improved about 1,800 pumping stations, installed or repaired more than 19,700 miles of water mains and dis-

tribution lines, and made more than 880,000 consumer connections. In the improvement of the water supply of rural and urban communities, WPA workers dug nearly 4,000 water wells, made improvements to about 2,000, and built or improved 3,700 storage tanks and reservoirs. Through projects of this type, water was piped to areas previously dependent upon private wells and cisterns, purified water was provided for other communities where it had been lacking, and the water supply was increased in outlying urban areas in which there was a great influx of war workers.

In the 8 years of the WPA program, more than 1,500 sewage-treatment plants were built or improved, and 200 incinerator plants were constructed or were made usable. More than 24,000 miles of storm and sanitary sewers were laid and improvements were made to about 3,000 miles; and 639,000 sewerage service connections were installed or repaired. Manholes and catch basins totaling more than 815,000 were constructed and 423,000 were improved; more than 2,309,000 sanitary privies were newly built and nearly 40,000 were renovated. The construction of sewage-disposal plants in some instances permitted the reclamation of streams and lakes for sport and recreation purposes.

Municipal projects which were considered important for defense and war purposes are discussed in the section beginning on page 84.

### **Airport and Airway Projects**

These projects were concerned with the development of new airports and the improvement and enlargement of existing airports. This work included the construction and improvement of hangars and other airport buildings; the construction and reconstruction of runways; the installation of drainage systems and lighting systems; clearing, excavating, and grading work; and airway marking work.

At the beginning of the program, airport work was in the category of "reservoir projects" upon which large numbers of workers could be put to work quickly and from which they could be withdrawn, in accordance with the current unemployment situation. Airport projects could employ large numbers of workers, because of the large amount of grading, drainage, paving, and other ground improvements which these projects included.

Project applications were submitted by sponsors for all kinds of airport work, ranging from simple field improvements to the highest types of airport construction. The applications, at first, did not generally include carefully prepared and fully detailed estimates of costs; and central administration review of these applications was at first not stringent. It soon became apparent that the work performed at some sites was ill-advised; and it was thought necessary to subject all WPA airport work to the requirements of an airport program of national scope.

Accordingly, in July 1936, an airports and airways section was set up in the Division of Engineering and Construction. Procedures were adopted which required full use of the information available from the Bureau of Air Commerce (renamed the Civil Aeronautics Administration) of the Department of Commerce. This agency made

a technical review of all WPA airport projects. The WPA then conducted a more stringent engineering review of airport projects, making use of the standard plans of the CAA, including designs and specifications for drainage and paving, and the CAA criteria for the selection of airport sites. The airports and airways section in the central administration maintained liaison with the CAA, and transmitted to the State administrations, by means of procedures, the information and instruction necessary for full compliance with CAA standards and the general coordination of WPA airport work.

At all times the WPA carried on airport projects sponsored by the War Department and the Navy Department. These projects were subject, not to CAA requirements, but to the requirements of the sponsoring department.

The WPA airport program, when definitely organized, had two phases of activity, that which preceded and that which followed the declaration of a national defense emergency. In the earlier phase of activities, civil airport projects were subjected to the same general requirements and policies as all other WPA work. Large projects were usually planned for gradual construction, and progress was governed by the need of particular facilities to meet the demands of commercial aviation, the availability of WPA labor possessing the requisite skills, and the ability of sponsors to finance the local community's share of the costs. There was much use of hand labor on these projects, and the unit costs were higher than they would have been if heavy equipment had been used to the utmost.

In the second phase of the airport program, the WPA was called upon to conduct an accelerated program of airport construction and improvement in strategic areas throughout the country. This work is discussed in the section on WPA war activities beginning on page 84.

During the earlier, or civil phase, most of the public airport construction and improvement throughout the Nation was done with, and was made possible by, WPA labor. In the later or defense phase, when large expenditures were made on airport work by the Army, the Navy, and the CAA, the WPA was still responsible for much of the work on many of the airports constructed or improved for defense and war purposes. In the 8 years of the program, WPA workers constructed 350 new landing fields and improved or enlarged nearly twice that number. They constructed and improved 5,925,000 linear feet of runways, 1,129,000 linear feet of taxi strips, and many square yards of aprons and turning circles. Nearly 1,200 airport buildings were newly constructed and 2,800 were reconstructed or improved.

### **Public Buildings Projects**

These projects included the construction and improvement of State, county, and city governmental buildings, educational and recreational buildings, city and county hospitals, penal institutions, and buildings at military and naval establishments; they also included demolition work in connection with housing projects.

The work of construction and improvement of buildings at military and naval establishments was carried on all through the period of the WPA program. Many of the

buildings at these locations were in a run-down condition which in some instances amounted to dilapidation. The War and Navy Departments had scanty funds for new construction or even repairs. The Army, the Navy, the Marine Corps, the Coast Guard, the Maritime Commission, and public institutions maintaining facilities for training reserve officers therefore sponsored WPA projects for the purpose of expanding their housing and training facilities. Prompt, extensive, and continuous construction, reconstruction, rehabilitation, repair, and improvement work was done at almost every regular army post and naval establishment in the country.

In the early months of the WPA program, building projects in general were limited to repair work, painting, and the improvement of grounds. The WPA did not approve projects involving ordinary maintenance work. However, because of the similarity of the operations, it was sometimes difficult to make a distinction between routine and repetitive maintenance projects on the one hand, and actual reconstruction and renovation projects on the other.

More new building construction projects were undertaken as the WPA program developed. School buildings, city halls, community buildings, and firehouses, often very old, were replaced by modern construction. This type of work required full cooperation from the sponsor and careful planning. The requirement for skilled labor sufficient for completion of this type of work was much higher than on many other kinds of projects. Assurance was accordingly required that the necessary skilled labor, if it were not available from the relief rolls, would be employed by the sponsor to finish the work.

Sometimes a specific part of building construction, such as the plumbing and electrical work, was undertaken by contract by the sponsor. It was found that the employment of skilled labor by the sponsor at union wages would meet the objections sometimes made by organized labor in regard to WPA construction projects.

As the program proceeded, monolithic concrete construction came into much greater use on WPA construction projects, and in some States it generally prevailed in the design of buildings. This type of construction required the least amount of highly skilled labor. It was also desirable from the standpoint of the sponsor, because the total project costs and the amount necessary as the sponsor's contribution were lower for this than for other types of building construction.

The total number of public buildings constructed in the 8 years of the WPA program was nearly 40,000, and improvements were made on more than 85,000 existing structures. Educational, recreational, and hospital buildings represent less than half the total number of public buildings constructed and improved. More than 5,900 school buildings were constructed; a total of more than 2,170 additions were made to existing school buildings; and 31,000 school buildings were renovated or modernized. Library facilities were expanded through the construction or improvement of more than 1,000 library buildings. For recreational uses, WPA workers constructed more than 9,300 auditoriums, gymnasiums, and other recreational buildings, and made improvements to more than

5,800 existing buildings. WPA workers built more than 226 hospitals, made additions to 156 existing hospitals, and improved or renovated 2,170. Through these projects, hospital facilities were for the first time made available to outlying areas, and additional hospital facilities were provided for urban communities. A number of the hospitals built by WPA workers were for the care of groups of persons with special needs, including the victims of infantile paralysis or other crippling diseases.

The other buildings constructed or improved included 6,400 office and administrative buildings, more than 7,000 dormitories, 6,000 storage buildings, 900 armories, 2,700 firehouses, 760 buildings at penal institutions, and other buildings of varying sizes and serving a variety of purposes. A special Federal project was conducted for the preservation and rehabilitation of historic buildings and sites. Old missions, forts, Government buildings, and residences of historic interest or of architectural value located in various parts of the country were preserved by this project.

A special feature of the building-construction program was the armory construction work carried out on a nationwide scale. It was found that in many localities a building could combine all the features of an armory with those of a community meeting place or recreation center; and a combination armory and community center was very widely adopted in local plans. More than 400 of these buildings were constructed, varying in cost from a few thousand to several hundred thousand dollars, and about 500 old armories were reconstructed or renovated to meet modern military needs.

Throughout the whole WPA building construction program there were notable developments in certain architectural features, and definite economies were effected by the use of particular materials.

The WPA followed the newer tendencies toward simplification in architectural style. Simplicity of design was best suited to the limited skills usually available for WPA work. The WPA urged upon sponsors the elimination of ornate architectural features, intricate structural designs, and elaborate trim. Types of design were suggested which would not require highly skilled and specialized workers, where these were not available from the relief rolls. In order to employ the maximum amount of WPA labor, sponsors were encouraged to use methods which would require the least equipment consistent with efficiency.

The result was the construction of many thousands of public buildings of simple and pleasing appearance and sound architectural design, with savings both in original cost and in future maintenance. Although some of the buildings erected by WPA labor are admittedly not of good architectural design, in the main the WPA has had an influence, recognized as good, upon public architectural standards.

Reinforced concrete was used very extensively in new construction work, in designs which fitted the local architectural traditions (as for example, in our originally Spanish southwestern communities). When other structural materials were used, they were generally native to the region, easily accessible, and not expensive. All kinds of

materials were carefully salvaged in WPA demolition operations and were used in new construction with considerable savings to the community.

### Highway and Road Projects

These projects included work on highways, roads, bridges, culverts, and gutters; roadside drainage; and roadside landscaping.

Road projects were more numerous than any other kind of WPA projects. These projects were greatly needed, and could be put in operation with a minimum of preliminary engineering work. Most of the work could be readily performed by nearly any able-bodied worker.

A very great proportion of this work was on rural roads and highways. Many were farm-to-market roads (ordinarily surfaced with gravel or crushed stone or left unsurfaced), which increased the farmers' opportunities to market their goods and made it possible for the inhabitants of rural areas to take advantage of cultural and educational opportunities in neighboring cities.

The character of the work differed greatly in different areas. In remote or financially poor areas the road building officials often lacked the engineering skill requisite for designing high-type road construction or improvements. A project in such areas might merely call for the addition of a gravel surface to a rural road, perhaps with some work on drainage and the clearance of the roadside right-of-way.

As the program developed, however, the WPA increasingly required compliance with minimum standards of road construction, including the width of the right-of-way, sight distance, the degree of horizontal and vertical curves, the size of drainage openings, the character of construction, and the specifications for surfacing materials. The use of native materials was encouraged, especially when sponsors' funds were meager.

About 572,000 miles of rural roads were constructed or improved in the 8-year period of the WPA program. Of this mileage, nearly 57,000 miles were concrete, bituminous, or macadam paved roads, which were largely primary highways linking urban areas.

In many States a great part of the secondary road system was modernized. The projects included some spectacular examples of heavy construction of modern mountain highways. Quarries were sometimes operated by the WPA in order to conserve nonlabor funds for use in the construction work proper.

Bridges and viaducts, culverts, guardrails and guardwalls, and gutters were usually constructed or improved in connection with work being done on highways and roads. In the 8-year period, 1935-43, the WPA constructed 78,000 new bridges and viaducts and improved more than 46,000 others. Almost two-thirds of these structures, 81,000, were of wood. In the later years of the program, timber and masonry were often used in bridge construction in order to conserve critical materials.

Many of the bridges were small, replacing structures that were dilapidated or inadequate, or taking the place of fords; and many were two-lane bridges built to replace one-lane bridges.

In connection with the construction and repair of high-

ways and roads, more than 1,000 new tunnels were built. Of these, 26 were for vehicular traffic, 193 for pedestrians, and 800 others were railway tunnels, sewer tunnels, or cattle underpasses. For other road appurtenances completed in connection with highway and road construction projects, see appendix table XVI.

### Conservation Projects

The WPA's conservation projects were concerned with water conservation, mine sealing, and erosion control. Water conservation projects, although suitable for WPA labor, provided extensive employment in only a few States.

In the drought of 1934 the rural Middle West suffered severely from lack of water. When the water supplies of whole States dwindled to the vanishing point, farmers became interested in a program of building dams in small streams, thus creating lakes or ponds in which rainfall would be impounded near the place of its occurrence, with channel storage near the headwaters of the larger drainage areas—a program of water control for periods of both flood and drought. The work of constructing low dams of logs or stones in small streams and larger dams at suitable locations was begun in 1934 under the FERA program. This type of work was done in many States, and most thoroughly in Kansas.

The WPA continued this conservation program, which extended into nearly all States. The smaller dams were generally constructed on private property; and, before the work was undertaken, an easement was secured from the private owner which permitted perpetual public access to the body of water thus created at public cost. The larger dams, where it was practicable to create lakes of considerable extent, were ordinarily built on public property. On all such impounded waters the public had recreational privileges such as boating, swimming, and fishing. Fish and other aquatic life was sustained, and generally the level of the ground water table was lifted.

The small dams were at first designed by local sponsors and were constructed by the WPA without detailed re-examination of the plans. A few of the dams failed, and upon inspection the designs of some others were found to be inadequate. Arrangements were then made to have all designs checked by the appropriate United States Engineer Offices, which also supervised some of the more important construction.

For the most part, these small dams are still in place and are giving satisfaction. There may be justification, however, for the view that in some localities this work was overdone, with the result that some ponds became evaporating pools which robbed downstream areas of needed water.

Some of the larger dams were of concrete and others were of earth, including rock-fill construction. Many public lakes were so created in middle western and western States.

Mine sealing, another conservation activity, was carried on extensively in several States. Throughout the bituminous coal regions, many mines had been abandoned after it became unprofitable to work them. From these abandoned mines there was a constant drainage of water

which had a high content of sulfuric acid. This acid drainage, pouring into adjacent streams and flowing on into rivers, amounted to millions of gallons. Fish were killed in these polluted streams, vegetation nearby was destroyed, and the water was made unfit for customary uses. The acid corroded metallic surfaces, including parts of river locks, dams, water-front structures, water supply systems, and ships' bottoms. The losses due to this form of stream pollution were immense. Under the FERA, projects had been undertaken for preventing such stream pollution by sealing the mine openings. This program was continued and extended by the WPA.

The sealing was done in such a way as to prevent the entrance of air into the mines while permitting drainage of underground water out of the mines, for without free entrance of air into the mines the formation of sulfuric acid cannot occur. All mine openings through which oxygen might enter, such as shafts and air courses, were sealed with concrete or other impervious material. Within a short time the percentage of sulfuric acid to be found in the drainage from the mines was greatly reduced.

The largest soft coal producing area in the country is located in the upper Ohio River Basin. In this area, especially in West Virginia, Pennsylvania, Ohio, and eastern Kentucky, mine sealing provided work for large numbers of unemployed miners. In Ohio and Pennsylvania more than 187,000 abandoned mine openings were sealed. Similar work was also carried on in Maryland and Alabama.

It is estimated that between 40 and 50 percent of the acid pollution of streams has been eliminated as a result of this work. Amendment by various States of their present mining laws so as to require the proper sealing of all abandoned mines, would make permanent the improvements resulting from the work done under the WPA program.

Erosion control was another of the important types of conservation work performed by WPA workers. A beginning had been made in a general program of soil conservation, which included erosion control on agricultural lands by means of contour plowing, terracing, strip farming, and the construction of check dams in gullies. The WPA gave valuable assistance to this work; the amount of work performed, however, was small in proportion to the amount required for effective results in soil conservation.

The WPA applied a plan for erosion control in some natural drainage districts by controlling the run-off in small streams through the construction of small dams and diversion work. The plan was put in practice to some extent in Nebraska. Control works were installed which would regulate the flow in times of flood, and which would at all times impound water supplies for small towns and farms.

Through WPA projects for the conservation of forests, about 177,000,000 trees were planted in publicly owned forests throughout the country. To protect forests from destruction by fires, WPA workers constructed or improved more than 7,000 miles of firebreaks, and built or renovated forest ranger stations and fire look-out towers. Other conservation activities included projects for the destruction of noxious weeds and for the protection of trees and crops from destructive insects and tree and plant diseases.

WPA workers built or enlarged nearly 300 fish hatch-

eries and reconditioned about 160 others. Depleted oyster beds were planted with more than 8,000,000 bushels of oysters. The protection of birds and other wildlife was furthered by the construction and placement of shelter houses, feeding stations, and sanctuaries.

### Engineering Survey Projects

These projects included geodetic control surveys, boundary surveys, surveys of underground structures, and riparian, stream, and hydrographic surveys.

In the early years of the WPA program there was extensive unemployment among civil engineers and at the same time there was a widespread need for surveying and mapping work. Many planning and construction projects required the kind of accurate information which only engineering surveys and maps can provide. WPA projects designed to furnish such information were sponsored by many agencies of State and municipal governments throughout the country.

Projects of this type submitted by local communities were often based upon outmoded standards. Efforts were made by the WPA to secure the use of standard scales for maps instead of the odd scales often proposed by sponsors in conformity with former obsolete local maps.

The key workers on these projects were those with professional and technical qualifications. Other project workers who had no technical training but who were eager to learn were given training on the job; these workers read technical books, attended night schools, mastered the job, and were promoted. Hundreds of such workers (a large number on projects with a small aggregate employment) later secured supervisory positions with agencies carrying on such work. This project training of unskilled personnel was particularly required on projects for the execution of precision control surveys and the preparation of certain large-scale maps.

In the operation of these WPA projects, new methods of operation were devised and supplementary equipment was developed. These included signal devices and lights, targets for use in observations, and tape supports and tension devices for use in precision measurements. There were also developed new mathematical tables for simplifying computations, determining the recording costs, and listing final results.

Thousands of maps and hundreds of final reports of survey data, published or on file with the sponsoring agencies, have been used by municipalities for both immediate and long-range planning of public works; they have already resulted in the elimination of many bottlenecks in construction required for war purposes, and they constitute a foundation for future surveys. On some types of survey and map projects appropriate maintenance and revisions will be required in order to continue to get full value out of the work already done.

### Disaster Emergency Activities

The WPA was of extraordinary value in meeting disaster emergencies. Its organization and methods made possible the quick assembling of men and materials; it had at its command adequate supervision, ample and suitable equipment, and transportation facilities; and it

had the authority to supplement all these in meeting emergency situations.

The WPA was given special authority for meeting such emergency situations. Emergency projects were carried on without some of the restraints put on normal project operations. Official disaster emergency projects calling for various amounts of total expenditures were approved in advance for each of the States. These emergency projects were released for operation by the central administration in Washington after telegraphic requests had been made and justified by State administrators. The general policy of the WPA with regard to these emergency activities was designed to make possible speedy activities, unhampered by technicalities or red tape. Emergency projects were exempted from the 25-percent requirement of sponsors.

The projects were set up in advance to provide for necessary emergency work when danger to life or grave risk of property was brought about by flood, thaw, storm, tornado, hurricane, earthquake, drought, or similar cause. During the defense and war period these blanket projects also provided for any emergency action which might be made necessary by a state of war, and which was requested by military or naval authorities; and for activities to facilitate normal community activities in case these had been disrupted by local enemy action or sabotage.

The principal types of disaster emergency work included furnishing personnel and such equipment as was needed; construction of dykes and strengthening of levees; evacuation of persons and property from zones of danger; temporary reestablishment of water, sewer, gas, and electric services; temporary emergency repairs to bridges and streets; operations incident to cleaning up after disaster, for reasons of health; and employment of labor for shipment of foodstuffs, bedding, and clothing to affected areas. All of these operations were limited to the meeting of needs arising from disaster. Restoration and repair work was limited to public property, or, if performed on private property, it had to be only such as was required for the protection of public health and safety.

In all disaster emergencies, large and small, during the existence of the WPA, it was usually the first organization to be on the scene with equipment, tools, and men. In many instances during the widespread Mississippi-Ohio flood, WPA engineering or other officials took immediate and decisive action with the consent of the local civil authorities. For example, a WPA engineer in one town which was partly above the flood level accomplished the removal of all persons in the lower part of the town to safety before their homes were flooded. In another town, where the railway station (mistakenly considered to be safe from flood-waters) was thronged with the townspeople, the WPA engineer ordered freight trains to be backed into the station and directed the loading of the people into the cars. By the time all were aboard, the water was so high above the tracks that the trains were barely able to pull out, and within a few hours the railway station was submerged under about 6 feet of water.

The damage from hurricane and floods in New England in 1938 might have been much greater but for the preventive measures taken when flood dangers became imminent

and for the flood-control work of previous years. In some sections of New England, WPA and State officials were making preparations for combating flood dangers before the hurricane struck. Some areas were able to withstand the flood waters because of flood control work done through WPA projects after the flood of 1936. A detailed report of the work of the WPA in the New England hurricane and floods of September 1938 is given in the *Report on Progress of the WPA Program, June 30, 1939*.

## The Division of Engineering and Construction

The designation, Division of Engineering and Construction, was not adopted officially as standard throughout the Work Projects Administration until September 1942. Prior to that date the engineering staff of the central administration was called the Division of Engineering, while the corresponding staff in each region and State was generally termed the Division of Operations. In this report the newer designation, Division of Engineering and Construction, which is more accurately descriptive of the fields covered, is uniformly used.

At the outset, in 1935, the National Emergency Council was designed to have final review of applications for projects under all the agencies in the Works Program, including the WPA. The WPA at this early stage was making use of the engineers who were attached to the central administration and regional staffs of the FERA, and these engineers were gradually transferred to the WPA. The engineers of the central administration for a short time made preliminary examinations of all Works Program applications, and later took over the function of engineering review and approval of projects for operation by the WPA.

By the late summer of 1935, when the WPA was undergoing rapid expansion, it had become evident that various interpretations were being given by state administrators to Federal laws, Executive orders, and the regulations of the WPA central administration governing the operation of WPA projects. More uniformity in this respect was required for the proper expenditure of WPA funds. At the request of the WPA Administrator, the President asked the War Department to furnish a consultant and staff from its Corps of Engineers to make a study in the field of the origin and development of projects, the contributions of the sponsors, and the existing control of Federal funds. As a result of that study, and with the purpose of effecting a better control over WPA expenditures in the field, the consultant, Col. Francis C. Harrington of the Corps of Engineers, was, on September 30, 1935, appointed an Assistant Administrator and the Chief Engineer of the WPA. He organized the Division of Engineering and Construction in the central administration. The members of his staff of army engineers were temporarily made WPA regional engineers. The engineers who had served in the FERA program, many of whom had also served in the CWA program, were largely incorporated into the new WPA Division of Engineering and Construction or into WPA regional organizations.

The Division of Engineering and Construction thus set up in the central administration (December 1, 1935) was

given a large measure of responsibility. It was necessary, in order to meet the changing needs of the unemployment situation, that each state administration accumulate a large pool of approved projects which could be drawn upon for operation at any time. The WPA engineering staff, in its efforts to facilitate review and approval of projects, formally took over the functions of review and approval. Objectionable features in project applications were thus discovered before operations were begun, and approval was denied to ill-considered proposals. However, it was possible in many instances to secure the revision of inappropriate project applications so as to make them suitable for approval. Suggestions from the central administration for revisions were communicated to state administrators, directly or through the regional engineering staff, for transmission to sponsors. Many small communities which lacked experience in the programming of future public works were especially willing to be advised in this respect. The Division of Engineering and Construction in the central administration was thus in a position to influence WPA project planning in behalf of usefulness and suitability.

The assistant administrator (later assistant commissioner) in charge of engineering and construction was also, ordinarily, the chief engineer of the WPA. This assistant commissioner was in charge not only of the Division of Engineering and Construction, but also of the Division of Project Control, the Supply Section, and the Public Works Reserve.<sup>3</sup>

The four main functions of the Division of Engineering and Construction in the central administration were: the formulation and transmission of standard policies and procedures in regard to the eligibility and operation of engineering and construction projects and the work of the Supply Section; the review of applications for engineering and construction projects; the continuous securing of information on the progress of operations in the States, and of the problems and difficulties arising there; and the transmission of instruction, information, and advice for the guidance and control of project operations in the States. The officials of the Division in the central administration kept in touch with operations in the States through direct communication, chiefly by mail, telephone, and telegraph, but sometimes by visits to offices and projects in the various States, and through the regional engineers in the regional offices.<sup>4</sup>

The Division of Engineering and Construction in the central administration was headed by a chief engineer and

<sup>3</sup> The Division of Project Control served as a clearing house for projects of every kind. The Supply Section was responsible for WPA activities pertaining to the procurement and custody of materials, supplies, tools, and equipment for all WPA projects (see account beginning on p. 77). The Public Work Reserve project, which operated in the last years of the program, was concerned with securing prospectuses of projects of all kinds planned by Federal, state, and local agencies for postwar operation, and, with making a selective preliminary study of the proposed projects. These activities, though extending outside the construction field, were intimately associated with the work of the Division of Engineering and Construction, being administered with the aid of the chief engineer and assistant chief engineer.

<sup>4</sup> See the account of regional engineers later in this section, and the account of regional functions on p. 12.

an assistant chief engineer, and included engineering review and service sections. The chief engineer was responsible for the formulation and transmission of policies and procedures and had technical supervision over a staff of regional engineers. The assistant chief engineer directed the work of the engineering review sections and was chairman of a planning committee on which the various sections in the central administration were represented.

The engineering review sections were severally concerned with projects for municipal engineering, airports and airways, public buildings, highways and roads, conservation, and engineering surveys. The various engineering review sections examined project applications to ascertain whether they complied with the rules and policies of the WPA and with the requirements of good engineering, and recommended the approval or disapproval of projects. These sections also effected clearance of applications with other Federal agencies where that was necessary.

The service sections were concerned with a variety of functions. The executive and administrative section, among other duties, issued general instructions, procedures, and statements in regard to policy, engineering practices, eligibility requirements, and project operation. The project applications section made a first examination of applications for engineering and construction projects, and made final recommendations on small projects, passing others on to the various engineering review sections. A defense coordination section (set up in January 1941) dealt with defense certification, priorities, increase in nonlabor funds, and kindred matters. It secured, reviewed, and transmitted to the War and Navy Departments and to the Civil Aeronautics Administration monthly progress reports on defense projects and maintained close relation with those agencies, so as to expedite defense projects. A special construction section was set up in July 1942 for the purpose of making studies of particular projects with a view to the improvement of WPA operations. However, this section was not able to achieve its potential usefulness in the brief period before liquidation. For the work of the safety section, see pages 71 to 76.

The central administration, in its relation with engineering and construction operations in the field, exercised three kinds of authority. The first was exerted through the formulation of policies and procedures based on Federal laws governing WPA activities, and was supported by the authority of the Commissioner of Work Projects. The second kind of authority was exerted through the review and approval or disapproval of projects, in accordance with Federal law, WPA policies, and sound engineering standards. The third kind of authority was exerted through information and advice.

It was at all times the policy of the Division in the central administration to cultivate in State WPA officials a sense of their own responsibility in carrying on the operations of the program. Projects which had been approved by the central administration were to be carried on according to the best judgment of the state administrations. There were, of course, standards and policies set for the

state administrations; departures from these policies were noted and practices were brought back into line.

However, the authority of the central administration in regard to engineering and construction projects was extended into the field very largely by means of information and advice, as well as by instruction. This process was effected in part through the liaison activities of regional engineers.

The regional organization of the WPA in general has been described elsewhere in this report (p. 12). In each regional office the Division of Engineering and Construction was represented by a chief regional engineer and his staff. Each chief regional engineer, while administratively responsible to the regional director, was with respect to technical matters a representative of the chief engineer of the WPA in the central office. He sent reports to the chief engineer, and kept in touch with the Division in the central administration by reporting in person on matters of importance. Such direct personal relations with the central administration strengthened his authority in his region as an interpreter of the policies of the WPA.

The chief regional engineer usually assigned the members of his staff of regional engineers to one or more States. The number of States varied in accordance with the number of projects in operation, the transportation facilities, the area to be covered, and the number of engineers available.

A regional engineer carried into his portion of the field such detailed interpretations of policy as might be required there. He also passed on to the central administration, through the chief regional engineer, information desired in regard to a wide variety of conditions in the field, especially concerning project operations, eligibility of particular projects, inspections, and the relationship with sponsors. His work included the inspection of projects in operation and the review in the field of many proposals for projects. It was also his duty to assist at the State and local levels with the coordination of WPA work with the work and plans of other agencies. He had administrative responsibilities, which included review of the state administrative budgets of the Division, review of the state personnel of the Division with regard to fitness, and the making of recommendations to the regional office or central administration on appointments to positions for which regional or central administration approval was required.

The continual emphasis placed by the central administration on high professional standards in sponsors' plans and supervision was carried effectively into the field by the regional engineers, with the result that sponsors increasingly employed engineers and architects in the planning and supervision of projects. One of the causes of delay in WPA work, the submission of improperly prepared and inadequate project applications, was removed to a considerable extent by the sponsors' increased use of professional aid in making out such applications.

Regional engineers exercised supervision over the WPA's safety program in the States, and the analysis of State accident and safety reports were among their regular duties. Regional engineers in some instances gave direct orders for the elimination of unsafe conditions, or for the

temporary closing of projects where such conditions existed.

The regional engineer's authority in regard to project operations in the States was ordinarily exerted through information and advice given to the State administrator and State engineer. The regional engineer, however, acting as a representative of the regional director, who was in turn a representative of the Commissioner, could give direct orders if a situation required them.

The regional engineers took on added responsibilities in the defense period. Speed being imperative on defense projects, the use of power equipment was greatly increased. The constant advice of regional engineers was required in the process of adapting WPA project practices to the changing requirements of the defense and war period. In this later period, the chief regional engineers were given an important supervisory function with respect to the allocation and control of special nonlabor funds regionally allotted for any necessary additional equipment or materials required for use on certified national defense projects.

The regional offices, reduced to three by congressional legislation for the fiscal year 1943, were discontinued entirely in August 1942. The coordinating functions of the regional offices were then transferred to the central administration. The field activities formerly carried on by regional engineers were thereafter carried on by field engineers and assistant field engineers who were attached to the central administration and were administratively responsible to the chief engineer. They were assigned to areas corresponding to the seven Federal Works Agency regions, and their headquarters were in the FWA regional offices.

Although the authority of the WPA State administrations was gradually narrowed in practice by regional office control of some aspects of WPA work, and by establishment of detailed procedure to which the State organizations were required to conform, the State administrations nevertheless continued to exercise broad powers of many kinds, and the WPA program rested essentially on local enterprise, local judgment, and local integrity.

A State director of the Division of Engineering and Construction in each State and his assistant and staff formed an executive section. Also under his direction were the sections on planning and control, construction, and safety. The planning and control section reviewed project applications and transmitted them to the central administration in Washington; received approved projects from the central administration and controlled their release for operation; reviewed periodical and other progress and inspection reports on projects, as transmitted through the district directors; and called for reports on particular projects from the construction engineers.

The construction section was responsible for the operation of projects. The chief construction engineer and his staff of construction engineers made field inspections, prepared reports of inspection, and, whenever it was necessary, took administrative action in regard to the proper operation of projects. It was their duty to ensure that established standards of construction, safety, and reporting were maintained. In general, they transmitted direct

orders in regard to project operations, through the district director or area supervisor where that was possible.

A construction engineer might be put in charge of organizing a large or difficult project which would later be turned over to a project superintendent. The staff of construction engineers ordinarily comprised several specialists in different lines of construction work, such as road work, airport work, building construction, and municipal engineering; and each member of the staff was responsible for the inspection of projects and the solving of project problems within his special field.

In most States, WPA work was administered in districts within the States, and the supervision of projects was handled from these district offices.

The district organization of the Division of Engineering and Construction corresponded in many respects to that of the State office.<sup>5</sup> As a rule, the safety and application control functions were not represented at the district level.

Working out of the district offices were area engineers, sometimes known as area supervisors. Their functions were those of supervision of the project superintendents within a given area, or they served as the superintendent of two or more projects. The project superintendent directed all activities on the project under his supervision; he was responsible for maintaining satisfactory relations with the sponsor's representative; he could recommend and request changes in plans, specifications, and work schedules; and he was required to maintain safe standards of operation. He was responsible to the area engineer (or, in some instances, to the district or State director) of the Division of Engineering and Construction.

The project superintendent and his staff of foremen, timekeepers, clerks, and other necessary personnel were responsible for planning and making reports of project work, and for other activities connected with project operation as safety, provisions of supplies, financial control, timekeeping and compensation, cost accounting, inventory control, and employment. Those persons responsible for timekeeping and employment activities were technically responsible to the divisions concerned with finance and employment.

## Liquidation Problems

The liquidation of the WPA, though it was in itself a major undertaking, was an event which had been anticipated and for which preparations had been made. Projects

<sup>5</sup> Since State organizations varied, this account does not fit all States precisely. Not only was the district level of organization absent in some States, but the titles of offices varied and duties assigned to certain officials, as shown above, were borne by others; nevertheless, the functions and functional relationships described above existed in all States.

were not ordinarily approved which would require construction work over a period extending beyond the current fiscal year; and projects were approved only when the sponsor formally agreed to complete any units started by the WPA but left incomplete by the WPA for any reason.

The liquidation did not bring about many situations which could not be dealt with in an orderly way within the period permitted for liquidation. This is not to say, however, that the cessation of WPA aid did not result in disappointments and embarrassments to various sponsors.

The decision to liquidate the WPA program in the different States at various dates, ranging from January 1, 1943 to May 1, 1943, was made because of the numbers of workers still on relief in certain areas and because of the degree of completion of war and other important projects in some areas. In all States the sponsors' interests were protected as far as possible. On many projects where materials had already been delivered and were being incorporated into the project, additional labor was drawn from other projects, and exemptions were granted as to hours of work in order to ensure the completion of usable units.

Where it was impossible to complete the job or useful units of it before the date of WPA withdrawal, project materials purchased with Federal funds were left on the project site, provided the sponsor gave assurance that the work would be carried on and the materials utilized on the job within a reasonable time.

Nevertheless there were instances, relatively few in number, where neither the WPA nor the sponsor could carry the project to completion without interruption. The sponsors of some projects, such as sewer or water systems, had financed their anticipated portion of the cost by means of revenue bonds. Until the project could be brought to such a stage of completion that appropriate revenue would be secured, no funds would be available to meet the interest or amortization requirement of the debt. This placed these communities in a particularly embarrassing situation. Where the need for the public facility was caused by expansion due to national defense activities, the sponsor was eligible to apply for funds under the Lanham Act. In such cases the WPA aided the sponsor in the preparation and expediting of an application to the Federal Works Agency for Lanham Act assistance. In some cases no further Federal aid was available and the completion of the undertakings was postponed until some other means of additional financing could be worked out. The special wartime program for collecting scrap materials had to be liquidated without any provision being made for the continuance of this useful work. In general, the postponement of construction resulting from the liquidation of the WPA was a part of the general curtailment of public and private construction programs that was made necessary by the war.

# SERVICE PROJECTS

CLERICAL, technical, and professional workers of both sexes and unskilled and semiskilled women workers were two large groups of needy unemployed workers that constituted a special problem in the organization and administration of work relief. These workers were widely unemployed and in need; they, as much as any other workers, were entitled to public employment; but work suitable to them was not easy to provide on an adequate scale. Construction projects, by which work was provided for manual workers, furnished practically no suitable employment for women or for professional and technical workers.

Early in the depression years of the 1930's, sewing rooms were frequently set up under local work relief programs in order to provide work for needy women, but seldom was any effort made to provide suitable work for technically trained or professional workers of either sex. In many localities, women teachers, nurses, librarians, or typists were put to work in sewing rooms; and male office workers, salesmen, reporters, technicians, or musicians were assigned to road improvement or other construction work. In a few large cities, however, trained nonmanual workers of both sexes were as far as possible assigned to suitable work in libraries, hospitals, and other public or nonprofit institutions. These latter projects became the models upon which, in the summer of 1933, the FERA began to promote the development of extensive State programs of service projects. This type of activity was greatly expanded under the Civil Works Administration in the winter of 1933-34, and it was continued and developed by the FERA in 1934 and 1935. It was then reorganized and further developed by the WPA.

WPA service projects provided about one-fourth of all WPA employment during the first 5½ years of operation; the proportion increased during 1941 and 1942 and was nearly one-half of all WPA employment in December 1942.<sup>1</sup> Service projects were highly important as a means of meeting specific kinds of employment need, and they had a further importance as a means by which local governments were aided in providing many kinds of public services.

Projects were reclassified at various times for administrative purposes, and in the last year of the program were narrowed down to essential war projects. The general scope of WPA service projects was as follows:

1. Public activities projects. These included educational services (adult education and nursery schools); recreational and library services; museum assistance; and music, art, writing, and (until 1939) theater projects.
2. Research and records projects. These included social and economic surveys and studies; research assistance in

<sup>1</sup> Data on WPA employment by major type of project are given on pp. 34 to 36.

State universities and other publicly supported institutions of higher education; public records projects; and a historical records survey.

3. Welfare projects. These included sewing and other goods production; feeding projects (gardening and canning, school lunches, commodity distribution); public health and hospital work; and housekeeping aide projects.

Welfare projects accounted for the largest part of all service employment, and it was on these projects that unskilled and semiskilled women workers were chiefly employed. Research and records projects furnished most of the employment given to unemployed office workers and salespeople. Professional and technical workers were employed on public activities projects and in suitable work on other projects.

## Classification and Assignment

Special problems in classification and assignment arose in regard to several groups of professional and technical workers employed on public activities projects. It was not a simple matter to determine the professional qualifications of musicians, artists, writers, or actors.<sup>2</sup> The method adopted was that of having committees or boards (composed of persons recognized as experts in the various art fields who served by invitation) make a preliminary decision on the professional qualifications of workers who claimed music, art, writing, or acting as their professions.<sup>3</sup>

After this screening, further judgment was exercised by project supervisors. The music and art projects provided opportunity, moreover, for the exercise of various degrees of ability. A musician unable to qualify for concert work might be employed in teaching music; and an artist who was judged lacking in original creative ability might be found fully capable of making the careful drawings required in the Index of American Design.

Professional qualifications, however, were not required on all public activities projects. Library extension work was not confined to persons previously trained in library schools, nor was adult educational work limited to persons having a teacher's certificate; training or retraining, both on the project and in special courses of study, was required in any case for successful project results.

## Training on Service Projects

Service workers were trained in their duties on the project, and occasionally by special courses. Some training

<sup>2</sup> The actors' union proposed a restriction of project employment to its own unemployed members, but the WPA refused to adopt this policy.

<sup>3</sup> Music project audition boards were often paid per diem for their services.

was necessary for every type of project work. On some welfare projects, familiar domestic skills, such as cooking and housekeeping, were disciplined and put to special uses. On survey and research projects, the skills of office workers were often developed along new lines; the technical work to be done was divided into small and specific operations and was performed under expert supervision.

Through the training given to workers on certain of its public activities projects, the WPA was instrumental in establishing professional standards for certain kinds of public work. Public recreational work was a new profession, just opening up, and its professional standards were actually developed in large part by the WPA's far-reaching recreation program; from 1935 to 1942 the WPA conducted a major part of all public recreational activities throughout the country. Nursery school work had been carried on to only a limited extent in this country before the WPA entered the field, and the standards in this field were established in many communities through the work of WPA nursery schools. Adult educational methods were greatly influenced by the work done on WPA projects.

## Sponsorship and Guidance

Service projects were sponsored chiefly by city, town, and county school boards; health departments; planning boards; housing commissions; and tax commissions. They were sponsored also by various departments of State governments, by State universities, and by Federal agencies, departments and bureaus.

The WPA itself for a time sponsored various service projects; among these were a national research project (devoted largely to a study of reemployment opportunities and recent changes in industrial techniques), a Nationwide survey of historical records, and the music, art, writing, and theater projects.<sup>4</sup>

Aside from formal sponsorship, the service projects were at all times carried on with the advice and technical guidance of recognized public and private authorities in the various fields of work undertaken, including officials representing departments of the Federal Government. Advice and technical guidance were given to the WPA's health projects by the United States Public Health Service and to its education projects by the United States Office of Education. In addition, local service projects very generally had guidance and practical help from unofficial advisory committees and civic organizations acting as cosponsors.

## Demonstration Policy

The WPA adopted, in regard to its projects, what was called a demonstration policy. This policy can be best explained by an example. The WPA in effect, said to the citizens when it set up a nursery school project: Your local sponsoring agency believes that this community will approve of expending tax funds on nursery schools if people once see nursery schools in operation. As a demonstration of the public usefulness of nursery schools, we will assist the community in establishing and conducting this

project. But the WPA aid cannot be promised beyond the present fiscal year, and such aid will end entirely when large-scale unemployment ends. In the meantime, the community will have a chance to decide whether it wishes to have public nursery schools; if so, it should increase its contributions every year and be prepared to take over the work entirely when WPA aid is withdrawn.

The demonstration policy was formulated in the peacetime period, when there were fair prospects for a general expansion of regular community services. During this period, there was a great increase locally in regular public health services, a substantial increase in regular library services in rural areas, and a considerable increase in regular public recreational services, as a result of the demonstration activities of the WPA service program; and these increases in regular public services were largely maintained through the war period.

Wartime conditions, however, dictated a general concentration by the WPA on services directly useful to the war program. As the WPA program drew to a close, service project activities of special wartime value were taken over by war agencies or by local communities. A large number of project workers, especially on research and records projects, were given regular employment by the sponsors before or at the time of WPA liquidation.

## Types of Service Projects

There follows a brief account of the chief kinds of work performed on the various service projects, with particular reference to the community needs to which the projects ministered. Some data on accomplishments are given here. For additional data see appendix table XVI.

### Public Activities

These activities included the work of the education, library, recreation, museum, music, art, writing, and theater projects.

#### Adult Education

The need in this country for educational opportunities for adults has long been recognized. Many people have had to leave school early in life to earn a living. In some rural areas the schools have been too few and too remote from the homes of many of the children whom they were supposed to serve; and in some parts of the country there have not been enough schools for Negroes. Large numbers of elderly people, both immigrant and native, have never gone to school at all; many immigrants, unable to read and write the language of this country, have been unable to obtain citizenship; and vocational training opportunities for adults have been inadequate. Adult education of various kinds has been offered by private educational institutions, but in only a few places has it been a part of the public school system. It was to meet the needs of people unable to pay for these services, and to provide work relief for unemployed teachers, that adult education projects were organized in 1933 under the FERA and were carried on by the WPA. There were no fees, and the classes were held in public buildings. The books were provided by the sponsors; sometimes these were regular textbooks or li-

<sup>4</sup> See p. 65 on the prohibition of theater projects.

brary volumes, but in some localities, as other methods of adult instruction were developed, new textbooks were specially prepared for project use.

The chief kinds of adult education projects were: literacy and citizenship classes; vocational training; parent and homemaking education; workers' education; general adult education; correspondence courses; and education in avocational and leisure-time activities.

In literacy classes, adults were taught to read and write the English language, and to use it in writing letters, reading newspapers, keeping accounts, and in other activities of daily life. Literacy classes were often combined with citizenship classes in which specific instruction was given for the purpose of preparing immigrants for American citizenship. Classes were also conducted for newly arrived refugees from Europe who were well educated in their native languages but who were in need of instruction in the English language and in American history. In the defense period, citizenship became increasingly important to large numbers of immigrants who had hitherto neglected to secure it. A Nation-wide project for citizenship education, sponsored by the Immigration and Naturalization Service, was conducted during the last 2 fiscal years of the WPA program. Attendance in literacy and naturalization classes in a 1-month period in the years 1940, 1941, and 1942 ranged from 293,000 in 1940 to 99,000 in 1942. Literacy services, in the defense and war period, were extended to selectees who were disqualified for entrance into the armed forces because of their inability to read or write.

Vocational training was given to persons over 16 years of age who were on relief or were unemployed and unable to pay for such services. The courses of study, which varied in different localities, were mainly devoted to fields of work in which employment was increasing or appeared likely to increase in the near future. Certain kinds of work in the aviation industry and automobile mechanics, welding, blueprint reading, trade millinery, beauty culture, and other subjects were taught. Unemployed workers (in a number of States) were given vocational guidance.

Parent and homemaking education classes gave instruction in home hygiene, the buying and preparation of food, home management, child care and guidance, and the maintenance of good family relationships. The parents who attended these classes were from relief and low-income families. Classes of this kind, first conducted by such established private agencies as the parent-teacher associations, parent education councils, and settlement groups, were provided by the WPA in industrial, rural, and mining areas where such services had heretofore been lacking or inadequate.

Workers' education courses dealt largely with current industrial, agricultural, and social problems, and free discussion was an important part of the teaching method. In response to the request of many members of labor unions, instruction was also given in the methods of conducting meetings, in public speaking, and in writing. In 1941 these activities were reorganized as a workers' service program. In cooperation with committees of workers, the service program supplied teachers and discussion leaders for interested groups, secured informative books and pamphlets for such groups, set up information centers,

and cooperated with social agencies and with management and labor organizations in helping workers to learn about their own industry. Some of the activities of the program were taken over by labor unions during the later years of the WPA program. The workers' service program was of special interest from an educational point of view, as it constituted a distinct branch of adult education, using methods of instruction for which a wider application might well be found in the future.

General adult education dealt with academic courses, intended for persons above the elementary school level who were interested in intellectual self-improvement. The subjects taught included biology, chemistry, economics, English literature, foreign languages and literature, mathematics, psychology, public speaking, and parliamentary procedure; they included, in fact, all the academic subjects for which there was a sufficient demand and for which qualified teachers were available. Usually, progressive methods of teaching were used, by which the subjects taught were related to the lives of the students. Remarkably good programs were developed in several States.

Correspondence courses were conducted in a number of States for the benefit of workers remote from, or unable to attend, school. The courses of study were prepared under the supervision of State universities or State departments of education; some were noncredit courses, while others provided high school or college credits.

Courses in avocational and leisure-time activities included music, art, handicraft, dramatics, pageantry, appreciation of literature, creative writing, nature study, popular science, and physical education. In areas where these subjects were not included in regular school courses, the volume of attendance and the seriousness with which the classes regarded these studies is said to have been "a revelation to school authorities."

Other adult education activities included special services for the benefit of Negroes. Special educational services were also provided for the benefit of persons in State industrial schools, reformatories, and penitentiaries. Education in public affairs was conducted through lectures and forums. Consumers' education, which was originally included in homemaking and other courses, in the last months of the program became one of the four remaining adult education activities; the others were naturalization classes, literacy classes for deferred selectees, and Spanish classes for members of the armed forces.

The adult education program as a whole showed unmistakably that large numbers of the adult population are eager for education and that they can be successfully taught. What constitutes a suitable and successful method of teaching adults was also demonstrated in the best WPA practice to the satisfaction of educational authorities. The program is credited with having produced a valuable and lasting effect upon American educational practice.

#### Nursery Schools

Many young children from low-income families were cared for in WPA nursery schools. The children were given a daily health inspection and any necessary medical

services, in addition to well-balanced meals, play, and rest, in an environment conducive to normal development. The WPA nursery school projects gave employment to unemployed teachers, nurses, nutritionists, clerical workers, cooks, and janitors. The nursery school program had the benefit of expert guidance from public educational agencies, which were seriously interested in developing this kind of educational work and in establishing in practice high standards of management and methods.

These nursery schools everywhere demonstrated their value as an efficient and beneficial mode of child care and caused widespread hopes that nursery schools could be incorporated generally into the public school system for the benefit of all children. A special usefulness was found for them in the war period, and the program was expanded in the fiscal year 1942 so as to include the children of working mothers, of men in the armed forces, and of workers engaged in war production, whether or not they were in low-income groups. In the ERA act for the fiscal year 1943, Congress directed that \$6,000,000 of WPA funds be earmarked for the operation of nursery schools. Attendance in the WPA nursery schools in a 1-month period in 1937 was 40,000, in 1940 in a 2-week period it was 38,000, and in 1942 in a 1-month period it was about 35,000. When the WPA program was liquidated, WPA nursery schools in defense production areas were usually continued by local governments with assistance from Lanham Act funds.

#### Library Services

Library services were increased under the WPA program by extending these services into rural and other areas in which no public services of this kind existed and by providing workers to assist large urban libraries in routine clerical work, cataloging, indexing, and bibliographical work. In the 3-month period ending June 30, 1942, WPA workers operated about 1,700 libraries and gave assistance to nearly 4,400 libraries.

These projects, which were for the most part operated on a State-wide basis, were sponsored by library authorities and supervised by professional librarians or by semiprofessional workers with library training and experience. The rural library extension projects were important as a means of improving library services in rural areas. Special trucks or trailers, called bookmobiles, were often used in the distribution of books and magazines in rural areas. The books circulated through library extension projects were obtained chiefly from public and private collections, but the WPA provided from its nonlabor project funds a limited number of new books which were circulated in one area after another. The new books supplied by the WPA were of special value in arousing a spirit of local responsibility with regard to library services. Volunteer citizens' groups (called Citizens' Library Associations) were organized in all rural areas in which demonstration projects were operated, and active efforts were made to establish permanent public libraries. Farmers' wives were strong supporters of this movement; in many areas their demands and those of citizens' committees led to a partial or increased tax-support of the library services. Several hundred rural library units started by the WPA continued to operate as regular services after the liquidation of the WPA.

The most ambitious of the bibliographical projects conducted under library sponsorship was the *Bibliography of Air Raid Precautions and Civil Defense*, published in six volumes in 1941-42 under the sponsorship of the Library of Congress. Its chief sources were foreign periodicals and journals, including those from the enemy countries.

Old and damaged books in public libraries and the libraries of public institutions were extensively repaired and sometimes rebound by WPA workers. Where pages were missing, typewritten copies were inserted. In the earlier years of the WPA program, school textbooks were also renovated, as a kind of salvage job, in communities that were unable to purchase new textbooks. Out of a number of identical volumes in which various pages were missing, a smaller number of complete volumes was made up; torn or defaced pages were repaired or cleaned. As the financial condition of local governments improved and they became better able to pay for book repairs or new books, renovation projects were largely suspended. No renovation of school textbooks was done in the last 4 years of the WPA program, and renovation of library books was limited to work that would not ordinarily be turned over to private concerns. During the 8 years of the WPA program, more than 94,700,000 books were repaired or renovated by WPA workers.

#### Recreation Projects

WPA recreation projects provided leadership and instruction in recreational activities of many kinds, supplementing the existing public services of local communities. The aim of this work was the year-round operation of a varied and well-balanced recreation program, including social, cultural, and physical activities, for adults as well as young people. Social and cultural forms of recreation included group dancing, indoor games, musical activities, photography, sketching, amateur dramatics, puppet shows, arts-and-crafts work, wildlife clubs, and discussion groups. The programs varied in accordance with local needs and interests. Play centers for preschool children were conducted in many communities and neighborhoods. A few special projects provided therapeutic recreation in State hospitals, asylums, and other public institutions. A Nation-wide WPA recreation project was conducted in the defense and war period for the benefit of servicemen in camps and adjacent communities.

It was largely through WPA recreation projects that the many new public recreational facilities constructed throughout the country by WPA workers were brought into full use. The program was designed to provide recreational opportunities for the general public.

An important part in the organization and conduct of WPA recreation projects was taken by local advisory committees, composed of representatives of educational institutions, private and public social agencies, churches, labor unions, business concerns, and other interested groups. These local advisory committees surveyed community recreational needs, secured the use of various recreational facilities, helped to arouse the public interest, assisted in the planning of programs, and in general worked to integrate project activities with long-term community plans for recreation.

**Museum Projects**

WPA workers assisted museums in the making of dioramas, models, maps, lantern slides, and other visual-aid devices for extension work in public schools. These workers also assisted museums in the rearrangement and modernization of exhibits, and in the creation of accurate miniature representation of scenes illustrating (for example) the use of garments, dwellings and implements by aborigines or prehistoric peoples. WPA clerical workers assisted in the classifying and indexing of art, archaeological, and historical materials.

**Federal Project No. 1**

Federal Project No. 1 was a single Nation-wide project which, with WPA sponsorship, provided a central administration for music, art, writers', and theater projects and the historical records survey. It was recognized that local communities might not be willing to expend public funds on kinds of public service for which there was little precedent in this country, but it was believed that with Federal support such projects would demonstrate their social usefulness.

Although local sponsors' funds were not required, local cooperation was essential to the success of these projects. For example, music projects required organized support for public performances; art projects required opportunities for decorating buildings; writing projects required some information and guidance from State or local authorities; and theater projects required some degree of integration with local public school, park and recreation programs.

In the administration of these projects there were two main phases of effort. First of all, it was necessary to find out how many workers with the required professional abilities were eligible for WPA employment; eligible applicants had to be classified with respect to their professional abilities, assigned to certain kinds of project work, and organized under competent supervision. The second stage, for many projects, involved the further training of project workers; this was a period in which administrative efforts could be increasingly concentrated on the achievement of a high professional quality in the result of project work.

Projects in these special fields of work had been pioneered to some extent under the CWA and FERA programs, and the WPA was able to build on foundations already established. This was especially true in the work of the music projects; there the WPA rapidly achieved high professional quality. Art projects had also been previously operated, though not so widely as music projects. The writing projects, however, were newly organized by the WPA for work, on a Nation-wide scale, of a specific kind previously performed by the FERA in only one State. The theater projects were newly organized by the WPA on an elaborate scale not previously undertaken in work relief history. The writing and theater projects had to solve organizational problems which had been largely solved for the art and music projects. These four projects had a purpose common to all WPA projects, that of providing public work for needy unemployed workers. They were designed, like other WPA projects, to conserve skills and to benefit local communities through the exercise of these skills. Certain

branches of the art and music projects had the character of instruction rather than production; they were designed to give people throughout the country an opportunity to enjoy these arts through attendance at classes and at exhibitions or educational performances.

There were, however, objections in Congress to the practice of operating projects under WPA sponsorship without requiring local contributions. Consequently, in the ERA Act of 1939 providing appropriations for the WPA for the following fiscal year, Congress forbade the spending of Federal funds for the operation of theater projects and directed that no funds be spent after August 31, 1939, for the operation of any project sponsored solely by the WPA. Congressional discussion of Federal Project No. 1 was largely concerned with the supposed domination of the arts projects in New York City by Communist influences, as charged at Congressional hearings. The action of Congress apparently involved no repudiation of the policy of providing suitable employment for workers in the arts.

After Federal Project No. 1 was closed out, the work of music, art, writers', and historical records projects was continued in most States through State-wide projects under the sponsorship of State agencies. The work of the music, art, writers', and theater projects is described separately below.

**Music Projects**

The activities of the music projects involved the giving of public performances by many kinds of musical units. These musical units included symphony orchestras, small orchestral ensembles, string quartets, chamber music ensembles, and operatic and light opera concert ensembles; grand opera, light opera, and chamber opera companies; vocal ensembles and vocal soloists; and dance orchestras, bands, and theater orchestras. Other branches of music project work included the teaching of music, the copying of music, and the maintenance of music libraries.

Since music projects had been very widely organized under the FERA, the music projects of the WPA got under way quickly. Within a remarkably short time WPA symphony orchestras, in many large and in some smaller cities, had established themselves in the regard of music lovers and critics.<sup>5</sup> Tours by the orchestras carried these musical services to many other communities. Some of the WPA orchestras also gave radio programs. Admission fees charged at WPA concerts and operas were used in support of the project.

<sup>5</sup> The chief symphony orchestras operated by the Federal Music Project of the WPA or by the WPA music program in the period between 1935 and 1943 were: Massachusetts—State Symphony (Boston), Commonwealth Symphony (Boston), Springfield Symphony; Connecticut—Hartford Symphony, Bridgeport Symphony; Rhode Island—Rhode Island WPA Symphony (Providence); New York—Syracuse Symphony, Buffalo Symphony, New York City Federal, Brooklyn Symphony; Pennsylvania—Philadelphia Federal, Pittsburgh Federal; West Virginia—Huntington Symphony; Michigan—WPA Symphony (Detroit); Illinois—Illinois Symphony (Chicago); Wisconsin—Wisconsin Symphony (Milwaukee); Minnesota—Minnesota WPA Symphony; Utah—Utah State Symphony (Salt Lake City); California—Los Angeles Federal, Northern California WPA Symphony (San Francisco); Oregon—Portland Philharmonic; Oklahoma—Oklahoma City Symphony.

It was one of the aims of the WPA music program to provide a hearing for the music of American composers and composers who had lived in the United States. Within the first year, more than 1,500 compositions (not including dance music or popular songs) by 540 American composers had been performed by WPA orchestras. An index of American composers and compositions was undertaken, but not completed, and the card files were deposited in the music division of the Library of Congress.

For several years a composers' forum laboratory was conducted in Philadelphia, New York, Boston, and a few other large cities. This consisted of the performance of a program of works by one or more contemporary musicians, preferably young musicians in need of a public hearing, who afterward took the platform, explained their musical purposes and views, and replied to questions by the audience. A large number of new musical compositions were performed for the first time on these occasions.

During the period of Federal sponsorship, the music projects had local cooperating sponsors, such as boards of education and other public agencies; social, fraternal, and civic organizations; musical associations; and the local groups of the National Federation of Music Clubs. The American Federation of Musicians was helpful to the projects in many ways; in several instances it supplied a musician to a WPA orchestra at its own expense when one of the kind required was not available from the relief rolls. The Federation had a special interest in such orchestras, inasmuch as they provided employment for many older musicians among its members.

WPA dance orchestras and bands gave performances in connection with civic activities, including local celebrations and festivals, and at community centers and other public institutions. Theater orchestras were lent to the Federal theater projects. In the later years of the program, at the request of military and naval authorities, WPA orchestras gave performances for members of the armed forces.

WPA musicians served as music teachers, coached and directed class groups and choruses, and acted as lecturers and demonstrators. Music teachers organized and conducted classes for persons interested in music as an avocation and for public schools that did not provide regular music instruction for their pupils. Assistance was given to psychiatric experiments in music therapy in a number of mental hospitals.

Music copying, which was first done to meet the needs of WPA orchestras, was later expanded in several cities in order to create music libraries, which were then placed in university and public libraries.

It was expected that WPA orchestras would be taken over as permanent community orchestras in a considerable number of cities; this might well have occurred if the WPA had been liquidated under peacetime conditions. Three of the WPA orchestras, however, did develop into regular community institutions—the Buffalo Philharmonic Orchestra in 1939, and the Oklahoma Symphony Orchestra and the Utah State Symphony Orchestra in 1942.

Although there had never been any doubt of the deep and wide interest in music in this country, the WPA music projects revealed that more of our people enjoyed good music than had been realized. These projects stimulated the demand for the teaching of music in rural public

schools and encouraged the hope that regular community orchestras would be established in the postwar period.

### Art Projects

The WPA art projects included creative work in the graphic and plastic arts, handicraft work, making an Index of American Design, poster work, teaching in the creative arts and in handicraft work, and the preparation of art exhibits for use in educational work.

Creative work on the WPA art projects was chiefly devoted to the production of oil paintings, water colors, etchings, and sculpture; mosaics and stained glass windows were produced on some projects. These original art works were used widely in the decoration of schools, libraries, and other public buildings; some works of sculpture were placed in public parks. Works of art produced on these WPA projects were circulated in public exhibitions and in portfolios among schools, colleges, and libraries. Mural paintings were made especially for certain public buildings. The work in sculpture ranged from the heroic to the miniature, from portrait busts to monuments, and from panels carved in mahogany to bronze plaques. Original etchings, lithographs, and woodcuts were printed in large numbers for decorative and educational uses. These creative art projects, when first set up under WPA sponsorship, were placed under only one restriction as to subject matter: it must be American, whether naturalistic, symbolic, legendary, or historical. To a great extent, especially in mural paintings, the subject matter was of local historical or industrial interest. Some of the art works produced on these projects were recognized by critics as having great distinction.

The handicraft work performed on the WPA art projects included the designing and making of tapestries, curtains, rugs, ceramics, ironwork, and furniture. These productions were usually designed for use in the decoration of particular public buildings.

The Index of American Design was a series of portfolios of faithful drawings, in color, illustrating the rise and development of the decorative and applied arts in this country, from earliest colonial times to the end of the nineteenth century. Through educational institutions, these drawings were made available to students, artists, and industrial designers.

Posters made on the WPA art projects were for the use of various public agencies in health and safety campaigns and in other civic programs.

Teaching in the fine arts and in the handicrafts was done by artists employed on the WPA art projects. The classes were conducted in community centers and settlement houses and sometimes in hospitals and other public institutions. The handicraft teaching included work in print making, metal crafts, pottery, puppet making, weaving, and costume design.

Civic art centers and galleries were set up by art projects and exhibitions of fine arts and handicrafts were circulated among the different centers. Free public lectures and classes in art appreciation were also held at these centers. This work was intended especially for those regions which lacked public art institutions.

The art projects, it is generally agreed, preserved and encouraged the talents of many artists, created valuable

art works for public enjoyment, and demonstrated the existence of a wide public interest in art. The accomplishments on these projects are difficult to measure, but data on public participation given in appendix table XVI indicate the interest shown in these activities. Under the WPA art program, schools, hospitals, and other public buildings were decorated with more than 2,500 murals. Workers on the art projects produced nearly 18,800 pieces of sculpture, 108,000 easel works, and 11,300 fine print designs. In addition, nearly 22,000 plates were made for the Index of American Design.

#### Writers' Projects

In the FERA period, it had been found difficult to devise suitable work for needy unemployed writers, until the plan of having them produce a guide book was tried out in Connecticut. The Connecticut guide book proved so successful that the plan was expanded to national proportions by the WPA. Workers with experience in reporting, editing, magazine writing, and research were assigned to the work of producing an American guide book in each State. Historical societies, local chambers of commerce, automobile clubs, women's clubs, and businessmen's clubs became cooperating sponsors of writers' projects. Since unemployed professional writers were congregated chiefly in metropolitan areas, the services of unemployed teachers, clergymen, and others were drawn upon for the work in some outlying areas. A manual of instruction sent out from the Washington office outlined the geographic, historic, cultural, sociological, recreational, industrial, and commercial information to be assembled. Some of the guides had to be revised or completed in Washington by experienced writers drawn from New York City and other centers, who were paid for their work on a nonrelief basis. The result, however, was a series of State and local guide and tour books, most of which were published by leading American publishing houses, receiving highly favorable critical attention and having a wide sale. The American guide series was the first of its kind in this country, and so monumental a work could hardly have been produced except with financial assistance from the Federal Government. In addition to the guide books, the writers' projects produced popular accounts of the historical background of various localities, compilations of local folklore, books on the American Negro, elementary science readers for children, and various other types of books and pamphlets.

#### Theater Projects

Only by organizing complete theatrical productions could the WPA provide suitable work for needy unemployed actors, stagehands, designers, light technicians, and other workers of the theatrical profession. The projects were most active in New York City, Los Angeles, and Chicago, where theatrical unemployment was chiefly concentrated, but they were also organized in many other cities throughout the country. A small entrance fee was ordinarily charged at dramatic productions; the money taken in was used in defraying some of the nonlabor costs of the projects.

In New York and several other cities, the Federal theater productions very quickly achieved a high reputation with critics and the theater-going public. This was due in part to the development on the New York City projects of a new

theatrical technique in the Living Newspaper, which combined newsreel, radio, and drama forms to produce exciting presentations of important problems of contemporary interest and social significance in "Triple-A Plowed Under," "Injunction Granted," "Power," "One-Third of a Nation," and other productions of the kind. The range of dramatic activities, however, was wide, including plays by Shakespeare, Marlowe, Ibsen, Shaw, and many modern playwrights. A dramatization of Sinclair Lewis' anti-Fascist novel, "It Can't Happen Here," was presented simultaneously on 21 stages in 18 cities in 1936. Another notable production was "Prologue to Glory," which was based on the early years of Lincoln's career. Many Federal theater productions ranked as box-office successes.

Other productions of the Federal theater included marionette shows, circuses, musical comedies, light operas, Negro theater productions, and foreign language productions.

In 1939, the Federal theater projects were particularly subjected to Congressional criticism because they were comparatively expensive, because they sometimes dealt with controversial themes (as in the Living Newspaper productions), and because of an alleged domination of such projects in New York City by Communists. The operation of theater projects with Federal funds after August 31, 1939, was specifically forbidden by Congress. Some unemployed actors were subsequently provided with WPA employment on public recreation projects.

When the Federal theater projects were first set up, it was hoped that they might lead to the establishment of municipal theaters in a number of cities, and even of a nationally endowed theater; these hopes were evidently premature. The Federal theater productions, however, made important contributions to American theatrical history; they were marked, at their best, by vitality, freshness, and boldness.

#### Research and Records

The research projects operated by the WPA can be divided into two groups: social and economic surveys and studies and research assistance projects.<sup>9</sup> The records projects comprised public administrative records projects and the historical records survey.

#### Social and Economic Surveys and Studies

Survey projects were organized to assist various agencies of local, State, and Federal Government in collecting data essential to their work; these projects were approved on the advice of a committee of research specialists. For example, a complete inventory of housing facilities in 64 cities was made under the technical direction of the Bu-

<sup>9</sup> A three-volume *Index of Research Projects* was published in 1938-39. The first and third volumes were published by the WPA; the second volume was published in collaboration with the National Resources Committee and State planning agencies. The three volumes listed 5,137 research, statistical, and survey projects conducted or aided by the CWA, the FERA, and the WPA, and the final reports made on the work of these projects. (Several hundred entries referred to material for which no final report had been made at the time.) The WPA later published in eight issues a *Bibliography of Research Projects*, continuing the listing of reports made on the work of such projects through June 30, 1943; about 5,300 reports were listed, including 1,800 publications of the historical records survey.

reau of Foreign and Domestic Commerce; this inventory was later expanded through local WPA surveys until it covered more than 200 cities. A national health survey, carried on under the direction of the United States Public Health Service and employing 5,000 workers, secured data on the health conditions and medical care in 775,000 families. A series of detailed studies was made of the displacement of workers by machines in different trades. A complete inventory of business enterprises was made for the Census Bureau. City planning was aided by many surveys, such as the important land use survey made in Chicago. Analyses of industrial accidents and diseases supplied the factual basis for more equitable compensation procedures and made possible more effective measures of prevention. The sponsors of these WPA projects were obliged to publish the findings of the surveys; supervisors employed by the WPA were sometimes given charge of the preparation of such reports.

WPA surveys and studies were of assistance in practically every kind of activity carried on by the agencies of local government. The origin of such surveys in local needs is shown in the following brief account of the development of a juvenile delinquency study, which also illustrates the procedure followed in regard to WPA research projects in general:

For purposes of illustration, let us say that Dr. Smith is the director of the department of public safety in a large city where all civic efforts to combat an increasing rate of juvenile crimes are handicapped by lack of systematic knowledge of the local situation. The existence of organized gangs, the lack of recreational facilities and of vocational education, the prevalence of physical and mental disease—all these matters have an important bearing on juvenile delinquency, but Dr. Smith has no staff to help him collect such information. In the hope of securing the assistance of a WPA survey project, he prepares detailed plans for a city-wide study of juvenile delinquency. These he may show first of all to the professor of criminology at the local university, who may make helpful suggestions and also point out that several of his graduate students with training in the field can be made available to assist in the work of the project.

Dr. Smith, with the approval of the mayor, submits a specific proposal to the director of the local WPA office. The director consults his files and finds that the proposed project can be manned with trained workers from the relief rolls. And Dr. Smith's department offers to pay for the services of a psychiatrist and a physician, furnish office space, equipment, and supplies. The department also agrees to prepare, publish, and distribute copies of a report on the findings of the study.

The proposal then goes to the State WPA headquarters, where it is examined by a trained research worker who satisfies himself that the plan is sound, that it does not duplicate existing studies, that the proposed project supervisor is adequately trained, and that the estimated costs are reasonable. The proposal is then transmitted for approval in Washington, where it is reviewed in detail . . . and then referred—in this particular case—to a specialist in the U. S. Children's Bureau.<sup>7</sup>

Research, statistical, and survey projects were not only cleared with various interested Federal agencies, but were also reviewed by the Central Statistical Board (later by the Division of Statistical Standards in the Bureau of the Budget) in order to avoid duplication and to make certain that comparable data were being secured from the various States.

#### Research Assistance Projects

These projects provided professional, technical, clerical, and, on occasion, manual workers to assist in scientific and technological research and experimentation in tax-supported universities and colleges. Research in universities has been greatly hampered by the lack of assistants to do the routine work involved in experimental research. Unemployed workers with varying amounts of professional or technical training, assigned to research assistance projects, performed functions ranging from routine laboratory tasks to highly technical and scholarly research. Nearly every State university in the country received such assistance. The projects were under the immediate direction of faculty members.

At New York University, for example, project workers assisted in a highly technical study in the field of spectroscopic work. At the University of California, they assisted in a study of the chemistry of endocrine secretions and in many experimental studies in anatomy and animal physiology. The reports on research projects were prepared by the supervisors furnished by the sponsors, not by WPA employees.

#### Public Records Projects

In the field of public administration, WPA project workers assisted State and local governments in the installation of modern assessment systems, the revision of land records, the indexing of deeds and mortgages, the transfer of property tax accounts from alphabetical listings to individual ledger cards, and in the inventorying of publicly owned personal property and the establishment of perpetual controls. Assistance by project workers was also given in the mapping of public utility facilities, the classifying of fingerprint files, the codifying of municipal ordinances, the conducting of traffic surveys, and in selecting the safest routes for school children. WPA workers gave assistance in the making of general surveys dealing with governmental organization and operation.

Standardization of assessment practices requires the assembly, usually on a suitably designed record card, of complete information regarding the land and structures included in each ownership. Important as this record procedure is in achieving equitable taxation, its advantages were enjoyed by only a few large communities until WPA assistance became available. Now many of the smaller communities have set their tax mechanisms in order by this means; in some States the work was done on a State-wide basis.

Many communities had previously been without maps delineating county, town, village, and school district lines; and, because of the inadequacy or total lack of property identification maps, assessors had been unable to make sure that all taxable properties were included on the tax rolls and charged to the proper owners. With WPA assistance, and by aerial photography and inspection of deed

<sup>7</sup>Corrington Gill, "Research as a Part of the Work Relief Program," *Dynamic America*, May 1939, pp. 26-77.

records, the boundaries of local governmental units were brought up to date, with individual parcels of land for the first time accurately located, described, and measured.

In many communities the indexes to deeds and mortgages were almost unusable as a result of wear and tear, and the complexities of entry methods made them unintelligible except to title experts. Reorganization of these entries, usually with the change from an alphabetical to a geographical arrangement, resulted in a great saving of time.

Through the survey work carried on by WPA clerical workers, city traffic departments were enabled to select the most suitable arterial streets, to designate areas for off-street parking, to time traffic signals so as to facilitate vehicle flow, to determine the most hazardous intersections, to map the safest routes for school children to follow, and to prepare plans for the removal of traffic obstructions. As in the field of land records, these accomplishments gave an impetus to further planning for traffic requirements.

The research programs of local government commissions, of tax commissions, and of universities, were often greatly strengthened by the assistance given by WPA clerical workers; the findings of such agencies, expedited by WPA assistance, frequently resulted in legislation requiring the local reporting of governmental receipts and expenditures, the installation of budgetary controls, and the establishment of methods of accounting for publicly owned property.

Clerical assistance in current record keeping was given only to hospitals, clinics, health departments, and in the later years of the WPA program, to defense and war agencies. A Nation-wide project, certified by the Secretary of War, provided clerical assistance to governmental agencies that were overburdened with work related to defense activities. As a part of this work, WPA workers gave assistance to registrars of vital statistics in order to speed the handling of requests concerning the birth records of defense industry workers.

#### Historical Records Survey

The work of this project consisted of locating, arranging, and cataloging historical records; of preparing and publishing inventories of these records for the use of historical and other students; and of transcribing, photographing, or otherwise preserving records of special historical value that were in danger of loss or destruction.<sup>3</sup>

<sup>3</sup> Work of a similar nature was done, for a time, in order to preserve a permanent and accurate record of early American buildings and ships. The Historic American Buildings Survey, started under the CWA program, was continued by the WPA under the sponsorship of the Department of the Interior, with the technical assistance of the National Park Service, and with the guidance of the Library of Congress and the American Institute of Architects. This work consisted of making photographs, measurements, and standard architectural drawings of buildings of historic importance for transmission to the Fine Arts Division of the Library of Congress. The Historic American Marine Survey made measured drawings of early American vessels from original plans, models, and remains, supplementing these with photographs and historical material. This record of the development of American marine architecture was deposited with the National Museum (Smithsonian Institution). Both of these surveys were terminated June 30, 1937, as national projects, but in some instances the work was continued under local sponsorship.

These records were chiefly the archives of State, county, city, and town governments; but they also included church archives and other manuscript materials and early American imprints (books and newspapers). With this program there was combined a survey of Federal archives in the States which, at first, had been conducted as a separate program. The historical records survey, which was operated in every county, was conducted under the guidance of the American Historical Association, the Joint Committee on Materials for Research, and the officials of the Library of Congress and the National Archives. More than a thousand volumes of inventories of Federal, State, county, city, town, and church archives were published. As a result of the interest evoked by this survey, many States and communities provided new facilities for the care of historical records.

#### Welfare Projects

Welfare projects provided employment for most of the WPA women workers and expanded greatly the welfare services of communities throughout the country. The chief activities were those of the sewing and other goods projects, the school lunch projects, the gardening and canning projects, the housekeeping aide projects, the surplus commodity distribution projects, the public health projects, and the hospital aide projects.

#### Sewing Projects

These projects, in the 8 years of the WPA program, produced about 382,800,000 garments for men, women, boys, girls, and infants. There were also produced nearly 117,800,000 household articles and hospital and institutional gowns and articles. The articles produced on these projects were distributed by the local sponsoring agencies to needy people and public institutions. The WPA was also responsible for many thousands of garments distributed to families made destitute by floods in the South and Middle West and in the New England hurricane area.

At first, garments were cut by hand scissors and sewed either by domestic treadle machines or by hand. The work was later centralized and mechanized to a great extent. Within each State the work was organized as a State-wide project under the direction of a State supervisor. The operating costs of the local units were studied; and as relief needs diminished, the more costly units were closed out and their workers were transferred to other welfare projects. Cutting-room operations were centralized in each State, and power cutters were used. A central pattern and design service was set up in each State, with exchange privileges between States. Production was specialized, and selected types of garments were made in each sewing room. Power sewing machines replaced the domestic treadle machines, and hand sewing was reduced to a minimum. Distribution of goods made on the projects was correspondingly State-wide.

As operations were improved, the standards of the State-wide sewing projects closely approximated those of private industry. Other goods production was similarly mechanized and standardized and various types of minor goods production were gradually eliminated. In the defense and war period, the War Department assigned to the WPA sewing projects the work of reclamation of army

clothing and equipage. In some areas, the WPA supplemented the reclamation work of established army facilities; in other areas, the WPA performed the whole reclamation job. Articles of clothing, including shoes, and tents, blankets, knapsacks, web belting, canteen covers and the like, were made usable, thereby saving many millions of dollars. In addition, articles of furniture, draperies, light fixtures, and other articles were made for use in military and naval establishments.

A remarkable success was achieved in the training of unskilled women (many of whom were unused to electrical appliances) in the operation of power sewing machines. These women attained sufficient proficiency to make them acceptable in private industry, and many went into factory jobs early in the defense period. WPA power-sewing equipment was made available for transfer as the need for it diminished on projects and increased in private war production.

#### Other Goods Projects

Cotton purchased by the Federal Government to relieve the cotton surplus was, for a time, made into mattresses for distribution to needy families. There were projects for copying books in Braille and for restoring damaged or missing pages of Braille books; most of the workers on these projects were themselves blind. A project for making artificial legs for needy persons was operated in one locality by workers who themselves wore one, or sometimes two, artificial legs. Furniture designed especially for children was made on some projects for use in WPA nursery schools.

Production projects were specifically authorized in all the acts of Congress appropriating funds for the WPA. Goods production was carried on only when it was requisite in providing useful public work for some needy group. The goods so produced were turned over to State and local government agencies for free distribution to persons under public care or to tax-free institutions, or they were used on other WPA projects. Precautions were taken against the entrance of such goods into the commercial market by stamping them as made by the WPA and "not for sale." Mattress-making projects, however, were closed out by the WPA in deference to the objections of private manufacturing interests.

#### School Lunch Projects

The provisions of lunches for undernourished school children was begun by parent-teacher associations in some localities early in the 1930's. This activity was undertaken by the FERA and the CWA and was continued and expanded by the WPA. It became one of the WPA's most popular programs. The lunches were prepared under the general supervision of dietetic experts. In many communities these noon lunches were served free of charge; in others, a charge was made to parents who were able to pay, and lunch tickets were provided free of charge to needy parents for their children's use. In a number of cities the sponsor provided these lunches for children in parochial schools as well as public schools. In New York City, these school lunches were prepared in a great central kitchen and were delivered by a truck system on schedule

time and still hot, throughout all the five boroughs. In some States there was a summer feeding program for children of needy families; lunches were served in churches and parks in localities where schools were not open in the summer. In the 8 years of the WPA program, more than 1,237,000,000 lunches were prepared and served by WPA workers to school children. In the 6 months ending December 31, 1942, about 18,000 schools participated in the school lunch program, and more than 79,000,000 lunches were served.

As the program expanded, it enlisted the cooperation of a large number of Federal, State, and local agencies and organizations. The hot lunches, which in many localities had consisted only of a bowl of soup and a slice of bread, became more generally well-balanced, well-cooked, and well-served meals. Cod-liver oil and supplementary mid-morning milk or fruit were often given to extremely malnourished children. In some areas the school lunch program was extended to high-school students.

The standards of these WPA school-lunch services were, in general, at least equal to relevant professional standards, and in some respects they were above the standards prevailing in many communities. One of the valuable contributions of the program to community welfare was the establishment, in rural areas, of efficient methods of operation of school lunch rooms and the development of high standards of sanitation in regard to the supply and handling of food and water. The importance of proper nutrition for children and its value in promoting progress in their school work were demonstrated so clearly and widely that the provision of school lunches may become a permanent service in public schools.

#### Gardening and Canning Projects

Projects of this kind had been operated by the CWA and FERA, chiefly to provide food for distribution to needy people in their homes. Under the WPA the work was broadened to include the production of food for use in feeding needy school children and needy persons in public institutions. This was finally termed the food preservation and production program and was integrated with the school lunch program in most States.

As this program developed, increased emphasis was placed on methods of organization and on equipment, and the effectiveness of the work was increased by new and improved operating techniques. Small scattered gardens were replaced in many instances by consolidated units which made possible more adequate supervision and better equipment. The same was true of canning units. Greater attention was given to the selection of the foods to be produced as well as to the total amounts. Where climatic conditions permitted, the time of planting was so spaced that a continuous supply of fresh vegetables was available throughout the year. Although canning largely took precedence over other methods of food preservation, the processes of storing, freezing, drying, and brining were utilized effectively in many instances. Under the WPA program, nearly 85,000,000 quarts of food were canned, and about 11,450,000 pounds of food were preserved through the drying process.

### Housekeeping Aide Projects

These projects furnished assistance in housekeeping, care of children, and elementary care of the sick in the homes of needy families in times of illness or other emergency. Work of this kind had been performed earlier on FERA projects. The services that the projects undertook were such as had been given in the past by relatives or friends, or in some instances by public and private welfare agencies. Under depression conditions, however, families were frequently unable to help each other, welfare agencies were overburdened, and many needy homes were left without help in emergencies. It was to these homes that the first housekeeping aides gave assistance.

As the program developed, the work of the housekeeping aides became a supplementary service integrated with the work of established health and welfare agencies. The services of the housekeeping aides not only provided assistance in emergency situations, but also helped to establish the social principle that services can be extended to needy people in their homes in a more satisfactory and economical manner than through institutional care. Recognition of this increased the demands for the services of WPA housekeeping aides. Increased emphasis was placed on continuous in-service training of the aides in order to improve their skills and to give them a better understanding of the problems they met in the homes to which they were assigned. Through June 30, 1943, women employed on housekeeping aide projects had made more than 32,000,000 visits into homes where the homemaker was ill or where some other emergency existed.

### Surplus Commodity Distribution Projects

Surplus supplies of food, clothing, and other commodities donated or purchased by Federal, State, or other agencies were transported, warehoused, and distributed through the assistance of WPA projects to needy persons, public institutions, or other WPA projects. At first, such supplies were often distributed to relief clients at the central depot where they were stored; but many people lived a long distance from the central depot, and so a delivery system, using WPA workers, was set up in many localities. This method of distribution of foods was later supplanted to a great extent by the food stamp plan, in which regular grocery stores were used in the distribution of surplus food supplies to the needy (see footnote 11, p. 5).

The sponsors were responsible for the technical supervision of these projects and for the medical examination of workers assigned to this work. State and local sanitary and health regulations were strictly followed, and safety inspections of buildings and trucks were made regularly.

### Public Health Projects

The public health activities of the WPA were extensive, varied, and of great importance to communities. Assistance was given to health departments, hospitals and institutions, clinics, and school medical bureaus. Nonprofessional workers were trained as helpers in hospitals and institutions. Health services were provided in communities which lacked them. Medical and public health research was assisted.

In general, WPA assistance made possible the provision of more adequate public health and hospital services. The previous inadequacy of such services had been due to the very limited number of persons employed in these fields of public work. The WPA met this need by providing workers at Federal cost. Trained professional personnel (doctors, dentists, nurses, chemists, and technical workers) were assigned from the WPA rolls to projects sponsored by health agencies. The number of such professional and technical workers on the WPA rolls, though at first strikingly large as a Nation-wide total, was small in most communities, and it decreased year by year. Nevertheless, there was an increase in the amount of assistance given to local public health services through WPA projects. This increase was due to the use of carefully selected WPA workers trained on the job to carry on the nonprofessional tasks that constituted a large part of the work of health agencies. These routine tasks had formerly been performed by the doctors, nurses, and other professional personnel. With this kind of assistance, health agencies were enabled to undertake additional kinds of health services which could not have been given without such aid.

It had been recognized that more extensive measures should be taken to protect and improve the health of children, and WPA assistance made it possible to carry out such work on a larger scale than had previously been possible. In thousands of schools the children were given dental examinations and tests of hearing and vision to determine whether corrective measures were required; subsequent remedial treatments were usually undertaken, in part at public expense and with WPA assistance. School children were given various tests, such as the Schick test for susceptibility to diphtheria; and immunizations against diphtheria, typhoid fever, whooping cough, and other infectious diseases were widely administered in schools and clinics. In some communities, there were projects concerned with discovering cardiac conditions in children which would be dangerous if not given early treatment; and one hospital, which was devoted to the treatment of such cardiac conditions, was operated entirely as a WPA project. There were clinics in which prenatal care was given to expectant mothers, and there were other clinics where mothers were taught how to keep their babies in good health. Health work was carried to homes in regions where it was difficult for needy families to come to clinics. Many of the newly expanded public health services of this period were devoted to children of all ages, and these extensive activities were made possible by WPA assistance. In the month of January 1942, more than 1,100 health and custodial institutions, clinics, and other health agencies were given assistance by WPA workers. In this same period, WPA workers administered nearly 73,000 tests and immunizations.

The WPA took an active part in providing public health services in rural areas where these services had been entirely lacking. These services were sometimes brought in mobile clinics to farm homes; in some rural areas the WPA operated mobile dental clinics, staffed with a dentist, nurse, and clerk, that went in trailers from school to school. In rural counties where there was no budgetary provision for public health services, WPA health projects

were operated for demonstration purposes and were withdrawn after a time if no regular public health services were established. This demonstration policy resulted in the establishment of regular services in a very large number of such counties.

The need of more decisive measures for the control of venereal disease was widely recognized, and the WPA was able to give valuable assistance to the work of public clinics in this field, especially in Chicago. If the work of the clinics was to be effective, there had to be ample and accurate records and persistent follow-up activities such as would ensure the continuation of treatment until a cure was definitely achieved. Workers were assigned by the WPA to keep these records and conduct these follow-up activities.

In three important fields of public health work (remedial and protective work with children, the establishment of primary public health services in rural areas in which they had been lacking, and the demonstration of effective measures for the control of venereal disease), great advances were made that would not have been possible without WPA assistance. The State and local directors of WPA health projects were active in enlisting the cooperation of the medical profession and in helping to integrate public health services of town, county, and State with the activities of civic groups, educational authorities, and the work of the United States Public Health Service. The method of amplifying health services by the use of nonprofessional workers has remained in use wherever it was introduced. These projects provided temporary employment for many workers and aided in the permanent employment of a large number of them by local public health agencies and hospitals.

#### **Hospital Aide Projects**

Hospital aide activities, carried on under the WPA public health program, were begun in 1939 and were later expanded in an effort to meet the prospective needs of the Nation in wartime. The hospital aides gave nonprofessional services in tax-supported institutions as laboratory aides, clerks, kitchen workers, maids, and ward helpers. They took over many routine services, thus freeing the regular hospital workers to give professional care to a larger number of patients. Hospital authorities, convinced of the great usefulness of this work, offered regular employment to subsidiary hospital workers who were trained in certain nonprofessional duties. The WPA then instituted a training program for such subsidiary hospital workers. (See p. 93.) This program did not reach the large dimensions expected, mainly because of the increasing availability of higher paid jobs in the war industries. Nearly all of the women trained on the program, however, secured regular hospital or other employment.

#### **Other Welfare Projects**

Other welfare projects included shoe-repairing work, matron service for schools, the cleaning and renovating of buildings, toy-lending libraries, and legal aid projects. Through the latter, free legal advice was given by lawyers to relief clients and to other persons who could not afford to pay for such services; advice was given on attachment

and garnishment, the rights of landlord and tenant, civil rights, and other legal matters exclusive of trial work.

### **Organization of the Division of Service Projects**

Service projects of all kinds were brought together in one administrative division in 1939. Previously these projects had been administered in several separate divisions. During the first 6 months of the WPA program, there was a Division of Women's Activities (sewing and other goods projects and health and welfare projects); a Division of Projects and Planning (music, art, writing, theater, historical records, research, statistical, survey, and public records projects); a Division of Education Projects; and a Division of Recreation Projects. These came to be administered together in the States before being united in the central administration. During 1936 a Division of Women's and Professional Projects was set up in the States to administer all service projects; a division with the same name was set up in the central administration in January 1937, but education, recreation, and research and survey projects remained outside its administrative jurisdiction until February 1939. In 1941 the Division was renamed the Division of Community Service Programs, and in 1942 it was renamed the Division of Service Projects.

The names and arrangements of the programs and sections into which the service projects were grouped for administration were changed from time to time. The account which is given here of the administrative form of the Division follows, in part, the schematic order used above in project description; this order is based upon administrative arrangements in effect for a considerable period.

In the central administration, the director of the Division of Service Projects, who was also an assistant commissioner, was generally responsible for the work of the Division. This position was always held by a woman. The director had an administrative assistant, who handled matters pertaining to travel, statistics, special reports, and correspondence and files. There was a project review section which passed upon applications for service projects and a procedures section which assisted in the formulation and issuance of the procedures governing the setting up and operation of service projects. There were three subdivisions charged respectively with central administrative guidance of public activities projects, research and records projects, and welfare projects; each of these subdivisions comprised sections devoted to particular types of activities, as previously outlined in this section. The directors of these three subdivisions or programs had technical supervision over the three types of projects in operation in the States, and they maintained contact with project operations through correspondence with the regional offices, through visits of members of their staffs to the field, and through reports from regional supervisors.

In each regional office of the WPA, there was a chief regional supervisor of service projects who was responsible to the WPA regional director. Under each of these chief

regional supervisors of service projects were three regional supervisors, who had technical authority over the conduct, in the States, of the three programs or subdivisions of service projects.

The central administration was also related to the field through the director of service projects, who, as assistant commissioner in charge of service projects, represented the Commissioner of Work Projects and dealt directly with the State administrators.

In each State, there was a Division of Service Projects under a State director who was responsible to the State administrator. The Division in each State contained a project planning and service section and three sections devoted to the three broad programs of service projects. The same general pattern was usually repeated in the district offices.

The most important change in these administrative arrangements occurred in the central administration early in 1941. At this time, the review section was abolished, and its functions were distributed among the three subdivisions concerned respectively with public activities, research and records, and welfare projects. This action was taken in order to give the three program directors immediate control of the review of applications for their respective types of projects.

The central administration, at all times, exercised a large control over project operations in the field with respect to the achievement and maintenance of technical standards. Administrative authority was in other respects decentralized, and responsibility rested upon the State administrators under whose authority the State directors of service projects planned and administered the State programs. These programs varied considerably from State to State and from community to community. In some States, certain types of projects were widely operated, others were never fully developed, and some were never undertaken.

These differences in local service programs were due chiefly to the various kinds of workers who were unemployed and in need in the different localities; but they also varied in accordance with the extent to which public services were organized and public needs were recognized in the different localities. It was easier to build upon foundations already existing; but the Division was able to introduce new kinds of community services into many localities and to demonstrate their usefulness in practice.

In its operations, the Division owed much to public-spirited officials and private citizens who were interested not only in providing work for the needy unemployed but also in securing certain definite community benefits through the work of the projects of various kinds. An important part of the administrative activity of the Division in the field consisted in the establishment and maintenance of fully cooperative relations, both in work and in planning, with the local sponsors and with cooperating civic groups. From the local point of view, these service projects when successfully operated were their projects; and if world events had permitted a normal development of community interest, it appears probable that many of the service activities of the WPA would have become regular community services. That was the end toward which they were administered; and, though that goal was very seldom actually reached, it was established in many communities as a practicable prospect for future achievement.<sup>9</sup>

<sup>9</sup> Final reports of the administrative operation and accomplishments of the child care, feeding, clothing, health, library, education, workers' service, research and records, music, and art projects have been deposited with the Library of Congress and the Federal Works Agency library; the report concerning library projects has also been deposited with the American Library Association, and that concerning music projects, with the Eastman School of Music, Dartmouth College, and the National Archives.

## THE SAFETY PROGRAM

**T**HE WPA safety program was based upon experience gained in the application of safety measures in the Civil Works Administration program and the Federal Emergency Relief Administration work relief program. That earlier experience must first be shown as the background of later efforts.

### Safety Measures in the CWA Program

Work relief, first organized in a diversified manner and on an extremely large scale under the CWA in the fall of 1933, was entirely unprecedented as a field for safety efforts. Immediate action had been required for the relief of unemployment, and the CWA quickly assigned 4 million workers to thousands of work projects throughout the United States. The projects were for the most part construction and involved the use of many hand tools. Be-

cause of hasty planning and organization, many of the foremen employed on the early jobs were inexperienced or were assigned to work with which they were unfamiliar.

The CWA at first relied on the application of State and local safety laws and regulations for the protection of the workers from accidents. It soon became evident that such local controls could not be depended upon, for 125 workers were fatally injured in the first month of the program, and this number was far too great.

In addition to the normal hazards involved in the great variety of operations conducted, the lack of recent work experience and the poor physical condition of many of the project workers created a special need for strong safety control. Long periods of unemployment had served to dull safe work habits and to reduce skills to a point where a certain amount of retraining was necessary to fit CWA workers for their assignments. Many of the unemployed

were of middle age, and many were weakened by prolonged undernourishment. It was not possible to develop projects suitable for every type of skill, and many workers were assigned to kinds of work which they had never before performed.

Moreover, most municipalities during the depression had reduced to a minimum the personnel employed in inspection and other safety services. Some of the equipment secured for project work was not in good condition; many early projects lacked adequate mechanical equipment, including sometimes even a sufficiency of hand tools fit for use. If accidents were to be prevented, it was necessary that supervisors be fully informed regarding the elimination of hazards, and that all reasonable precautions be taken to see that no worker was assigned to a task which was beyond his ability to perform without injury to himself or to others.

It devolved upon the Federal Government, therefore, to provide a work environment in which those who found it necessary to ask for public employment would not be exposed unnecessarily to accident or health hazards while performing their jobs. This obligation to safeguard the wage earner against the hazards of his employment had already been widely accepted by industrial management in the United States.

The experience of private industry had demonstrated that safety was synonymous with efficiency. Few accidents occurred when operations were conducted in accordance with sound engineering principles and when supervisors and workmen were trained to observe safe practices in all phases of work. Satisfactory performance could not be expected if workers were constantly and needlessly exposed to accident or health hazards, nor could management (private or public) be relieved of responsibility when such conditions were allowed to exist.

In December 1933, prompted by these considerations, the Civil Works Administrator obtained from the National Safety Council, on a loan basis, the services of a prominent safety director, and immediately issued a bulletin to all State administrators stressing the importance of safety activities and recommending the organization of a safety program with a safety director and the necessary number of inspectors in each State to promote greater interest in the prevention of accidents. Personnel trained in industrial and insurance safety methods and experts from the ranks of various safety organizations and public safety bureaus were called into service to establish a Nation-wide accident prevention program in the shortest possible time. Most of these safety engineers were lent to the Government without cost or with part of their salaries paid by the companies from which they were obtained. During this formative period assistance was sought from and was willingly given by such agencies as the United States Bureau of Mines, the National Bureau of Standards, the United States Public Health Service, and various State departments of health and industrial safety. In spite of various difficulties, provisional safety organizations were operating in nearly all States by the middle of January 1934, and 2 weeks later the program was functioning throughout the country.

Another reason for promoting organized safety effort in the work relief program was the fact that the costs of accidents were to be paid from funds appropriated to relieve unemployment. Provisions of the various emergency relief appropriation acts extended disability and death compensation benefits under the act of February 15, 1934, as amended, to all persons receiving security wages who sustained traumatic injuries as the result of accidents while in the performance of duty on work projects. Amounts certified by the United States Employees' Compensation Commission were set aside out of each appropriation to cover these payments. It was a matter of economy, therefore, to promote safety, and to apply all practicable measures for the prevention of accidents, in order that the funds intended for work relief wages might be conserved.

The safety organization adopted by the CWA included a national director of safety on the central administrative staff in Washington, a director of safety in each State, a safety inspector in each district, and job safety inspectors on all large or hazardous projects that required full-time safety inspection. Bulletins and instructions on safe practices were issued for the guidance of supervisors and foremen, and representatives of the safety division made frequent inspections of all projects to insure compliance with applicable regulations. Protective equipment was provided for workers engaged in hazardous tasks, first-aid training courses were conducted through the cooperation of the American Red Cross, and adequate first-aid facilities were maintained on all jobs for the care of the injured. An educational campaign was conducted in each State to promote interest in safety, and workers were encouraged to cooperate in correcting conditions that were producing accidents on projects.

As a result of these measures, the CWA ended its operations in April 1934, with cumulative fatal and disabling injury frequency rates much lower than those for the first month of the program. From November 1933 through March 1934, there were 375 fatal injuries and 48,000 disabling injuries, with a frequency rate of 0.31 and 40.25, respectively, in more than 1 billion man-hours worked.

### Safety Measures in the FERA Program

As the CWA program drew to a close in April 1934, work relief projects were carried forward by the work divisions of the State emergency relief administrations. Safety efforts were continued and to some degree expanded under the FERA, though under certain difficulties. The Civil Works program had been federally operated, and it had been possible to exercise considerable Federal control over the safety organizations of the 48 State Civil Works Administrations. The work relief program of the FERA, which followed, however, was not a Federal program. Federal funds were made available to the States, and each State conducted its own operations—subject, however, to general Federal supervision. State safety directors had to be approved by the FERA, and bulletins relative to the prevention of accidents were issued from Washington. But workers injured on State FERA projects were not entitled to Federal compensation benefits; and it was all

the more imperative that a sound safety program be conducted in each State.

The CWA program had served as a training school in developing many persons who later, with the benefit of knowledge gained in subsequent work relief programs, became outstanding in the safety field. The safety organization that had been developed by the CWA was therefore kept almost intact. Workers had become more accustomed to their work relief jobs, and considerable progress was made in training supervisors and foremen to foresee and eliminate hazards before accidents could occur. Under these conditions it was expected that the frequency of injuries would more nearly correspond to the rates experienced by private industry.

The progress of accident prevention was retarded, however, by the special conditions of the FERA program, which required staggered hours of work to meet the relief budget allowances for each family. For example, a laborer with the same number of dependents as a bricklayer might be allotted the same budgetary deficiency, but, because of the difference in wage rates, the laborer would be obliged to work about twice as many hours as the bricklayer to earn as much money. A skilled worker with few dependents would be permitted to work only a small number of hours. Thus three or four different men would often be required to fill one job during a month of operations. Not only did this make personal safety instruction more complicated, but it was difficult to supervise and maintain the interest of workers who had not been able to keep in touch with all phases of the job. The accident frequency rates were only slightly lower than they had been in the CWA period. For the period April 1934 through June 1935 the frequency rate for fatal injuries was 0.25, or 266 fatal injuries for more than one billion hours worked. Disabling injuries in this period totaled 43,320 with a frequency rate of 40.00.

### The WPA Safety Program

It was clear that safety would have to be more closely related to operating functions if safety records were to be greatly improved. When work projects, as set up under the WPA, again came under the direct control of Federal authorities in 1935, the status of the safety organization and the techniques of the safety program were critically examined with a view to developing more effective methods of accident control.

Executive Order No. 7046, prescribing rules and regulations relating to wages, hours of work, and conditions of employment under the ERA Act of 1935, provided in part as follows:

(a) No person under the age of sixteen (16) years, and no one whose age or physical condition is such as to make his employment dangerous to his health or safety, or to the health and safety of others may be employed on any work project. This paragraph shall not be construed to operate against the employment of physically handicapped persons, otherwise employable, where such persons may be safely assigned to work which they can ably perform.

(f) All works projects shall be conducted in accordance with safe working conditions, and every effort shall be made for the prevention of accidents.

This clear statement of policy, emphasizing the importance of safety as a function of supervision, served to strengthen all accident prevention activities, and full administrative support was thus enlisted in an intensive campaign to reduce the costly toll of accidents in the new work program.

The WPA safety organization differed in many respects from its predecessors in the CWA and FERA programs. Instead of being a separate administrative division, it was placed within a division which had related functions. At the beginning of the program it was placed in the Division of Labor Management, but later in 1935 it was transferred and established as a staff section of the Division of Engineering and Construction in Washington and in the states.

The Safety Section in the central administration included one principal safety engineer who acted as the director of safety and as a technical adviser to the chief engineer, one senior safety engineer who acted as the assistant director of safety, one associate statistician, and such clerical personnel as was required to process the large volume of reports received from the field. Four field safety representatives on the central administrative staff were assigned to coordinate accident prevention activities of the various State Work Projects Administrations and to assist the chief regional engineers in promoting safety. The need for this field staff was determined largely by the volume of project employment, and its services were discontinued in 1940.

The Safety Section of the Division of Engineering and Construction in each State was headed by a State safety consultant, who served in the capacity of a technical assistant to the director of that Division and as a technical adviser to the State administrator and other officers of the State administration on all matters pertaining to safety. Safety representatives in each State Safety Section had the duty of coordinating and promoting accident prevention activities in all districts; and full-time safety inspectors were assigned to large or hazardous projects as before. All supervisory employees were held strictly responsible for the safe conduct of work under their supervision, and engineers included safety in their regular reports of inspection. Under this plan of organization, the safety function was performed as an integral part of operations and on the same line of authority.

Regulations relating to safe practices were established for all types of projects, and compliance with these standards was mandatory. In the preparation of safety instructions, the Safety Section utilized the results of past experience as contained in codes compiled by recognized authorities in the accident prevention field. The task, however, was not entirely the easy one of borrowing, for it was often necessary to draft entirely new instructions to meet conditions unknown in private industry and consequently not provided for in existing codes. Special precautionary measures were necessary for city workers assigned to projects requiring them to work and live in rugged mountain or other remote areas; for workers handling highly combustible and explosive chemicals to eradicate noxious weeds; for those using arsenic solutions

on grasshopper or Mormon cricket control projects; and for many other unusual types of activities.

Specifications for protective equipment; proper methods of handling materials; care and operation of trucks; shoring and bracing of excavations; operation of quarries and pits; explosives and blasting; tree trimming and felling; steel and concrete erection; building demolition; use of hoists and derricks; safe loads for ropes and chains; steam boilers and mechanical equipment; scaffolds, platforms, and ladders; fire protection; and the proper use of hand tools—these are only a few of the subjects covered by safe practice rules developed for the protection of workers on WPA construction projects. Similar instructions were issued in connection with sewing projects, canning projects, vocational training shops, and welfare and recreational activities conducted by other divisions of the central administration. No conflict was experienced when State or municipal laws differed somewhat from Federal safety provisions, as the more detailed and comprehensive provision was always followed.

Project proposals were reviewed for safety and health provisions in the States before they were approved, and sponsors were fully informed regarding safety requirements. In some instances, WPA projects were conducted under the direct supervision of superintendents employed by the sponsors, who were in no way relieved of responsibility for maintaining safe working conditions and for preventing accidents and injuries to workers. Safety appliances and protective equipment, such as goggles, dust respirators, gas masks, life belts and lines, safety hats, toe and shin guards, and many other devices, were provided and used wherever necessary to safeguard workers. The use of such equipment not only reduced the number of accidents, but made possible an increased production per man-hour of work.

Regulations required that all operating projects be inspected frequently by qualified personnel, and that immediate steps be taken to correct dangerous conditions and unsafe practices which might result in injuries to workers. All trucks and mechanical equipment used on projects were periodically inspected to insure their safe operation. From early in 1938, safety and mechanical inspections of all trucks and mechanical equipment were performed by equipment inspectors of the general service unit of the Supply Section. Buildings occupied by WPA employees, or used by them in connection with project activities, were inspected for accident and health hazards before WPA occupancy and monthly thereafter. Particular attention was given in these building inspections to such features as allowable floor loads, illumination and ventilation, sanitary toilet facilities, number and location of exits, and fire protection. Regular fire drills were conducted in all sewing rooms and other indoor projects, in order to insure the safe evacuation of buildings in case of emergency.

Fire prevention called for continuous and elaborate efforts. Many of the buildings used as WPA workrooms and offices had not been designed for such uses, and sponsors were often unable or unwilling to make such alterations or repairs as would afford proper protection. In the early days of the WPA the lack of adequate fire exits (as well as of adequate sanitary facilities and lighting) in some workrooms was a serious problem; later the

inspection of such buildings was rigidly enforced, and in all leases there was a clause assuring conformity to safety requirements.

Another safety effort that was carried on under many difficulties was that of insuring proper water supplies. On isolated projects there was a tendency to get water from the nearest rather than the safest source; and people accustomed to drinking water taken from rivers, irrigation ditches, and surface wells or untested wells, had to be educated in modern precautions. The need for using sanitary containers in transporting and storing water was more generally understood, and large milk cans or barrels were used. The most difficult part of the whole process was in persuading workers to use individual drinking cups instead of a common dipper or tin cup. A dust-proof sanitary water container was developed which also served as a portable drinking fountain, and its use on projects was promoted with some success.

Every accident occurring on a WPA project, or involving WPA employees during working hours or while en route to or from work, was reported by the project foreman, regardless of whether or not anyone was injured or of the nature or severity of the injuries sustained.

When it was determined by experience that an immediate analysis of all accidents, including those resulting only in first-aid and no-lost-time injuries, was valuable in accident prevention work, an entirely new recording system was developed, which was known as the Safety Inspection and Accident Control Record. Visible index record cards covering a fiscal year were set up in a flexible ledger for every project, and through the use of a code system, color scheme, and colored tabs, current information on the causes of accidents by project, types of work and location, and foreman in charge of work was always available. A space was provided to indicate the dates during the year on which projects were inspected by safety representatives and any recommendations made for the correction of unsafe conditions. Colored tabs revealed the projects needing attention. This assisted both operating and safety personnel to plan inspection itineraries. All accident reports were analyzed and classified, and tabulated data on accident causes with recommendations for their elimination were submitted promptly to responsible authorities in charge of the work. A complete investigation of each serious accident was conducted by the local accident control board, in order to determine the cause of the accident and the corrective measures required to prevent a recurrence. These investigations revealed many unusual hazards and the recommendations of the accident control boards were fully utilized in developing new methods of accident control. In addition to this accident information, monthly reports of project inspections and of other activities of the State Safety Sections were forwarded to the central administration for review to determine the adequacy of safety personnel and program facilities.

There were many troublesome problems outside the sphere of ordinary occupational accidents with which the safety program had to be concerned. Owing to the amount of work done in brush and undergrowth, there was always considerable exposure to poisonous vegetation. During the CWA program, many workers had suffered

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infections from this source; under the FERA, the influence of the hazard had been gradually reduced; and, in the WPA program, only a very small percentage of all injuries was attributable to such exposure. In some areas that were badly infested, the danger was entirely eliminated by spraying the growth with Diesel oil or saline solution ahead of the working crews.

Bites by venomous snakes and poisonous insects represented another hazard. A few of the items indicating the extent to which measures had to be adopted to guard the health of project workers are protection against frostbite, sunstroke, and heat exhaustion; protection for men working in water; watchfulness against contagious diseases; provision of pure drinking water and sanitary toilet facilities; mosquito control; and regulations governing the operation of work camps. The advice and assistance of State and local health authorities were fully utilized in the promotion of health and sanitation measures throughout the program.

Constant attention was given to the protection of workers who were handicapped by some physical disability or disease. In addition to the care exercised by placement officers of the Division of Employment, all WPA foremen were instructed to watch their workers closely and to assign workers only to tasks that were suited to their age and physical condition. Supervisors also were required to refer back to the assignment office any worker who was obviously physically unfit for the project to which he was assigned. (See p. 17.)

A serious problem arose in connection with accidents that occurred while workers were en route to or from projects. The United States Employees' Compensation Commission, in Special Bulletin W. P. No. 24, dated July 13, 1937, ruled that all persons receiving security wages would be considered in the performance of duty while going to or returning from the place of employment and would be entitled to compensation benefits. Thereafter, no distinction was made by the Commission between an injury sustained on a project during working hours and an injury sustained while following the most direct route to or from work. This ruling of the Compensation Commission greatly increased the normal compensation costs to the Federal Government by extending benefits in the case of workers who were killed or injured as the result of exposure to off-project hazards over which the WPA could exercise little if any control. Every effort was made to reduce this danger by requiring sponsors to furnish adequate and safe transportation for workers assigned to remote projects where common carrier facilities at reasonable fares were not available, and in many instances such transportation was provided by the WPA and charged to the cost of projects. Regardless of these precautions, more than 1,000 workers were killed in accidents which occurred while they were en route to or from their work locations, and this experience accounted for a large percentage of all death claims approved by the Commission during the WPA program.

Among the difficulties encountered in the attempt to provide safe transportation for workers was the laxity in the local enforcement of motor-vehicle laws. WPA safety efforts, however, effected in the long run a permanent change in the attitude of many sponsors and local officials

who had previously been unwilling to cooperate in the enforcement of transportation safety regulations.

Work camps presented some special safety problems. These camps were administered well or badly in accordance with the degree to which their particular administrative staffs understood the needs and hazards of such camps; thus, while some camps were substandard, many others could be described as ideal. The smaller camps were more difficult to operate than the larger ones. In well-administered camps, the persons selected for employment were given a physical examination to determine whether they were free from communicable disease and able to endure the rigors of camp life. In order to prevent needless travel, the examinations were conducted near the worker's place of residence. Approved transportation was furnished; strict health and sanitary measures were adopted; and agreements were negotiated with State and local welfare organizations to handle emergency cases of illness. Doctors paid by the sponsor or the Federal Government made regular visits to the camp infirmary to treat minor illnesses. Laundry facilities, shower baths, and recreation were provided for the workers. The camp superintendent, under the direction of the project superintendent, was responsible for establishing rules for the operation of the camps.

Work done for the WPA by private contractors under rental contracts on a production basis, though never widespread, amounted in some States to a considerable part of the program; and the WPA's safety regulations were made applicable to all such contract work. Safety bulletins relative to the kinds of work being done were supplied to the contractor, and regular safety inspections were made of contract operations. The inspections showed the need for these services. Contractors were at first inclined to resent these efforts; but they gradually accepted and then welcomed WPA safety work.

The WPA safety program reached all projects and activities by means of an intensive and continuous educational campaign which was intended to stimulate interest in accident prevention at each level of supervision and among the project workers themselves. Conferences and meetings were held to instruct supervisors and foremen in safe methods and safety procedures, and workers were taught safe practices by their foremen on the jobs. Appropriate safety posters were prepared and distributed for display on all work projects, and a Nation-wide safety contest was conducted to stimulate and measure improvements in accident trends.

Immediate first-aid care of injured workers is essential to any safety program. Such care prevents minor wounds from developing into serious cases and reduces the compensation costs. In order to qualify WPA foremen and workers for this service, a first-aid training program was conducted in each State. It is estimated that with the help of the American Red Cross and the United States Bureau of Mines, more than half a million project employees had been taught the principles and methods of proper first-aid since the beginning of work activities in 1933.

The results of these accident prevention activities are reflected in the injury experience of the WPA. From the beginning of the WPA in the summer of 1935, through

December 31, 1942, an average of approximately 2 million persons worked nearly 19 billion man-hours on more than 300,000 projects throughout the United States. During this period, accident fatalities occurred on projects at the rate of one death to 9 million man-hours of exposure, and the frequency rate of injuries causing disability of one day or more was less than 20 per million man-hours worked.

Since a large percentage of the man-hour exposure in the WPA program was accumulated on engineering and construction projects, it is reasonable to compare WPA injury experience with that of the private construction industry. However, it is recognized that many private construction operations are subject to some hazards not experienced on the usual WPA project. Production pressure on projects operated for profit is likely to be higher than on work relief projects. Moreover, some of the more hazardous kinds of construction and more highly mechanized jobs were not considered suitable for work relief employment. The cumulative disabling injury frequency rate on WPA construction projects for the 3 years ending December 31, 1942, was 25.31 per million man-hours worked. The annual frequency rates of approved lost-time injuries sustained by employers of a representative group of large construction companies, as reported by the National Safety Council, show a rate of 30.42 for 1936. In 1937 the rate had dropped to 21.96 but increased in each of the following years and by 1940 had reached a point of 33.47. In 1941 it dropped to 27.11. These rates include both compensable and noncompensable injuries that involve any disability beyond the date of accident.

Two other important factors are to be considered when comparing WPA injury experience with that of private industry. Workers in industry are usually more carefully selected, so as to relate their current employment to their past work experience, and this tends to reduce accidents. Moreover, private industry generally employs only fully able-bodied workmen, who are less prone to accidents. Many injuries were sustained on WPA projects which might have been prevented had similar employment standards been required. Yet, when appropriate allowances are made, the accident record established by the WPA in all types of construction work compares favorably with the experience of private contractors and of other governmental agencies engaged in similar operations.

As might be expected, work relief safety statistics indicate the great improvement in the accident prevention work of the WPA as compared with that of the CWA.

On the earlier work program, with a hurriedly organized safety program, there was one fatal injury to each 3,200,000 man-hours of exposure, and disabling injuries occurred at the rate of 40.25 per million man-hours worked. Based on this expectancy, over 3,800 lives were saved and more than 350,000 disabling injuries were prevented by the additional training and safety measures initiated for the protection of workers on WPA projects.

Largely as the result of effective safety work, the frequency of accidents was reduced in the first year of the WPA program to a point which permitted the recession of a large portion of the funds made available to the United States Employees' Compensation Commission for anticipated costs of accidents. The total disbursements made by the Commission through December 31, 1942, in payment of claims arising from personal injuries sustained by WPA workers on projects and while en route to or from projects, amounted to less than \$37,000,000. This represents a cost of approximately 50 cents for each \$100 of WPA wage payments.<sup>1</sup>

The WPA safety program has been the subject of much favorable comment by the Nation's press and by safety authorities generally. The WPA held full membership in the National Safety Council and was commended by that organization for its leadership in the accident prevention field.

In addition to the reduction of injury frequency rates, any evaluation of the benefits derived from the WPA safety program must take into account its effect on the morale of the millions of workers to whom the measures adopted for their protection represented tangible evidence of the Government's interest in their health and well-being. Through the drive that was made to prevent accidents on projects, these workers became safety-minded in the truest sense of the word. As they took their places in private industry, they carried with them a knowledge of safe practices and an acceptance of personal responsibility which has contributed helpfully to the Nation's war effort.

The vast amount of experience in the application of safety measures gained during nearly 10 years in the operation of successive work relief programs—each involving many different kinds of work and employing millions of workers—will no doubt be of value in any future public works programs, should the necessity for such programs arise.

<sup>1</sup> Additional statistics on the WPA safety program are available in the *Final Report of the Division of Engineering and Construction* (mimeographed), No. 58077).

# SUPPLY METHODS AND PROPERTY ADMINISTRATION

WHEN the President issued Executive Order No. 7034, dated May 6, 1935, in which he established the WPA, he also placed the responsibility for the purchase of all materials, supplies, and equipment for the entire Works Program, including the WPA, in the Procurement Division of the Treasury Department. This arrangement went into effect at the beginning of the WPA operations and was continued throughout the existence of the program.

Materials, supplies, and equipment of many kinds were required in the operation of WPA projects. Most of the materials and equipment needed were furnished by the sponsors of projects as part of the contribution which they were required to make to project costs. WPA funds, however, were used to cover a part of the nonlabor costs of projects, including the purchase of materials and supplies and the rental or purchase of equipment. Through October 31, 1942, a total of \$3,439,312,000 was spent for nonlabor purposes from WPA and sponsors' funds for projects operated by the WPA. About 67 percent, or \$2,311,856,000, was from sponsors' funds, and 33 percent, or \$1,127,456,000, was from WPA funds. (See appendix table IX.) The WPA did not furnish any equipment that the sponsor was able to furnish; and the WPA purchased heavy equipment only when it could not be rented on satisfactory terms.

Although the actual purchasing or rental of materials, supplies, and equipment was handled for the WPA by the Procurement Division of the Treasury Department, the WPA was responsible for deciding what property should be purchased or rented, for preparing specifications and requisitions for such property, and for its custody, warehousing, transfer, and disposition. At the beginning of the program it was necessary for the WPA to develop various methods for the administration of these functions. A centralized supply section was established under the authority of legislative provisions included in the Emergency Relief Appropriation Act of 1937.

In conducting the vast construction program on a force-account basis, it was desirable to have a revolving fund for the centralized purchase and distribution of materials, supplies, and equipment. The President, in Executive Order No. 7151, dated August 21, 1935, had established such a revolving fund, through an allotment to the Secretary of the Treasury from appropriations under the ERA Act of 1935. The accounting arrangements proposed by the Treasury were, however, disapproved by the Comptroller General in a decision (A-65773, October 4, 1935) which found such accounting methods not in accordance with the law. A method of accounting which would have

been possible under the Comptroller's decision was so complicated that it would have hampered the actual use of a revolving fund; property owned by one project could be made available for use by another project only by a process of transfer with an exchange of funds which involved a great amount of detailed bookkeeping. This process was so cumbersome and expensive as to be impracticable and it was not put into effect. The actual use of revolving funds for this purpose by the WPA was delayed until the President, in the ERA Act of 1937, was authorized to prescribe rules and regulations for the establishment of these funds.

In the meantime, supplies and equipment were acquired as needed by individual projects through requisitions submitted directly to the Procurement Division of the Treasury Department. The WPA also had at its disposal a large amount of supplies and equipment left over from the work relief operations of the FERA. In those States in which the work relief program of the FERA was federally administered, the property purchased for project operations (and not incorporated into projects) belonged, of course, to the Federal Government. Other property of the same kind, such as trucks, tools, and other equipment, had been purchased by the Federal Government for use in the CWA program; this had subsequently been granted by the FERA to the various State emergency relief administrations and therefore became State-owned property. Other such property had been purchased by the various State emergency relief administrations with Federal funds granted to them by the FERA, but its ownership was vested in the State governments. Thus in legal fact most of this property belonged to the States. But, after the work relief activities of the State emergency relief administrations were supplanted by the WPA program in 1935, the States had no immediate use of their own for this property, and they turned it over to the WPA as part of the State and local contribution for use in WPA project operations.

From the beginning of the WPA program in 1935 until the passage of the ERA Act of 1937, the WPA had no centralized method of acquiring tools, equipment, or supplies, nor was centralized warehousing and repair of such property practicable under the limitations established by law for administrative expenses. Individual projects requisitioned, received, stored, and repaired such property and used what was made available by the State work relief organizations. Pending legislation for the operation of supply warehouses, there was set up a system of inventory control with respect to property owned by the WPA

through its individual projects. This system, modified to conform to later developments in property acquisition and use, became a permanent feature of the WPA supply system. The problem of maintaining adequate inventory controls in the WPA was exceedingly difficult. WPA expenditures on tools and materials were not only limited to a certain proportion of project costs, but were limited to funds made available in the current fiscal year, so that it was necessary to account for these expenditures by fiscal years. Moreover, some kinds of property purchased by the WPA (such as building materials) were incorporated in projects which when completed became the property of the sponsors. Other kinds of property purchased by the WPA (such as tools) wore out and became unfit for further use. WPA records had to account for each item satisfactorily, show where it was and what part of the organization was responsible for its custody or indicate what had become of it. In order to relieve the organization of further responsibility for lost or unserviceable property, a survey procedure was established, based on that used by the United States Army; this involved formal reporting of loss or damage of items of WPA property, and final determination by a responsible administrative official of questions of negligence and restitution.

In the absence of any centralized revolving fund for the purchase, rental, warehousing, and distribution of property, the WPA organization in Southern California and in other State administrations experimented with centralized warehousing and repair, utilizing the funds of large State-wide projects for this purpose, and charging other projects for services rendered to them. This was a modification of the "tool account" of the Corps of Engineers of the War Department, which was found to be more nearly suited to WPA requirements than any comparable arrangements in other Federal agencies. This arrangement was the basis of the accounting method set up in 1937 by the WPA in collaboration with the Bureau of Accounts of the Treasury Department.

The ERA Act of 1937 authorized the President to establish special funds in the nature of revolving funds for use in the purchase, repair, distribution or rental of materials, supplies, equipment, and tools. Regulations governing operations under this revolving fund were developed in agreement with the Bureau of the Budget, the Bureau of Accounts of the Treasury, and, where necessary, with the Procurement Division of the Treasury. This came to be known as the supply fund.

Through inventory accounts in the supply fund, the WPA was in a position legally to receive, own, and handle property turned over from the States or acquired from its own individual projects. A special "donated property received" account was established for this purpose. Projects were reimbursed for the value of property transferred to the supply fund inventory, if it had been originally purchased with funds of the current appropriation act. If purchased with funds of a previous act, the property was "donated" to the supply fund inventory account.

The supply fund was a Nation-wide account, but it was handled through a system of State authorizations, an arrangement consistent with local management of inventories by the individual State administrations. All

property was owned in the national supply fund account, which permitted the movement of property between State administrations when necessitated by changing conditions of unemployment.

The establishment of this legislative authorization and the development of rules and regulations for the administration of supply functions resulted in putting into general use the tools, materials and equipment, warehouses, and repair shops hitherto left unused after the termination of individual projects. This prevented a duplicate purchase or rental of property or equipment where the same item could be made to serve more than one individual project.

A supply section, which consisted of a general service unit and a direct service unit, was organized in each State administration. The general service unit performed the control functions of the supply section, which included the preparation of requisitions and other documents; the operation of warehouses and other depositories for the storage of property owned within the supply fund inventory account; the maintenance of a centralized service for transporting property to and from warehouses and projects; the maintenance of inventory records and the keeping of detailed accounts for the supply fund. The total monthly general service expense was prorated to projects in accordance with a group classification in which the customary use of the services was given a fixed rating from 0 to 100 percent. The cost of performing these general supply services during the operation of the program in all States averaged about 75 cents a month for each worker employed on operating projects. The cost of these general supply services was lower per worker in States with a large employment and higher in States with a small employment, because a minimum of basic facilities, equipment, and personnel was needed to operate warehouses, regardless of scope.

All implements or tools and construction and automotive equipment for general use of operating projects were owned within the supply fund account. Thus they could be moved to any location where needed and used on a "cost of ownership" basis, without an exchange of funds for full value, as would be necessary if the equipment was owned by individual operating projects and transferred where needed. Separate direct service activities were operated under the Supply Section in each State administration, one for the handling of implements and the other for equipment. The type of projects operated by the WPA required a stock of implements or tools with a value of approximately \$5 per worker. The handling of these implements was one of the largest activities of the Supply Section. It involved maintaining a stock of tools in workable condition, taking them back and forth between warehouses and projects, and keeping accurate records. The cost of this direct service activity, including the cost of normal depreciation, repairs, improvements, and replacement of implements by purchase, was covered by a monthly charge which averaged 10 cents a month for each worker employed.

Construction and automotive equipment owned by the supply fund account and maintained by the direct service account was made available to operating projects on a rental basis. The rental rates charged were determined in accordance with a standardized "rental rate formula,"

which included depreciation, cost of repairs, and management overhead, with no profit. All equipment rental rates were related to equipment without operators. The wages of equipment operators were paid for by the project using the equipment. The average annual cost of the maintenance of construction and automotive equipment was 15 percent of the capital investment, and the average cost of supervision and overhead in handling such equipment amounted to 2 percent of the capital investment.

A materials and supplies account was maintained separately under the Supply Section, and all materials and supplies were made available to projects through direct sales at cost price. Only basic commodities of general use in the program were purchased at the expense of the supply fund account; most such purchases were made directly against the accounts of individual projects, the materials being delivered by the vendors directly to the project. The State administrations used their own judgment in determining which of the latter methods should be used in furnishing materials and supplies to operating projects.

In each State administration, requests from project superintendents and supervisors for materials or supplies were judged as to their propriety, checked as to the availability of project funds for payment, and approved or disapproved by a designated administrative official of the operating division. Approved requisitions were forwarded to the general service unit of the Supply Section, which was then responsible for effecting the delivery of property. The requisitions were first checked against warehouse stocks, and the items available there were transferred and delivered to the project. Only items not available in the warehouses of the Supply Section, or in surplus stocks available on other projects, were formally requisitioned for purchase through the Procurement Division of the Treasury.

In order to meet the demands of projects promptly, a reasonable stock of property commonly in request was maintained in warehouses. These warehouse stocks were acquired partly by purchase through the Procurement Division of the Treasury and partly by donation or purchase of property no longer needed by projects. The requirements of State-wide or other large projects for basic commodities were made known in advance to the Supply Section, and so far as was practicable these items were requisitioned for purchase in bulk and were charged to the operating units when deliveries were made. Most requisitions for purchase, however, were charged to the accounts of the projects making the requests, and the materials were delivered directly to the projects.

An inspection unit was maintained within the Supply Section of each State administration. This unit was responsible for the prompt inspection and acceptance or rejection of all property acquired by purchase and the prompt rendition of reports to the Procurement Division of the Treasury Department on property accepted or rejected. Project superintendents or supervisors executed receiving reports, and when qualified, passed upon the quality of the property for conformance with purchase contract specifications. Trained personnel of the Supply Section inspection unit performed this function when necessary.

Appropriate reports were made and forwarded promptly to the Procurement Division of the Treasury, where payment to the vendors was made within the discount dates. Payment was made only after such formal certification of inspection and acceptance. The WPA notified the Procurement Division of the Treasury whenever vendors repeatedly delivered materials that did not meet specifications, and such vendors were excluded by the Procurement Division from further bidding on Government business.

Until late in the program there was a dual control of the operation of the supply fund, through a supply manager in each State Division of Engineering and Construction and a property accountant in each State Division of Finance. While this control provided checks and balances, the difficulties of coordination of such a program led to the establishment of a separate Division of Supply. The experiences in operating the program proved that even though the Procurement Division of the Treasury had the responsibility for the purchasing and rental of materials, supplies, and equipment, the WPA had many responsibilities which ultimately justified the establishment of a separate administrative Division of Supply responsible for the controlling of all supply functions except the actual purchasing or renting.

In the central administration, after a brief period of dual control, a single Supply Section was established under the direct supervision of the assistant commissioner in charge of the Division of Engineering and Construction. A field staff of traveling examiners operated between the central administration, the regional offices, and the state administrations. In August 1942 a separate Division of Supply was established in the central administration under a director who was responsible to the Deputy Commissioner. The responsibilities of the Supply Section in the central administration, and later of the Division of Supply, were concerned in general with the determination of policies and regulations and the maintenance of a central control of the expenditures for the purchase of new construction equipment and machinery. The State administrations desiring to purchase construction machinery and equipment were required to submit requisitions to the central administration with complete detailed justifications for the purchase of such equipment in lieu of the normal procedure of renting equipment needed in the operation of projects. Only the Commissioner of Work Projects or his designated representatives (the chief engineer and the director of the Division of Supply) were empowered to decide that such equipment should be purchased instead of rented. The ERA Act of 1939 and subsequent appropriation acts prohibited the purchase of heavy construction equipment in any case in which such equipment could be rented at prices found reasonable by the Commissioner.

The Procurement Division of the Treasury in its cooperative arrangements with the WPA, established State procurement offices having jurisdiction coterminous with those of State WPA offices. On receipt of WPA requisitions, the procurement offices issued invitations to bid, received bids on specified dates, and awarded contracts or purchase orders to the lowest bidders. When the items

requisitioned were delivered, they were inspected and accepted or rejected by WPA inspection officials, who certified acceptance or rejection on a procurement form; and this form was used by the procurement offices as the basis for issuing vouchers for payments to vendors. Thus the WPA had no direct relationship with the vendors, except in receiving the items purchased or rented.

The awarding of purchase orders and contracts only after advertisement for competitive bids resulted in many delays in the acquirement of supplies and materials by the WPA.<sup>1</sup> Purchase orders, moreover, were sometimes issued to low bidding vendors remote from project operations, and the long-distance transportation resulted in further delays which were so costly to the WPA that they wiped out any savings realized from lower prices in remote markets. It appeared that the system of supply required revision in the interests of efficiency and economy, and plans were made for such a revision. However, the WPA program was liquidated before these plans could be put into effect. The new plan called for the transfer of certain procurement activities to the WPA, and the use of the services of the Procurement Division of the Treasury whenever needed, especially for items requiring centralized purchase in distant markets.

The Procurement Division of the Treasury was responsible also for the disposition of the surplus property of the WPA, by allocation to other Federal agencies, or by sale or destruction. The procedure was slow; the interval of time between the formal declaration of WPA surpluses to the Procurement Division of the Treasury and the ultimate disposition of the property was seldom less than 6 months and was frequently as long as a year. In normal times these delays were of no great importance, except that they involved heavy storage charges which had to be paid by the WPA. Under war conditions, such delays could not be justified. The WPA was in possession of much surplus property that was greatly needed by other Federal agencies for war work, and it developed a method of disposal suited to these conditions. Surplus WPA property was turned over to the custody of the Army, the Navy, and other Federal war agencies on the basis of memorandum receipts, the property being subject to return to the WPA upon reasonable notice. The property was then declared surplus to the Procurement Division of the Treasury, and this declaration was accompanied by the signed memorandum receipts, together with a request that the formal transfer of the property be authorized. Prior to November 16, 1942, the value of property which had been declared surplus by the WPA and for which memorandum receipts were delivered to the Procurement Division of the Treasury totaled \$4,181,568.

More definite arrangements for the disposal of all Federal property were made in the fall of 1942. The Presi-

dent's Executive Order No. 9235, dated August 31, 1942, placed upon the Bureau of the Budget the responsibility for the disposition of all Federal surplus property, and upon the Procurement Division of the Treasury the responsibility for the warehousing, rehabilitation, and physical distribution of such surplus property. The liquidation of the WPA created a large surplus which the Procurement Division of the Treasury was not prepared to handle. By arrangement with the Secretary of the Treasury and the Bureau of the Budget, WPA warehouses, custodial personnel, and supply funds, as well as WPA property, were made available to the supervision of the Procurement Division of the Treasury until June 30, 1943, for the purpose of liquidating WPA property.

Within 30 days after the scheduled closing dates for projects in the States, all remaining WPA property had been declared surplus and was transferred, with necessary custodial personnel, to the supervision of the Procurement Division of the Treasury. On the basis of appraised values, it is estimated that there will be deposited to miscellaneous receipts of the Treasury approximately \$19,180,000. This amount distributed by major categories includes: property (equipment and supplies) of engineering and construction projects, \$8,847,000; property of service and training projects, \$6,058,000; and administrative property, \$4,275,000. In addition to the amount mentioned above (\$19,180,000), property valued at approximately \$4,053,000 was transferred directly to the constituent administrations of the Federal Works Agency. This amount will likewise be transferred to miscellaneous receipts of the Treasury.

A good deal of training of personnel from the administrative down to the project storekeeper level was necessary before efficiency was attained in the administering of WPA property. Property consciousness had to be instilled in the minds of all employees having Federal property in their custody. Loose practices had to be overcome; and, on the other hand, excessive paper work had to be avoided. A system was developed by which all property was economically handled and properly accounted for; and in any location, at any time, it was definitely known what property was owned by or was in the custody of the WPA, and where and in whose custody the property was. The current value of the inventory was always known and a matter of record. Every item of WPA property had been fully accounted for when the WPA was liquidated.

Wide recognition throughout the Federal Government was gained by the procedures used by the WPA in regulating the handling of property, the operation of its supply fund account, the survey procedure for dealing with lost or damaged property, and its system of inventory controls and records. Some of the procedures were original with the WPA and others were refinements of procedures used by other agencies. Many Federal agencies took over these procedures and methods as developed by the WPA and used them for comparable purposes of their own.<sup>2</sup>

<sup>1</sup> All ERA acts exempted purchases in the amount of less than \$300 from the statutory provision (sec. 3709 Revised Statutes, 41 U. S. C. 5) requiring that governmental purchases be made only after advertising for competitive bids. The Treasury, however, advertised for competitive bids for purchases in even these exempted amounts, except in emergency cases.

<sup>2</sup> A more comprehensive report on WPA supply methods and property administration is available in the library of the Federal Works Agency in Washington, D. C.

# THE WORK OF THE DIVISION OF INVESTIGATION

WHEN, in the spring of 1933, arrangements were first made for Federal grants to States to assist in a program of relief and work relief, no special provision was made for investigating charges of fraud and other criminal irregularities in the expenditure of funds. During the CWA period, however, and again in the following FERA period, investigation of complaints was carried on by small staffs of examiners, inspectors, or other officials of the Federal, regional, or State organizations. At that time, investigators from the Federal Bureau of Investigation or the investigating unit of the Public Works Administration were called in to handle serious cases. When misuse of relief funds was established by these investigations, there was some uncertainty as to whether or not State courts had jurisdiction in criminal cases relating to funds granted by the Federal Government to the States.

In October 1934 a Division of Special Inquiry was set up in the Washington office of the FERA. This was the first step toward coordinating investigative activities under a centralized control. During the period of the FERA, Federal relief funds were held to be State funds after they had been granted to the Governors. The Division of Special Inquiry investigated serious complaints through a small group of investigators working out of Washington and obtained information which was brought to the attention of the State Governors or attorney generals. It was sometimes difficult to secure any State action in regard to the irregularities uncovered by investigation. The only Federal power to secure enforcement of proper standards in the administration of funds granted by the FERA was the power to withhold further relief grants, and in some States it was necessary to set up a federally controlled and operated program.

The Division of Special Inquiry of the FERA operated for a little more than 6 months. Early in 1935, the Division was carried over into the newly organized WPA, where it was given duties of wider scope under the title of the Division of Investigation. In the WPA program the funds provided by the Federal Government remained under Federal control, and there could be no doubt of the responsibility of the Federal Government for their proper expenditure. In the Executive order establishing the WPA, this agency was specifically empowered to "establish and operate a division of progress investigation, and to coordinate the pertinent work of existing investigative agencies of the Government, so as to insure the honest execution of the work relief program."

## Functions

The Division of Investigation was a central administrative unit solely responsible for investigating complaints of

fraud and other criminal irregularities in connection with WPA activities; the WPA issued a regulation prohibiting the employees of the various State administrative offices from conducting such investigations. The director of the Division was responsible directly to the Commissioner of Work Projects, and the field officials were responsible to the director in the central administration.

The functions of the Division covered the investigation of all complaints alleging fraud or loss to the Government or violations of Federal statutes as they applied to the expenditure of Federal funds. More specifically, these functions included the handling of complaints alleging that funds were being diverted to other than public benefit; that false statements had been made in obtaining allocations or benefits from Federal funds; that pay rolls for personal services were being padded; that false compensation claims had been filed by WPA employees; that fraud existed in competitive bidding on Government contracts; that vendors to the Government were not delivering goods or materials in accordance with their contracts; that forgery had been committed in work assignments, time reports, or other official documents; and complaints of extortion, kick-backs, theft, embezzlement, bribery, and collection of illegal fees. The Division later investigated violations of the Hatch Act (Public Law 252, 76th Cong., as amended) and violations of sections of ERA acts relating to political activities. It also investigated questions of fact arising under ERA acts prohibiting the WPA from giving employment to aliens or members of certain groups designated as subversive.

The Division also conducted, at the request of the Commissioner, special investigations that were not confined to matters of a criminal or fraudulent character. Complaints of matters involving questions of administrative policy were, in general, handled by other departments, but the fact-finding reports of the investigating unit were often helpful in determining WPA policy and procedure. For example, as a result of cases investigated by the Division, new restrictions were placed in 1938 on WPA projects concerned with the extension or improvement of streets and utilities in relatively undeveloped urban areas. The WPA became more strict in its standards of eligibility for projects of this type in order to protect its funds from misuse.

Investigation of other complaints revealed that certain public facilities, after being constructed by WPA under proper sponsorship, reverted to or were transferred to private organizations, in contravention of the original and legally proper purpose of the projects. This was sometimes done by subterfuge; private organizations would arrange to have a municipality sponsor the erection of a building and after its completion the building would be handed over

by the municipality to the private organization. These facts were brought to the attention of the Congress by the Commissioner, and at his request the following provision was incorporated into the ERA act for the fiscal year 1941:

When it is found that as a result of bad faith, fraud, or misrepresentation on the part of the sponsor, any land, building, structure, facility, or other project, or any part thereof, upon which funds appropriated in this joint resolution have been expended, is used, transferred, or disposed of without retention and control for public use, the sponsor of the project and the person or organization to which the land, building, structure, facility, or project has been sold, leased, or given, shall be liable, jointly and severally, upon demand of the Commissioner or his duly authorized representative, to pay over to the United States an amount equal to the amount of Federal funds expended on such land, building, structure, facility, or project.

Special instructions were then issued by the WPA to the various State administrators, pointing out that they would be held personally responsible for the careful scrutiny of project applications to assure conformity with this regulation.

The Division of Investigation was obliged to restrict its activities to cases in which definite charges had been made; it undertook no sample investigations or general inquiries with the purpose of bringing unreported irregularities to light. A constant source of investigative complaints was the project workers themselves. Most WPA workers were quick to resent the misuse of work relief funds and although many of their complaints were fancied, many were factual. Other complaints came from Members of Congress, from State and city officials, from other investigative agencies of the Government, from private citizens, and from officials of the Work Projects Administration. The Division, moreover, received intelligent anonymous letters as well as signed complaints; and although the investigation of such anonymous complaints was difficult, the Division gave them every consideration.

Complaints of thefts of property in the custody of the Work Projects Administration were ordinarily referred to local law-enforcement authorities, unless the complaint definitely indicated the persons responsible or involved employees of the WPA, or unless the Federal property alleged to be stolen was in excess of \$100. The Division of Investigation was not equipped for routine police work and attempts to do that kind of work would have involved expenses incommensurate with the results.

The Procurement Division of the Treasury Department was responsible for the rental and procurement of equipment and supplies used on WPA projects and paid for from Federal funds, but complaints of irregularities in procurement were ordinarily investigated by the Division of Investigation of the WPA. Some of these cases involved considerable amounts of money, particularly in the rental of heavy equipment at high hourly or daily rates, or in contracts calling for the delivery of large amounts of such materials as cement, crushed stone, or fill. During the last 2 years of WPA operations, the Division of Investigation had signal success in the handling of cases involving conspiracies to defraud the Federal Government in the sale of such commodities as paving materials or crushed

stone. These conspiracies consisted of illegal agreements by firms and individuals designed to create a monopoly in the sale of a commodity of this type to the Government, and thus, by eliminating competition and raising the price above a fair and normal level, to defraud the Government. Combines of this nature, particularly in the New York City area, were exposed through investigation and were prosecuted in Federal court.

Certain legislation enacted by Congress created new investigative duties requiring new techniques. The joint resolution by Congress making additional appropriations for work relief for the fiscal year ending June 30, 1939, provided that "no alien shall be given employment or continued in employment on any work project" of the WPA. This provision also required the signing of affidavits as to United States citizenship, such affidavits to be considered prima facie evidence of citizenship. Complaints based on this legislation were given prior review by the Division of Employment in order to determine in each case whether the execution of a false affidavit as to citizenship was willful or the result of misunderstanding or ignorance. Cases appearing to involve willful falsehood were turned over to the Division of Investigation; and cases in which the charge was substantiated by investigation were referred to the Office of the Attorney General and to the Immigration and Naturalization Service.

The ERA act for the fiscal year 1941, approved June 26, 1940, prohibited the employment on the work relief program of Communists, members of Nazi bund organizations, or members of any group which advocated the overthrow of the United States Government by violence or force. The provision was specifically as follows:

No alien, no Communist, and no member of any Nazi bund organization shall be given employment or continued in employment on any work project prosecuted under the appropriations contained in this joint resolution and no part of the money appropriated in this joint resolution shall be available to pay any person who has not made or who does not make affidavit as to United States citizenship and to the effect that he is not a Communist and not a member of any Nazi bund organization, such affidavit to be considered prima facie evidence of such citizenship, and that he is not a Communist, and not a member of any Nazi bund organization.

This provision, which was continued in the ERA acts for the fiscal years 1942 and 1943, required the extension of the Division's activities into a new and difficult field. On the one hand, many persons were ingenious in concealing their connection with subversive groups; and, on the other hand, this legislation gave rise to many malicious and unfounded complaints. Subsequent to July 1, 1940, the Division investigated and reported 2,616 cases arising under this legislation; and 414 WPA employees who were found to have made false affidavits were either dismissed or prohibited from obtaining further WPA employment. When the evidence was considered strong enough to warrant criminal prosecution, the case was referred to the office of the Attorney General.

The Division provided liaison between the WPA and the Federal Bureau of Investigation, the investigative unit of the Civil Service Commission, and the intelligence services of the Army and the Navy.

During its existence, the Division investigated and reported on a total of 17,352 cases. The complaints were administratively found to be substantiated in 8,811 of these cases; 2,215 cases were referred to the Attorney General; and administrative action in the form of dismissals, demotions, suspensions, reprimands, and debarments was taken in other cases against 4,496 persons. In still other cases, in which administrative action would have been taken, the persons involved had left WPA employment prior to, or during, the investigation, and this fact was noted on their employment records.

On November 9, 1942, the Division ceased to exist as a part of the WPA organization. Its personnel was consolidated with that of the Division of Investigation of the Federal Works Agency; and this latter organization provided investigative service for the WPA during its final months of existence.

## Organization

The central administration of the Division of Investigation in Washington was composed of a director, an assistant director, a staff of reviewers, and clerical assistants who handled the volume of reports from the field and maintained the extensive files developed in investigative work. The Director and his assistant were the operating heads of the Division. The reviewers were attorneys whose duty it was to examine all investigative reports with regard to their legal correctness and the completeness of the investigations and to prepare referrals of these reports for the proper authorities; they also handled the reports received from the field offices. The central administrative staff was not large and at no time exceeded 18 persons all told.

The field work of the Division was conducted through field offices, each with a field agent in charge, a staff of special field agents, and the necessary office personnel. During the early years of the Division of Investigation, its field organization had offices in 15 cities: Boston, New York City, Harrisburg, Washington, D. C., Atlanta, New Orleans, Nashville, Detroit, Chicago, St. Paul, Kansas City, Dallas, Denver, Portland, and San Francisco. In 1938 the areas of investigative work were changed so as to conform geographically with the regional organization of the WPA.

The Division of Investigation also used resident agents in the various field office territories throughout the country. Resident agents were special field agents of the Division strategically located in major cities throughout the Nation; they were responsible for investigative problems within their localities, under the direction of the field offices. This system proved highly effective; the investigator was immediately available, he was able to maintain constant contact with phases of the work program in his locality, and travel and per diem expenses for the Gov-

ernment were eliminated. When particularly difficult cases arose in the territory of a resident agent, he was assisted by other agents assigned from the field office with which he was connected.

The geographic distribution of field offices, broadened as it was by the services of resident agents who acted as outposts of the field offices, was particularly effective in that it created a convenient liaison between the Division of Investigation and the State and district offices of the WPA. The field offices were not responsible to the regional directors or representatives, but they worked closely with the regional offices and were of great assistance to these administrative units.

The personnel of the Division in each field office was composed principally of the special field agents who performed the actual investigative work, together with a staff of administrative officials and the personnel required for filing, clerical, and secretarial work. The number of agents in the field reached a top average of 73 men during the height of the work program in 1936 and 1937, and during the other years of operation averaged about 60 men.

Of the members of the Division of Investigation, some had formerly been agents of the Federal Bureau of Investigation, others had formerly been employed by other Federal investigative services, and still others were men with professional or business training; about 85 percent of the agents had training in varying degrees as lawyers, accountants, or engineers. The rest of the investigative staff was composed of young men, usually, who had a background indicating promise in this line of work and the necessary qualities of alertness and intelligence. These latter were employed, in effect, as apprentices, working with older and more experienced agents until they had developed the skill necessary to operate individually on their own assignments; some of them came to be among the Division's most capable investigators. Investigative work is primarily a young man's field. It requires mobility, long hours, enthusiasm, and inquisitiveness. The average age of investigators in the Division of Investigation was between 28 and 35 years.

A law degree was not regarded as essential in this work; but more than half of the Division personnel had either completed law school, were members of a State or Federal bar, or had attended law school. Legal training was recognized as valuable in this work; but so, too, was accounting or engineering training.

The effectiveness of the work of the Division was due not only to the individual capacities of its members, but also to the fact that centralized control and standard techniques could be achieved in a Federal program; and also to the fact that the Commissioner of Work Projects, the State administrators, and other administrative officials appreciated the value of the Division in helping to secure an honest execution of the work program.

# WPA DEFENSE AND WAR ACTIVITIES

**M**UCH of the work done by the Work Projects Administration in peacetime years was later recognized as being of military value to the Nation. This work included the construction and improvement of civil airports, the reconditioning of buildings and utilities at military and naval establishments, and the improvement of highways and roads.<sup>1</sup>

In June 1940, when national defense work was greatly accelerated, the WPA began to increase its work on projects contributing to national defense. In the war period, beginning in December 1941, the WPA directed its efforts as far as possible to projects of value to the Nation's war program.

## Provisions Facilitating WPA Defense and War Work

Congress facilitated the participation of the WPA in the national defense and war programs through provisions made in the ERA Acts for the fiscal years 1941, 1942, and 1943, and in Public Resolution No. 9, Seventy-seventh Congress, approved March 1, 1941. Projects certified by the Secretary of War or the Secretary of the Navy as important for military or naval purposes were exempted from certain statutory limitations. On certified projects it became permissible for the WPA to do construction work on buildings costing more than \$100,000 in Federal funds. Certified projects were excluded from the application of the requirement that one-fourth of the total cost of non-Federal projects in any State which were approved after January 1, 1940, must be provided from sponsors' funds. The Commissioner of Work Projects was empowered to exempt certified projects from the standard limitations on hours of work and schedule of monthly earnings. The Commissioner was also empowered to authorize supplementary WPA expenditures on the nonlabor costs of certified projects in excess of the standard limitation.<sup>2</sup> Funds for nonlabor costs of certified projects in excess of the usual limitations were provided in the ERA Acts for fiscal years 1941, 1942, and 1943.

These exemptions were not granted by the Commissioner on all certified projects, but only on those where it was necessary to facilitate or expedite project operations. The standard limitation on WPA hours of work was 130 a month, and the standard schedule of WPA wages was paid for this work-month; exemption from these limitations made it possible for WPA workers to put in more hours of work a month on certified defense or war projects. Sup-

<sup>1</sup> See section on engineering and construction projects beginning on p. 47; and for accomplishments on these projects, see appendix table XVI.

<sup>2</sup> The standard limitation was an average of \$6 per worker per month in any State.

plementary expenditures or nonlabor costs made it possible to rent or purchase the heavy equipment needed for expediting the work on such projects.

Certified defense and war projects were given priority in operation over all other WPA projects. State WPA offices were directed by the Commissioner to start work on such projects as soon as possible after approval and to complete operations as soon as available resources would permit. Priorities on critical materials required on certified projects were granted at the discretion of the War Production Board.

The Secretary of War and the Secretary of the Navy listed the following specific categories of projects as eligible for certification as of importance for defense and war purposes:

—Projects sponsored by the War and Navy Departments or their duly authorized officers.

—Construction and improvement work on landing field facilities at airports, and projects for the improvement of airways.

—Projects for the construction or improvement of roads, streets, bridges, and highways forming a part of the national strategic highway network or providing access to military or naval establishments or industrial establishments or industrial plants engaged in war work.

—Projects for the construction or improvement of Reserve Officer Training Corps or National Guard facilities (exclusive of buildings requiring more than \$100,000 in WPA funds).

—Projects for naval training facilities.

—The construction, improvement, and operation of public facilities and utilities in locations where needs had substantially expanded as a result of defense and war activities.

—Public health projects, approved by the United States Public Health Service, for work in the vicinity of military and naval establishments or in areas where work was being performed for the War or Navy Departments.

—Projects sponsored by the Federal Communications Commission for work in connection with radio monitoring stations.

—Engineering surveys and services for projects proposed under any of the above categories.

A few other projects, including salvage projects, also received certification as of importance for military or naval purposes.

## Activities and Accomplishments on WPA Defense and War Projects

Not all projects that contributed to the defense and war programs were certified by the War or Navy Departments. On many defense or war projects, exemptions from standard project procedures were not necessary for

successful operation. Nor were such projects always of direct usefulness to the War or Navy Departments. Many WPA projects were designed to meet the defense efforts of agencies other than the military services or to provide facilities for communities greatly handicapped by the influx of large numbers of workers to defense and war industries. The project accomplishments discussed here, however, and the data on employment and expenditures given later in this section, refer to certified defense or war projects only. (The WPA program for the training of workers for employment in war industries is described in the section beginning on p. 90.)

### Airports

From July 1, 1940, through June 30, 1943, 215 airports were constructed and 160 reconditioned through certified projects. More than 480 airports were constructed and 470 improved during the entire period of WPA operations, and about 900 miles of runways were built—more than half of this mileage was constructed after July 1, 1940, through certified projects. More than half of all the airport buildings constructed in the 8-year period were constructed on certified projects.

WPA workers, in the development of air bases for use of the armed forces, cleared and graded land for landing areas; dug utility and open drainage ditches; installed miles of drainage pipe and storm and sanitary sewers and water mains; and erected wire fences. They constructed landing strips, runways, taxi strips, aprons, and turning circles; built hangars, administration and terminal buildings, and maintenance shops; and set up airway beacons and light standards. In addition, the preparation of bases for lighter-than-air craft and seaplanes for the Navy air services included driving foundation piling for retaining walls, and building coffer dams and ramps.

In the period prior to July 1, 1940, the local sponsors had been required to contribute a certain proportion of the total project costs of WPA airport work. In the defense and war period, when the WPA was called upon to operate an accelerated program of airport construction and improvement in strategic areas through the country, Congress provided that the Civil Aeronautics Authority could use funds to supplement sponsors' contributions. In this period, heavy equipment was used more extensively than it had been before; this equipment was rented, and the rental contracts frequently included the services of skilled operators. All civil airport plans were reviewed by the CAA, and a certificate of air navigation facility necessity was a prerequisite to project operation. A large part of this program comprised the further development of existing airports; however, many new airports were constructed in their entirety by the WPA. On December 31, 1942, there were 202 WPA airport projects in operation.

### Access Roads, Strategic Highways, and Other Transportation Facilities

The WPA took an active part in the work of constructing and improving transportation facilities in order to meet the needs of the Nation's defense and war programs. Roads providing access to military reservations and to war

production plants in outlying areas were constructed or improved. Highways were extended, and connecting roads between highways were constructed in order to shorten routes to essential areas. Some city streets were widened to care for increased traffic loads and to eliminate bottlenecks. WPA workers also made improvements to water transportation facilities and to publicly owned railroad lines within, or giving access to, military and naval reservations. No separate data on mileage are available with respect to certified projects for the construction or improvement of transportation facilities. However, on December 15, 1942, certified projects accounted for about 36 percent of WPA employment on highway, road, and street projects.

### Facilities at Military and Naval Establishments

The work done by the WPA at military and naval establishments in the defense and war periods was of the same kinds that had been performed by the WPA in the earlier years of the program. The importance of the earlier work was emphasized in an article in the *Army and Navy Register*, May 16, 1942, which said: "In the years 1935 to 1939, when regular appropriations for the armed forces were so meager, it was the WPA worker who saved many army posts and naval stations from literal obsolescence."

The certified projects which were operated at military and naval establishments throughout the country, in the defense and war periods, were for the construction and improvement of facilities of many kinds. These included buildings, such as hospitals, barracks, and mess halls; utility plants; and training facilities, such as firing zones, target ranges, and parachute landing fields. In the period from July 1, 1940, through June 30, 1943, WPA workers constructed about 3,100 buildings (other than utility plants or buildings at airports) and reconditioned more than 11,000 others. Among the new buildings constructed were 480 barracks, 590 mess halls, 350 storage buildings, 200 garages, and 80 administrative buildings. More than 90 hospitals and infirmaries were constructed and improvements were made to about 320 others. Among other buildings reconditioned were 2,850 officers' residences, 2,520 barracks, 1,320 storage buildings, and 1,130 mess halls.

This work is illustrated by the WPA project for the improvement and extension of facilities at a northwestern military reservation which was carried on during the fiscal years 1941, 1942, and 1943. WPA workers constructed mess halls, guardhouses, barracks, latrines, garages, warehouses, tent floors and frames, range houses, and observation posts. Facilities for sewage collection and disposal and for water supply and distribution, in addition to storm sewers, incinerators, and central heating and lighting systems, were improved and extended. Other construction work included gun emplacements; combat training areas; machine gun, artillery, tank, and small-arms ranges; trails and service roads; sidewalks and curbs; and recreational areas. At the airport on the reservation, improvements were made to the landing field, hangars, aprons, and other facilities. After the war, these facilities may be used for training and storage purposes by the National Guard.

TABLE 27.—SELECTED ITEMS OF PHYSICAL ACCOMPLISHMENT ON CERTIFIED WAR CONSTRUCTION PROJECTS OPERATED BY WPA

CONTINENTAL UNITED STATES

JULY 1, 1940—JUNE 30, 1943

Item	Unit of measurement	New construction	Additions	Reconstruction or improvement
Buildings (other than utility plants and airport buildings).	Number	2,716	408	11,369
Administrative	do	63	16	315
Hospitals and infirmaries	do	45	48	321
Garages	do	187	24	377
Storage	do	308	42	1,324
Armories	do	102	20	156
Equipment maintenance shops,	do	31	7	174
Officers' residences	do	77	12	2,852
Barracks	do	470	10	2,523
Dining halls, mess halls, etc.	do	438	154	1,134
Barns and stables	do	23	3	86
Other	do	972	72	2,107
Utility plants	do	99	7	75
Electric power plants	do	6	2	15
Incinerator plants	do	21	—	10
Heating plants	do	6	2	24
Pumping stations	do	41	1	19
Sewage treatment plants	do	18	1	4
Water treatment plants	do	7	1	3
FACILITIES AT AIRPORTS AND LANDING AREAS				
Landing fields	do	141	76	161
	Area in acres	37,229	9,276	43,681
Runways	Length in feet	2,578,000	—	* 448,000
High-type surface	do	2,146,000	—	* 386,000
Low-type surface	do	432,000	—	* 62,000
Airport buildings	Number	623	80	1,660
Administrative	do	49	6	43
Hangars	do	39	6	91
Other	do	535	68	1,526
Seaplane ramps and landing platforms	do	1	—	—
Landing areas floodlighted	do	24	—	5
Boundary lights	Number of light standards	8,309	—	1,321

\* Includes surfacing.

Accomplishments on certified war projects included the construction or improvement of about 180 utility plants—electric power, incinerator, heating, water and sewage treatment plants, and pumping stations. This work was performed on military or naval reservations where additional facilities were needed to care for the greatly enlarged personnel, or at newly established training centers. Water systems were constructed in some areas to care for increased demands on the water supply due to the establishment of war production plants. One such project in Illinois included the construction of about 6 miles of large water mains, two meter vaults, one river crossing and tunnel, two railroad crossings and tunnels, and several highway tunnels to bring the water from a city supply to a suburban area.

WPA workers performed a considerable amount of work in connection with malaria control around military and naval centers and war production areas. This work involved the draining of swamps and ponds, the clearing out of underbrush which impeded drainage, and, as a temporary measure, the spreading of larvicide.

Another certified project provided for the conducting of an engineering survey at a New England arsenal to establish the position and elevation for all existing structures above and below the ground in the arsenal. Among the structures were many buildings, pits, and tanks; and miles of tunnels, pipes, conduits, roads, and walks. All types of fixtures and containers pertaining to oil, steam, water, gas, sewers, and drains were sketched, numbered, and recorded.

Other types of construction work performed by WPA workers for the use of the armed forces included the building of antitank, small-arms, machine gun, artillery, and bombing ranges; gun emplacements; lookout stations; and drill fields. Sandbag revetments, barbed-wire fences, and alarm systems were built for the protection of military establishments and war production plants.

### Salvage Activities

WPA workers made a survey of automobile "graveyards" in cooperation with the War Production Board and the Department of Agriculture. Auto salvage inspectors aided in keeping the scrap moving from these centers to points designated by the WPB.

Under the sponsorship of the WPB, the WPA participated in the Nation-wide collection of scrap and rubber materials from agricultural and urban sources. Since WPA funds could not be used for the purchase of scrap, funds for this purpose were advanced by the Metals Reserve Company of the Reconstruction Finance Corporation. The Office of Price Administration set the ceiling prices for the purchase of metal and rubber scrap, and the collected scrap was sold through the Procurement Division of the Treasury Department. In the period from April 21, 1942, through March 2, 1943, WPA workers collected from agricultural and urban sources more than 376,000 tons of scrap metal and 10,000 tons of rubber. A special unit of this project at Fort Snelling, Minn., was responsible for stockpiling, sorting, inspecting, and reshipping to reprocessing plants, tires, tubes, and miscellaneous salvaged rubber. By November 25, 1942, about 56,000 tons of this scrap rubber had been stockpiled on 91 acres of land in 117 piles. In connection with this work, WPA workers constructed cartways, inspection facilities, and observation towers and installed electric lighting and water lines for fire protection.

As of April 30, 1944, proceeds from the sale of scrap metal and rubber totaled about \$2,872,000. Of this amount, \$672,700 was available for transfer to miscellaneous receipts of the Treasury.

In the Nation-wide program of removal of abandoned streetcar rail, the WPA collected 148,000 tons of rail. Previously the WPA had removed many miles of car and railroad track in connection with street improvement

projects. The removal of rail had been generally discontinued, however, because of difficulties relating to the acquisition of title. Under the defense and war programs, arrangements were made by which the Metals Reserve Company acquired title to the rail on behalf of the WPB. The salvage work was done chiefly by unskilled workers whose age prohibited their employment in war industries. Mobile units were used in some areas where few workers were available from the relief rolls. The job was best done by using railway repair tools and acetylene cutting torches. Machines were also devised by which the rail could be pulled up through the pavement at a rapid rate; but more pavement repairs were made necessary by this method, and the rail was twisted and damaged. Since good rail could be used for war purposes other than scrap, the slower method was preferable. The net proceeds to the WPA from the sale of rails for which the Metals Reserve Company acquired title amounted to \$186,250.

### Service Activities

WPA service activities were increasingly concentrated on projects that contributed to defense and war purposes, and late in the fiscal year 1942 they were reorganized as war services and defense health and welfare services. This program included recreational and educational activities for military personnel and industrial workers; citizenship classes for aliens and literacy classes for deferred selectees; record and fact-finding assistance; library and reading service to the military and Federal agencies and to defense councils. Health and welfare services were extended through nursery school, sewing, school lunch, housekeeping aide, and other welfare activities. Under this reorganization of service activities, all available employment was used either for the continuation of services considered essential to the basic needs of human life or for direct war services.

WPA education, recreation, and art projects were used increasingly after 1940 in meeting the needs that existed for these types of services at military establishments and among members of the armed forces and industrial war workers. Classes in Spanish were first developed for officers of the Army Air Forces and were later extended to members of other of the armed forces. Literacy classes were conducted for men who had been deferred from service in the armed forces because of illiteracy; with elementary training in the "three R's," these men could pass the mental tests of the armed services. Thousands of aliens in this country prepared for American citizenship in WPA classes set up for this purpose. Library services, which had been extended to military centers and defense and war production areas, were limited in the fiscal year 1943 to libraries conducting war information centers.

WPA recreational workers were employed on a Nation-wide recreation project to extend these services to military centers and to defense and war production areas, previous to the fiscal year 1943. The activities on this project varied according to the needs of particular groups. In general, WPA workers inaugurated programs of recreation

at army posts and encampments and served as leaders at recreational centers for members of the armed forces on leave. Organized entertainment and facilities for individual hobbies and interests were offered at these centers. A number of the WPA recreational workers were later employed in the centers of the United Service Organizations.

Through music projects, choral groups and bands were organized at army camps. WPA musicians gave concerts at the military camps, and they entertained war industry workers during their lunch period.

During the fiscal year 1943, WPA art project work was confined to the making of posters, maps, models, and other visual aids for the use of the military forces and defense councils. WPA workers on art projects had previously performed a variety of services for the Army and the Navy and other war agencies. For use in training members of the armed forces, they made working models of bridges, airports, guns, bombs, and tanks; various kinds of maps; and diagrammatic charts of airplane motors. Posters were made for use in enlisting public interest in war-bond sales, in air-raid precautions, and in the combating of disease. WPA workers on art projects decorated recreation centers at military establishments, and they made articles of interior decoration for use at military and naval establishments and at recreation centers. The talents of these workers were used in experiments in camouflage for the concealment of military and industrial installations.

WPA workers employed on research and record projects gave clerical assistance at military establishments; in vital statistics offices, they were engaged in aiding war workers to locate their birth records. Other WPA workers collected essential weather statistics and tabulated vast numbers of observations for use in making climatic and weather information available to the armed forces.

Health and welfare services were provided for war industry workers and members of the armed forces through WPA projects. WPA workers served in centers established for the treatment and control of venereal diseases; and as nonprofessional workers, they assisted State and local health departments. The nursery school program was expanded under the child protection program and its services were made available to the young children of employed mothers, of men in the armed forces, and of industrial workers. Women employed on some of the sewing projects not only mended and reclaimed army clothing and equipment at the request of the Army, but also prepared draperies, curtains, and other furnishings for recreation centers and military establishments.

### Training Activities

WPA work in itself helped to preserve the work habits and skills of workers before the war, and facilitated their shift into war industries when they were needed. Special training for employment in the war industries was given to more than 330,000 WPA workers through a Nation-wide vocational training project sponsored by the War Production Board and cosponsored by the United States Office of Education. (These and other wartime training activities are described in detail in the section beginning on p. 99.)

## Employment on Certified Defense and War Projects

The monthly average employment on certified defense projects rose steadily from about 72,000 persons in July 1940 to about 239,000 in June 1941, increasing from about 4 percent of total project employment to 17 percent. There was a considerable decline in total WPA employment during this period; and, as far as possible, reductions in WPA employment were made on nondefense types of work.

In the course of the following fiscal year (1942), defense projects became war projects, and at the same time there were great reductions in total WPA employment. As total WPA employment decreased, employment on certified projects increased in relative importance. The monthly average of employment on certified projects for July 1941 was 222,000, or 21 percent of total project employment. Although this average employment was less than that of the previous month, it was a larger proportion of total project employment. Throughout the fiscal year 1942 there was a considerable fluctuation in the numbers employed on war projects and in war project employment as a percentage of total employment. The monthly aver-

TABLE 28.—AVERAGE NUMBER OF PERSONS EMPLOYED ON CERTIFIED WPA WAR PROJECTS

MONTHLY, JULY 1940—JUNE 1943

Month	Total	Projects operated by WPA	Projects operated by other Federal agencies *
<b>1940</b>			
July.....	71,610	53,436	18,174
August.....	108,410	82,850	25,560
September.....	123,494	95,842	27,652
October.....	145,205	117,740	27,465
November.....	163,607	137,052	26,555
December.....	178,225	152,539	25,686
<b>1941</b>			
January.....	188,440	163,785	24,655
February.....	204,304	180,836	23,468
March.....	212,596	190,394	22,202
April.....	227,732	207,610	20,122
May.....	237,816	219,606	18,210
June.....	238,834	221,113	17,721
July.....	221,753	215,499	6,254
August.....	218,466	214,704	3,762
September.....	208,037	205,444	2,593
October.....	202,943	200,970	1,973
November.....	199,020	197,625	1,395
December.....	200,785	199,732	1,053
<b>1942</b>			
January.....	213,855	212,992	863
February.....	219,375	218,826	549
March.....	211,801	211,487	314
April.....	207,389	207,091	298
May.....	205,216	204,917	299
June.....	204,048	203,768	280
July.....	181,997	181,894	103
August.....	167,746	167,697	49
September.....	145,848	145,804	44
October.....	123,812	123,798	14
November.....	115,282	115,282	-----
December.....	106,562	106,562	-----
<b>1943</b>			
January.....	96,836	96,836	-----
February.....	64,207	64,207	-----
March.....	48,364	48,364	-----
April.....	33,879	33,879	-----
May.....	26,733	26,733	-----
June.....	25,688	25,688	-----

\* Financed by allocation of WPA funds.

TABLE 29.—NUMBER OF PERSONS EMPLOYED ON CERTIFIED WPA WAR PROJECTS, BY MAJOR TYPE OF PROJECT

Type of project	SELECTED PERIODS		
	June 25, 1941	June 16, 1942	Dec. 15, 1942
Total.....	239,988	205,245	108,408
Division of Engineering and Construction.....	198,632	141,493	68,607
Airports and airways.....	67,294	33,625	8,637
Buildings.....	58,423	31,964	9,453
Conservation.....	1,356	1,248	203
Engineering surveys.....	1,211	1,538	162
Highways, roads, and streets.....	40,843	38,416	24,340
Recreational facilities (excluding buildings).....	169	207	50
Sanitation.....	2,356	3,814	2,911
Water and sewer systems and other utilities.....	16,535	6,207	1,764
Other.....	10,445	24,384	20,988
Division of Service Projects.....	4,446	25,735	19,019
Public activities.....	18	10,251	-----
Research and records.....	4,295	9,979	-----
War services *.....	-----	-----	8,549
Welfare.....	47	5,505	10,470
Other.....	86	-----	-----
Division of Training and Reemployment.....	36,910	38,017	20,782

\* War services include projects reported in public activities and research and records previous to fiscal year 1943.

age employment for June 1942 was 204,000, or 29 percent of total project employment. In the fiscal year 1943, employment on certified projects was a very large percentage of the relatively small total project employment; in December 1942, as official liquidation of the WPA program began, the percentage was 32.

The largest part of certified project employment was on construction projects. On June 25, 1941, 83 percent of total certified project employment was on construction projects; 15 percent, on training projects; and 2 percent on service projects. The emphasis was shifted somewhat in the next year and on June 16, 1942, 69 percent of total certified project employment was on construction projects; 19 percent, on training projects; and 12 percent, on service projects. The emphasis continued to shift and on December 15, 1942, 63 percent of total certified project employment was on construction projects; 19 percent, on training projects; and 18 percent, on service projects.

Within the construction group of certified projects, on June 25, 1941, the largest number of WPA workers, 23 percent, was employed in the construction and reconditioning of airports and airways. More than 24 percent of the workers on certified projects were employed in the construction and improvement of buildings at military establishments, and 17 percent of total certified project workers were employed on highway and street construction and improvement projects. In the following year, on June 16, 1942, about 19 percent of total certified war project workers were employed on highway and street construction projects; 16 percent, on airport and airway projects; and 16 percent, on buildings projects. By December 15, 1942, the emphasis had shifted and 23 percent of total certified war project workers were employed on highway and street projects, and 9 percent and 8 percent on building and airport projects, respectively.

## Expenditures on Certified Defense and War Projects

For the period extending from July 1, 1940 through March 31, 1943, WPA expenditures on certified defense and war projects of all types amounted to \$489,463,000. Sponsors' expenditures on these projects amounted to \$150,044,000 or about 23 percent of the total cost of certified projects.<sup>3</sup>

TABLE 30.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON WPA CERTIFIED WAR PROJECTS, BY MAJOR TYPE OF PROJECT

JULY 1, 1940—MAR. 31, 1943

Type of project	Total	WPA funds	Sponsors' funds
Total.....	\$639,507,393	\$489,463,371	\$150,044,022
Division of Engineering and Construction.....	528,546,876.	397,711,689	130,835,187
Airports and airways.....	188,845,008	145,085,585	43,759,423
Buildings.....	127,015,521	92,585,710	34,429,811
Conservation.....	6,757,710	3,971,295	2,786,415
Engineering surveys.....	4,182,740	3,582,184	600,556
Highways, roads, and streets.....	113,898,034	85,150,104	28,747,930
Recreational facilities (excluding buildings).....	469,878	283,186	186,692
Sanitation.....	5,837,612	4,686,912	1,150,700
Water and sewer systems and other utilities.....	34,139,823	25,667,514	8,472,309
Other.....	47,400,550	36,699,199	10,701,351
Division of Service Projects.....	36,240,238	30,117,205	6,123,033
Public activities.....	3,919,211	3,262,905	656,306
Research and records.....	13,110,077	12,017,214	1,092,863
War services <sup>a</sup> .....	13,390,810	10,362,459	3,028,351
Welfare.....	5,820,140	4,474,627	1,345,513
Division of Training and Reemployment.....	74,720,279	61,634,477	13,085,802

<sup>a</sup> War services include projects reported in public activities and research and records previous to fiscal year 1943.

Construction projects which were certified as defense and war projects accounted for 83 percent of total expenditures for certified projects. The largest portion, \$188,845,000, or 30 percent of the total expended, was spent for airport and airway projects. About 20 percent, or \$127,016,000, was spent for the construction and improve-

<sup>3</sup> Data for certified war projects by major type of project are available only through March 31, 1943.

TABLE 31.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON WPA CERTIFIED WAR PROJECTS, BY MAJOR TYPE OF PROJECT

JULY 1, 1942—MAR. 31, 1943

Type of project	Total	WPA funds	Sponsors' funds
Total.....	\$134,783,144	\$105,487,083	\$29,296,061
Division of Engineering and Construction.....	101,558,339	76,255,696	25,302,643
Airports and airways.....	28,015,707	22,124,187	5,891,520
Buildings.....	18,826,716	12,670,788	6,155,928
Conservation.....	747,531	647,787	99,744
Engineering surveys.....	824,015	736,400	87,615
Highways, roads, and streets.....	29,212,581	21,445,740	7,766,841
Recreational facilities (excluding buildings).....	127,772	72,866	54,906
Sanitation.....	2,009,559	1,451,362	558,197
Water and sewer systems and other utilities.....	4,218,293	2,754,713	1,463,580
Other.....	17,576,165	14,351,853	3,224,312
Division of Service Projects.....	17,186,688	13,193,270	3,993,418
Public activities <sup>a</sup> .....	3,264	2,198	1,066
War services <sup>b</sup> .....	13,390,810	10,362,459	3,028,351
Welfare.....	3,792,614	2,828,613	964,001
Division of Training and Reemployment.....	16,038,117	16,038,117	-----

<sup>a</sup> For purposes of comparison with previous years, data on child protection programs are shown here under public activities projects as formerly reported rather than under welfare as reported during fiscal year 1943.

<sup>b</sup> War services include projects reported in public activities and research and records previous to fiscal year 1943.

ment of buildings at military and naval establishments, armories, and other buildings for the use of war agencies. The construction and improvement of highways and streets through certified projects accounted for 18 percent of total expenditures for certified war projects, or \$113,898,000.

The installation of and improvements to water and sewer systems serving defense and war purposes represented 5 percent of total expenditures for certified war projects, or \$34,140,000. All other construction projects accounted for 10 percent of the total funds expended on certified projects.

Expenditures for the training of WPA workers for employment in war industries amounted to \$74,720,000, or 12 percent of total WPA and sponsors' funds expended on certified war projects.

Service activities certified as important for defense and war purposes represented 5 percent of the total expenditures for certified war projects, or \$36,240,000.

# WPA TRAINING AND REEMPLOYMENT ACTIVITIES

It was always the policy of the WPA to assist its workers to return to employment in private industry. As a step in this direction, it was required that all WPA workers be continually registered with their local employment offices so that they might secure any available jobs for which they were qualified.<sup>1</sup> To help workers maintain their occupational skills, the WPA assigned them as far as possible to projects where they could use their skills. When such assignments were not possible, workers were frequently assigned to projects which would enable them to learn new skills.

## Training Program for WPA Foremen

Although it was necessary to employ numbers of non-certified workers as supervisors and foremen, certified WPA workers were frequently promoted to such supervisory jobs. In order to improve the quality of WPA foremanship in general, the WPA instituted in 1937 a training program for supervisors and foremen. It was open to all supervisors and foremen on WPA construction projects, and attendance was voluntary. The courses of study were intended to familiarize the foremen with all relevant details of the work program and to increase their efficiency in handling the workers in their charge. Instruction was given in the maintenance of discipline, the giving of orders, the planning of project work, and the carrying out of safety measures. Courses were added in 1939 which dealt with the semitechnical phases of construction, including measurement and quantities, soils, road surfacing, scaffolding and rigging, and the interpretation of drawings. More than 46,000 WPA foremen had successfully completed foremanship training by 1939, and it was estimated that 19,000 were continuing with the semitechnical courses.

## Household Workers' Training

The WPA, in order to help unemployed persons in securing private employment, also provided training in household work. This training program was established in February 1936. In the following year it was reorganized as a household service demonstration project which provided not only training but also employment in WPA demonstration centers. The ERA Act of 1938 specifically authorized a project for training in domestic service which was carried on as a service project until January 1942, when it was put under the direction of the training division.

Household workers' training projects offered instruction in a variety of household tasks, such as the preparation and serving of meals and seasonal house cleaning. Some of

<sup>1</sup> See p. 21 for WPA regulations requiring acceptance of available jobs in private industry.

the projects included elementary training in child care and, where possible, trainees spent some time in local WPA nursery schools. Training on these projects usually lasted 12 weeks, and supervision was given by experienced home economists.

This training was available to persons registered with local public employment offices or other approved agencies, to young persons employed on the out-of-school work program of the NYA, and to persons certified for but not yet assigned to WPA employment. Most of the WPA trainees were paid half of the lowest local rate for unskilled workers. When the household workers' training projects were placed under the training division of the WPA, only persons certified for WPA employment were accepted for training, and all trainees were paid the full unskilled "B" wage rate.

Household workers' training projects were operated in 35 states. Through the assistance of local advisory committees composed of representatives of local workers' organizations and leaders in the community, the training centers were provided with necessary furnishings and equipment, trainees were recruited, and standards were adopted as a basis for the subsequent employment of the trainees. In the period from July 1, 1935, through March 31, 1942, about 22,000 persons completed the WPA household workers' training course, and nearly 17,000 were placed in private jobs.

## Vocational Training Under the Adult Education Program

Vocational training under the adult education program was conducted in close cooperation with state departments of education and local school districts; the program provided employment for many unemployed teachers. Through these classes vocational training in many fields was provided for large numbers of both employed and unemployed persons. Some attended classes in order to attain greater skill in their usual occupation, and others, to learn new skills that would enable them to obtain different employment. None of the enrollees received compensation from the WPA for attending classes.

Classes were held in commercial subjects such as business English and arithmetic, accounting, bookkeeping, stenography, typing, and the use of office machines. Other classes dealt with carpentry and woodworking and mechanical subjects such as tool making, welding, radio and telegraphy, mechanical drafting, and electrical work.

## Training for Defense and War Work

With the expansion of the national defense program in 1940, the WPA enlarged its activities in the field of vocational training. In response to the demands for skilled and

semiskilled workers with occupational skills needed in defense industries, the WPA initiated a new training program under which workers were assigned to vocational training schools for training in manual occupations. This training program was further enlarged by the setting up of a program of in-plant preemployment training, and later by a program of training in auxiliary shops. Other projects were set up for the training of airport servicemen and of nonprofessional workers for hospitals and institutions.

### Vocational Training School Projects

Authorization for initiating a program for training WPA workers in manual occupations needed in defense industries was given in the Second Deficiency Appropriation Act, 1940, approved June 27, 1940. Accordingly, the WPA set up a Nation-wide vocational training project which was sponsored by the Advisory Commission to the Council of National Defense, and cosponsored by the United States Office of Education.<sup>2</sup> Under this project, refresher and preemployment courses were offered for occupations needed in defense and war industries. All persons taking these courses, including WPA workers, were registered with public employment offices. In the period from July 1, 1940 through December 15, 1942, more than 330,000 WPA workers received training on the vocational training school projects, including the more than 19,000 then receiving training.

TABLE 32.—NUMBER OF WPA WORKERS RECEIVING TRAINING THROUGH THE NATIONAL DEFENSE VOCATIONAL TRAINING PROJECT, BY TYPE OF COURSE

AUG. 18, 1942

Course	Number	Percent
Total.....	* 29,499	100.0
Auto services.....	893	3.0
Aviation services.....	2,658	9.0
Construction.....	510	1.7
Drafting.....	421	1.4
Electrical services.....	795	2.7
Forge.....	105	0.4
Foundry.....	956	3.2
Machine shop.....	13,258	45.0
Pattern making.....	193	0.7
Radio services.....	573	1.9
Riveting.....	256	0.9
Sheet metal.....	3,812	12.9
Ship and boat building and repair.....	772	2.6
Welding.....	3,301	11.2
Woodworking.....	628	2.1
Other.....	368	1.3

\* Does not include nontrainees employed on the project or airport servicemen, in-plant preemployment, and auxiliary shop trainees.

Before making assignments to this training project, the WPA reviewed the qualifications of all WPA workers and those eligible persons awaiting assignment to WPA jobs. Interviewers and classifiers were specially trained for this purpose. Records were checked to ascertain what persons would qualify for training or for immediate defense industry employment on the basis of their past employment and WPA employment records, aptitudes, and adaptability. These persons were then interviewed for the purpose of

<sup>2</sup>The War Production Board later assumed the sponsorship formerly held by the Advisory Commission to the Council of National Defense.

obtaining more information as to their occupational experience and skills, health, hobbies, and interest in further training. The avocational interests of such workers in woodworking, model building, and the building and repair of radio and other electrical equipment often disclosed potential skills needed in defense industries. Aptitude tests were used in some localities in determining what type of training should be given.

A defense register containing this information was maintained in each district WPA office as a guide in the selection of workers for training or for specific jobs. The registers were limited to occupations designated by the Office of Production Management (later the War Production Board) as essential to industries engaged in production for national defense.

The WPA selected all its trainees and paid them a security wage during the training period. The U. S. Office of Education, through its State and local offices, was responsible for the selection of instructors and the payment of their salaries, the cost of supplies and maintenance, and the actual instruction of trainees. State and local advisory committees under the direction of the U. S. Office of Education determined the methods and types of training that should be given and the numbers and kinds of workers to be trained.

The courses of study given by the local vocational schools were designed to relieve existing or anticipated shortages of workers in various branches of defense and war industries—as, for example, in aircraft, ship, or steel production, or in the manufacture of tanks, guns, or ammunition. Nearly half of the WPA trainees enrolled as of August 18, 1942, were learning various machine shop operations. About one-fourth of them were learning the welding and sheet-metalwork which was required in the production of aircraft, ships, tanks, trucks, and other mechanized equipment. More than one-sixth of the trainees were enrolled in classes in preparation for work in servicing automobiles, airplanes, radios, and electrical equipment. Still others were being taught woodworking, patternmaking, drafting, or the techniques of ship and boat building and repair.

The vocational training schools varied in details of procedure, but in general they operated at hours when the work shops were not in use by regular school programs and when instructors were available. Classes were often scheduled from early evening till early morning. In many instances the training-center facilities were in use 24 hours a day and 7 days a week. Training periods extended from 4 to 12 weeks; but trainees were permitted to leave at any time jobs became available if they felt sufficiently proficient to begin work. Workers enrolled in refresher courses frequently found that a period of 2 weeks of training was sufficient to bring back their old skills. Forty hours of training a week were authorized, and where exemption from this limitation was requested, WPA trainees were permitted 48 hours.

When local training facilities were not available, the WPA provided for the transportation of its trainees to training centers. When daily commutation was impracticable, trainees lived in the area of the training center during the training period; and, in cases where this imposed a hardship on the trainee's family, a subsistence allowance was paid.

### **In-Plant Preemployment Training**

Late in the fiscal year 1941 the WPA instituted a program of in-plant preemployment training. This program greatly facilitated the placement of WPA workers in industrial jobs by giving workers training for a particular job in a particular plant. Workers, carefully selected by the WPA, were assigned to industrial plants engaged in production for national defense. There, under the supervision of the plant management, they worked at tasks comparable to those at which they would be employed in the plant if they proved acceptable. The maximum training period was 160 hours. The WPA paid these trainees the learners' wages in effect at the plant. As rapidly as they demonstrated their capabilities for assuming responsibility for their jobs, they were transferred to the plant pay rolls at regular wage rates. Few WPA workers were disqualified after beginning in-plant training, and the percentage of placements was very high. Among the plants in which these trainees were employed were those manufacturing machine tools, dies, parachutes, foundry and brass products, and Diesel engines. No in-plant training arrangements were made without prior agreement with the local unions concerned.

### **Auxiliary Shop Training**

The auxiliary shop-training program was inaugurated to provide training for workers displaced by the war-industry-conversion program and to increase training facilities for qualified persons certified to or awaiting assignment to WPA training projects. Under this program idle shops and equipment were utilized for training workers for employment in war-production industries.

In areas where there were large numbers of WPA workers awaiting training and vocational schools could not provide facilities, auxiliary shops were leased by the WPA for training purposes after they had been approved as suitable by vocational training authorities. Provision was made for the return of the shops to the lessors when war contracts were secured, and, in that event, for the retention of WPA trainees where that was possible.

The auxiliary shop training program was operated as a part of the total vocational training program. However, WPA trainees were given priority in assignment in the use of these facilities.

### **Women Train for Defense and War Work**

The rapid expansion of war industries and the growing demands of the armed forces for manpower were responsible not only for increased employment opportunities for women but also for a demand for their services in fields of work previously closed to them. Many women working on WPA projects were by aptitude, previous work experience, and WPA project experience, qualified for certain types of industrial jobs, such as assembly work. In order to hasten the placement of such women workers in industrial defense jobs, many were shifted by the WPA from service projects into training projects. Women who had been employed on sewing projects were taught to operate small bench ma-

chines. Others were trained as light aircraft riveters; welders; lathe, drill press, and milling machine operators; tool grinders; solderers; molders; machine tool inspectors. Some were instructed in electrical assembly, motor testing and repair, and blueprint reading. On August 18, 1942, more than 8,200 women were employed on WPA training projects. These included about 600 on in-plant preemployment training projects, and 300 in auxiliary shop training.

### **Training Physically Handicapped Persons**

The increasing demands for manpower in war industries created opportunities for the training and employment of physically handicapped persons. Those persons who were considered qualified for training were certified and assigned to WPA training projects, where they learned various kinds of bench work and machine operations. Blind persons were trained as sheet-metalworkers under this special program and were placed in employment. Many other physically handicapped persons receiving training under this program were later employed in motor, rubber, and airplane industrial plants.

### **Airport Servicemen Training**

In the fall of 1940 a Nation-wide project was established for the training of WPA workers as airport servicemen. This project was sponsored by the Advisory Commission to the Council of National Defense (later by the War Production Board), and cosponsored by the Civil Aeronautics Administration and the U. S. Office of Education.

The CAA was responsible for the selection and approval of the airports used as training sites. Airports were selected on the basis of their location and the willingness of the airport management to provide the equipment and facilities necessary for instruction. Agreements were made by the CAA with the airports which specified the conditions under which instruction would be given, and CAA representatives made periodic inspections to determine whether or not these conditions were being complied with.

The U. S. Office of Education was responsible for the selection and training of instructors, for the outlining of courses of study, and for the supervision of the teaching. The WPA was responsible for the administration of the project; the assignment and compensation of instructors; and the selection, assignment and compensation of trainees.

Candidates for training as airport servicemen were certified WPA workers qualified by their interest, good health, education, experience, and work habits. Only men between the ages of 18 and 35 were eligible. Training was given to groups of from 10 to 15 men for a period of 90 days. Instruction was given in the maintenance of airports and hangar care, and in the servicing of airplanes and all airport equipment. Some trainees were schooled as linesmen and as apprentice aircraft and engine mechanics.

Training classes for airport servicemen projects were operated in 46 States, and a total of considerably more than 2,000 WPA trainees received training under the program. The program was officially closed on December 1, 1942.

## Training for Nonprofessional Work in Hospitals

A program for the training of nonprofessional personnel to serve in hospitals and other institutions was set up late in the fiscal year 1941 and was operated under the WPA service activities. This training was begun in response to requests from various Federal agencies, hospital superintendents, and health officials, and was a part of the national defense training program. It was designed to train WPA workers to serve as ward helpers, orderlies, and other assistants in the giving of elementary care to the sick, under professional supervision. (Previous WPA activities in this field had made WPA workers available to some institutions under WPA institutional service projects.)

Trainees on these projects were required to be between the ages of 22 and 55, to have completed 8 years of schooling, to be in good physical condition and able to perform manual tasks, and to have good standards of physical hygiene. The training period extended from 3 to 6 months; about a fourth of the training time was devoted to classroom lectures and demonstrations and the rest of the time was devoted to practical experience in routine nonprofessional services under professional supervision. Instruction was given in personal hygiene and work relationships, ward housekeeping, the care of institutional kitchens, the preparation and serving of food, nonprofessional sickroom procedure and first aid, the care of convalescent children, and the care of the aged and of chronic invalids.

In addition to providing teaching and supervisory personnel, the hospitals and sponsors were responsible for supplying space, equipment, and other facilities necessary for the operation of the project. The WPA selected and assigned trainees and paid their wages, provided necessary clerical assistance, gave general supervision to the project, and made referrals of workers to private employment.

## Placement Activities of the WPA

A vigorous program was conducted for the placement of WPA trainees and other WPA workers in war production industries, agriculture, or other public or private employment. All WPA workers were required to maintain active registration with the United States Employment Service, which was the preferred channel of placement.

Representatives of the Civil Service Commission were informed of the location of schools and the courses being given, the number of WPA trainees enrolled, and the approximate date of completion of training. They were

given access to the WPA occupational files; and workers who might qualify for jobs in navy yards, ordnance plants, or other Government establishments were assembled for interview. Trainees and other WPA workers were kept informed of jobs available under Civil Service examinations.

Through the cooperation of the Railroad Retirement Board, many WPA workers were hired on railroad track jobs. All agencies and employers were given the opportunity to interview workers on project sites. In agricultural areas, special programs facilitated the placement of qualified workers in farm jobs. WPA representatives in these areas worked in cooperation with the United States Employment Service, farm committees, and State and local war boards under the United States Department of Agriculture responsible for the mobilization of farm labor. Previous employers of WPA workers were interviewed by WPA reemployment representatives, and frequently the workers returned to their former jobs.

A survey was made of WPA employment rolls in the continental United States in October 1942 to ascertain how many WPA workers were qualified for private employment or for training for jobs. It was found that 53 percent of the workers were qualified for immediate placement in the war industries, in agriculture, or in other private or public employment. About 27 percent of the workers were found to be qualified for employment in war industries after receiving training. The remaining 20 percent were found to be eligible for employment by private employers only under more liberal hiring standards than then existed, or to be unavailable for private employment.<sup>3</sup>

## The Division of Training and Reemployment

A Division of Training and Reemployment was established by the WPA on July 1, 1941, superseding a training section which had been set up in the WPA Division of Employment in 1940. The new division was organized in the central administration in Washington, in the regional offices, and in the State administrative offices. The central administration organization, which consisted of a director (who was an assistant commissioner) and his staff, gave direction, technical instruction, and advice on the application of executive policies and regulations to the field organization through the chief regional supervisors of training and reemployment and the State directors of training and reemployment.

<sup>3</sup> The results of this survey prompted the Deputy Commissioner to request authority to liquidate the WPA program in an orderly manner by closing projects and releasing workers to the expanding war industries and other private activities.

# FINANCIAL SUMMARY

THE Emergency Relief Appropriation Act of 1935 appropriated to the President funds, to be administered at his discretion, for the operation of a work relief program. Executive Order No. 7034, establishing the Works Progress Administration, directed the Commissioner of Accounts of the Treasury Department to perform the accounting and disbursing work in connection with the funds appropriated for a work relief program. It was not until the fiscal year 1939 that appropriations for carrying on a work relief program were made directly to the WPA.

## Administration of WPA Finance Activities

The Treasury Department, through the Division of Disbursements, continued to have the responsibility for the disbursement of all Federal work relief funds throughout the period of the WPA program. Until January 1, 1942, the Treasury Department had the legal responsibility of accounting for funds appropriated for the work relief program. The fiscal functions of the Treasury Department in connection with WPA funds and the functions of the Division of Finance of the WPA were worked out in cooperative arrangements which changed in certain ways as time went on. At the beginning of the WPA program, the Treasury Department maintained detailed accounts, but an increasing amount of accounting work was taken over by the WPA, and in the fiscal year 1942 all accounting was transferred to the WPA. Although the accounting services of the Treasury Department were of the highest value to the WPA at the beginning of the program, accounting responsibility might well have been vested in the WPA much earlier than was actually done.

At the outset of the WPA program, the Treasury Department established State accounting offices in which it was intended to maintain all WPA accounts. These offices were expected to furnish the WPA State administrations with all necessary operating information and to conduct the examination of all vouchers for propriety and legality prior to their payment by the State disbursing offices of the Treasury. The only record authorized at that time to be maintained within the Division of Finance of the WPA was a "project register," established primarily for statistical purposes. It was soon found, however, that the Treasury reports could not be kept sufficiently current to serve as a basis for WPA administrative action; for a while practically all of the functions of the State accounts offices of the Treasury were duplicated in one way or another in the WPA State administrations. The Treasury Department was as anxious to eliminate this duplication as was the WPA Division of Finance, and, after a period of experimentation, the Treasury came to rely on the Division of Finance of the WPA for the maintenance of the

WPA detailed accounts, especially when appropriations were made directly to the WPA.

## Budget and Fund Control

Although funds appropriated under the emergency relief appropriation acts were to be used primarily for paying the wages of needy unemployed workers, the control of the financing of the WPA program in each State was established at the outset through control over approval of work projects.

Each project approved by the President, according to the arrangement in effect at that time, involved an individual allocation of funds to cover the WPA share of the cost of operating the project. Under this arrangement, many WPA State administrations, more active than others in submitting qualified projects, received a disproportionate share of the available funds. When the President approved a project and when the Treasury Department, the Bureau of the Budget, and the Comptroller General had examined the project for compliance with the law, funds for the project were allocated to the WPA State administration. This method of financing the program not only hindered the WPA in making an equitable allocation of funds among the States but made it impossible to build up a reservoir of approved projects. Furthermore, the arrangement made it impossible for the central administration to exercise budgetary financial controls over the operation of the WPA program in the various State administrations. Consequently, late in 1935 and early in 1936, the practice of allocating funds to individual projects was discontinued.

Thereafter, Presidential approval of projects carried with it merely an authorization to expend available funds on the project approved and did not allocate Federal funds for the prosecution of specific projects. Funds were then allocated to each State administration month by month, in accordance with the volume of employment authorizations and the amount of nonlabor funds required for the operation of projects. The funds thus allocated each month were available to the State administrations for use on any approved project which the State Administration, in cooperation with the sponsors, decided to put in operation to meet the local unemployment conditions.

Beginning with the fiscal year 1939, Federal funds for carrying on the program were appropriated directly to the WPA in a specified amount plus the balance of unobligated funds from prior fiscal years. These appropriations were apportioned over the full fiscal year and ordinarily constituted the total amount available during the fiscal year. Sufficient statistical and operating information was by this time readily obtainable, so that the allocation and

budgeting of funds became a simpler process. Monthly expenditures in each State were determined by the number of workers which each State administration was authorized to employ in any 1 month. (See p. 13.) Federal funds were used to pay the wages of certified relief workers and some of the supervisory personnel; they were also used to pay a limited amount of nonlabor costs of projects.

The State administrators, on or about the 20th of each month, were advised of their monthly labor budget for the succeeding month. This budget was determined by multiplying the employment authorization by the average cost of employing one worker for one month. The man-month labor cost was estimated by dividing the average monthly pay roll for project workers for the past 3 months in a given State by the average monthly employment during the same period. By using this method, it was possible to estimate the current labor costs on WPA projects within any one State and for the entire country.

In addition to the monthly budget for labor expenditures, the central administration allocated each month to each State funds for nonlabor costs. At the beginning of each fiscal year, budgets for nonlabor costs were made up 3 months in advance in order to enable the States to do some advance planning and scheduling of project operations. Under this plan of budgeting, a fairly even and adequate flow of materials to project sites was assured for some months ahead. However, because all appropriations and legislative authorizations were made on an emergency basis from year to year, it was not possible near the end of a fiscal year to make any specific or detailed plans for project operations until Congress appropriated funds for the program for the next fiscal year, which was never done until late in June.

The WPA State administrations thus could make their plans for project operations only on a month-to-month basis, and they were authorized to make firm commitments only within a particular fiscal year. Within these limitations, however, the State administrations, in cooperation with the sponsors, were able to select from a large reservoir of approved projects the particular projects or units of projects that were most urgently needed to provide employment for needy unemployed workers. This decentralized method enabled the State administration to act quickly in selecting for operation the projects that were required to meet employment needs in specific communities.

Funds to cover State WPA program budgets were authorized under separate expenditure accounts. Each expenditure symbol identified a type of activity being prosecuted in each State. Separate expenditure accounts were also established for the transactions of the supply fund and for administrative expenses. The monthly budget for administrative expenses was distinct from that for project operations. Arrangements were made by which the State administrations could secure immediate transfer among the expenditure limitation accounts when project activities were changed during the month.

The control of budgets and funds for project operations and for administrative expenses in each State was based on specific mandatory procedures and regulations issued by the central administration. There were limitations and,

sometimes, sublimitations on project operations. The limitations were those concerning scope and cost set forth in the authorizations of individual projects approved by the President. Sublimitations might be required when a project was large in scope (such as a city-wide project for the improvement of streets, sidewalks, curbs, and gutters) and when it was not possible to place all units of the project into operation at the same time. The WPA State administration selected the unit of work to be prosecuted at any one time and established a maximum amount of money that could be expended on that portion of the project. This amount was known as a sublimitation and was based on the over-all estimate of the project at the time it was submitted for approval. This sublimitation constituted a subsidiary work project account, and all obligations incurred relating to such work projects were posted against the limitation approved by the State administrator. Such work project ledger accounts were merely subsidiary ledgers to control the limitations imposed by the State administrator. The subsidiary work project ledgers were controlled by an expenditure symbol ledger and by a budget ledger. The expenditure limitation ledger controlled the amount of obligations which could be incurred against a particular expenditure limitation account and showed at all times the funds which remained unobligated. Obligations for all expenditure limitation accounts were posted to the budget ledger and the status of the over-all budget could be determined at any time.

It was necessary that any proposed obligations against a project be recorded before the obligation was incurred. A requisition for the purchase of materials or for the rental of equipment was encumbered prior to the taking of any action by the Procurement Division of the Treasury in making obligations against Federal funds. Advance encumbrances for labor included the estimated pay roll for one-half a month or for 2 weeks in advance.

It was necessary to maintain accounts showing not only the Federal expenditures but also the sponsors' commitments toward projects. An account was therefore maintained for each project showing the amount that the sponsor was pledged to contribute and the value of materials and services received from the sponsor against his pledge. In those cases where the sponsors' contribution was made in cash, a separate cash ledger was maintained. All sponsors' cash was deposited with a disbursing office of the Treasury, and all purchases or other transactions thereunder were handled in the same manner as those concerned with the expenditure of Federal funds.

A monthly report showing the amount of sponsors' participation in the WPA program was submitted by each State administration to the central administration. These reports were also made to the regional offices, and indicated the extent of the sponsors' participation in the WPA program month by month. Because the sponsors' participation usually involved the furnishing of equipment and technical services and the purchasing of materials, the major portion of a sponsor's contribution was ordinarily not reflected in these accounts until the later stages of project operations. When the ERA Act of 1939 required sponsors' contributions to average not less than 25 percent

of project costs in each state, sponsor control records were established in each state to ensure conformity with this legal limitation.

The Division of Finance of the central administration prescribed mandatory finance reports, which were prepared by the State Divisions of Finance and were the foundation upon which the financial control of the WPA program depended. The reports were prepared on a monthly basis reflecting the current and cumulative budgets and funds received; the encumbrances, obligations, and expenditures; and the respective balances available at the end of each month. These financial reports, together with statistical information on employment furnished by the Division of Statistics, were used by the central administration in controlling the operations of the WPA program. The States were also required to submit reports showing the status of each expenditure symbol or classification applicable to the two ERA acts immediately preceding the appropriation under the current ERA act. These reports enabled the State administrations, the regional offices, and the central administration to determine whether or not prior obligations were being liquidated, and they indicated the amount of unobligated balances of funds remaining from prior appropriation accounts (which were always available to supplement the current appropriation for a given fiscal year).

Financial and statistical reports were summarized from time to time to meet the needs of the administrative officials at all levels and to assist them in planning the future operation of the program.

### Project Timekeeping

About 89 percent of all Federal funds expended for projects operated by the WPA was for the payment of wages of project workers. Timekeeping, the preparation of pay rolls, and the distribution of pay checks to the project workers were of extreme importance. At the beginning of the program, WPA workers with clerical experience were given training in project timekeeping. Mandatory procedures, instructions and regulations affecting timekeeping, preparation of pay rolls, and distribution of pay checks, were formulated by the central administration and were sent through the regional offices to the State administrations, the district offices, and the project timekeepers.

The provisions of the various ERA acts and the regulations of the WPA limited the hours of work for each project worker to 8 hours a day, 40 hours a week, and 130 hours a month, or 120 hours for a 4-week fiscal period (except on certified war projects). Furthermore, provision was made for project workers to make up lost time when weather conditions and other circumstances required temporary suspension of projects. It was thus necessary for the Division of Finance in each State to maintain accurate individual earnings records for each project worker. In the early years of the program, the maintenance of these records was complicated by the payment of prevailing hourly wage rates.

The project timekeeper was a very important employee of the WPA. The weekly employment count, which was

made by the project timekeeper, constituted the basis for the most essential statistical information on the current operations of the program. In addition to maintaining a time record for each project worker, the project timekeeper was required to keep a time record of equipment rented with Federal funds and of equipment contributed by sponsors. He was also required to secure invoices from equipment contractors for submission with proper receiving reports to the Procurement Division of the Treasury Department. Property damage reports were prepared by the project timekeeper. He administered the oaths required by various ERA acts.

The project timekeeper also represented the United States Employees' Compensation Commission on each project and reported every injury, no matter how slight, to the district or State finance office. It was the responsibility of the timekeeper to secure medical reports from the doctors who treated WPA workers; these medical reports were submitted to the State finance division for referral to the Commission.

In most States the project timekeeper prepared all of the reports and requisitions sent from the project headquarters to the district or State administrative office. These included requisitions for labor and materials, materials receipts and inspection reports, reports on the installation of materials, reports on the issuance of tools, cost reports, and reports of inventories. The project timekeeper also maintained the records of project progress, and performed other and similar office work.

The project timekeepers were under the administrative supervision of the project superintendent, but they received their technical supervision from representatives of the Division of Finance. The area timekeepers or area finance officers working out of the district or State administration offices were responsible for daily contact with each project timekeeper. The area timekeepers supervised the work of the project timekeepers to make sure that the basic rules, regulations, and instructions were complied with in every way. Considerable supervision was required to ensure that the project timekeepers did their work in accordance with the instructions issued by the central administration and to ensure that these technical instructions were not changed by the project superintendent. Most superintendents soon recognized that it was to their advantage to have highly qualified project timekeepers on their projects. When the timekeepers were well trained and able to carry out the many important duties assigned to them, a project superintendent could devote his time to the administrative control of the entire project.

Although the responsibility for the assignment of project timekeepers was vested in the Division of Employment, their appointment was subject to the approval of the Division of Finance. The Division of Finance established training courses and thereby provided a pool from which qualified timekeepers were selected. The success of this training program and the experience gained by the timekeepers of the WPA were recognized by private industry. When the defense and war efforts resulted in the expansion of private industry, WPA timekeepers were constantly in demand.

## Preparation of Vouchers

In each State administration, the Division of Finance included a voucher section which was responsible for the preparation of pay rolls, travel and transportation vouchers, equipment rental vouchers, and miscellaneous vouchers. The procurement Division of the Treasury prepared the vouchers for all equipment, materials, and other items purchased with Federal funds on requisitions submitted by the WPA. The WPA Division of Finance maintained the accounts and received copies of the paid vouchers from the Procurement Division.

At the beginning of the program, the rental of trucks was handled by the WPA Division of Finance on what were called "owner-operated" equipment rental pay rolls. In 1938, however, this practice was changed and all equipment was secured by competitive bids through the Procurement Division of the Treasury, which then prepared the vouchers on the basis of the time reports and receiving reports submitted by the WPA Division of Finance.

Travel and transportation vouchers were handled in very much the same manner as in other Federal agencies. By far the largest volume of work in the voucher section was the examination of time reports and the processing of pay rolls. The time reports, which were the basis for the preparation of pay rolls and the payment of wages to workers, were audited before the pay rolls were typed, and this made it unnecessary to audit the pay rolls.

The authority for placing a worker on a project pay roll came from the assignment document issued by the WPA Division of Employment. This document was signed by the project employee when he reported for work. Copies of all other employment documents, such as transfers, terminations, and suspensions, were given to the project timekeeper and to the voucher section of the Division of Finance, and they became the basis for auditing each time report.

The voucher section maintained an active individual earnings record card for each project employee. These cards were maintained in numerical order of identification numbers and constituted an audited list of persons employed on the WPA program. After computations and signatures on the time reports had been checked for each person employed, the report was posted to the individual earnings record cards; and, at the same time, the assignment, wage class and rate, and the "make-up time" brought forward from the previous period, were verified by the poster to ensure that earnings were being held within the prescribed maximum. A check was also made to ensure that no other payment had been recorded for the same period; if the time report showed a transfer to another project, this was checked to preclude overlapping.

Another check of individual earnings records was made whenever the project had been inspected during the payroll period by the area finance officer. His report was checked with the time report for that date. These spot checks kept the project timekeeper from being careless in the recording of time worked; as a result, very little pay roll padding was encountered.

The examination of time reports and the preparation of pay rolls constituted a major job for the Division of Finance, and improvements were constantly being made to

reduce the administrative costs of this work. After some experimentation in staggering pay rolls in accordance with different time periods, it was decided to place all pay rolls on a biweekly basis. This arrangement resulted in an even flow of work in the Division of Finance, and it substantially reduced the cost of preparing pay rolls.

The posting of time reports to individual earnings cards constituted a tremendous volume of work, and various cards and methods of doing this work were tried out. The filing of these cards, formerly handled on an individual project basis, was eventually changed to a system in which the cards were placed in a State-wide numerical file by number, with a county prefix. This arrangement served the purpose of a county-wide file, without sacrificing the protection against duplication afforded by the State-wide sequence.

Various mechanical methods were used in the larger States in preparing pay rolls, and in some States machines were used by which postings to the individual earnings cards were made at the same time that pay rolls were typed. Near the end of the program, the techniques developed in the various state WPA finance offices became so efficient that it was possible to consolidate the pay-roll preparation for groups of states into well-located field finance offices. Many of the methods developed by the WPA Division of Finance have been adopted by other agencies of the Federal Government.

At first, the pay checks for project workers were handled by paymasters of the disbursing offices of the Treasury or of the WPA district finance offices, who brought the pay checks to the project sites. This method of disbursing checks proved to be expensive and unsatisfactory. When workers had been transferred from one project to another, their pay checks often came to the former project site. Many projects were operated in two shifts, and both shifts were paid off at the same time, causing an interruption in the work of the shift on duty. In 1937, as a result of experience gained in several States, it was decided to mail pay checks from the disbursing offices of the Treasury directly to the homes of the project workers. Checks were addressed to post-office boxes or general delivery only when the local postmasters certified that no delivery service was available to the home address. The disbursing offices of the Treasury, in cooperation with the United States Secret Service, undertook a program of instruction to merchants, bankers, and others who were asked to cash WPA pay checks, and, through proper identification of each WPA worker, the necessary safeguards were established. The mailing of pay checks resulted in reducing administrative costs and at the same time assured prompt receipt of pay checks by the project workers.

## Workmen's Compensation

Project workers who suffered traumatic injuries in the performance of their duties were eligible for certain compensation benefits. These benefits were administered by the United States Employees' Compensation Commission, under procedures which were similar to those applicable to other Federal agencies except in one important particular. Because WPA workers received only a subsistence wage and could not afford to wait for compensation to be paid through normal channels, the Commission author-

ized the WPA to pay the compensation benefits for the first 30 days, after which payments were made by the Commission.

In each State WPA Division of Finance, a compensation officer, appointed by the State administrator subject to the approval of the United States Employees' Compensation Commission, served under the State director of finance. These compensation officers were assisted by WPA employees in each district and by the project timekeepers. It was soon found that the project timekeepers could be trained to handle compensation matters; and eventually all of the necessary field work and paper work involved in compensation matters was handled by the project timekeepers. Under this arrangement, the State compensation officer and his small staff concentrated their efforts on larger compensation cases and on maintaining the necessary liaison with the Commission.

### Appropriations for WPA Activities

WPA activities were financed primarily from Federal funds appropriated by Congress, but a large share of the costs was met by the State and local agencies that sponsored WPA projects. Federal funds for the WPA program were made available by Congress in the various ERA acts.<sup>1</sup> Funds for work relief purposes made available through the ERA Acts of 1935, 1936, and 1937 were appropriated directly to the President, who in turn allocated funds to the WPA. Beginning with the ERA Act of 1938, Congress appropriated funds directly to the WPA for the operation of its program.

The amount of funds made available for WPA activities was based primarily on the probable need for employment in the fiscal year ahead. It was necessary for Congress to make deficiency appropriations during several fiscal years in order that more WPA employment might be provided than had originally been anticipated.

The amount of funds made available through the ERA acts to the WPA in its 8 years of operations varied considerably from year to year. (See Appendix table V.)

The largest amount available for any fiscal year was \$2,220,097,000 for the fiscal year ending June 30, 1939. The smallest amount available, \$345,730,000 was for the fiscal year 1943, the last year of the WPA program. Of this appropriation, there remained a surplus, as of June 30, 1943, amounting to \$104,801,000, resulting from the liquidation of the WPA program in the latter half of the fiscal year 1943. This amount, together with \$1,401,000 remaining from the funds available for the fiscal year 1942, made a total of \$106,202,000 (as of June 30, 1943) to be

<sup>1</sup> Major acts under which the WPA operated and received allocations of funds or appropriations were: The ERA Act of 1935, approved April 8, 1935; the ERA Act of 1936, June 22, 1936; the ERA Act of 1937, June 29, 1937; the ERA Act of 1938, June 21, 1938; the ERA Act of 1939, June 30, 1939; the ERA Act, fiscal year 1941, June 26, 1940; the ERA Act, fiscal year 1942, July 1, 1941; and the ERA Act, fiscal year 1943, July 2, 1942.

Five deficiency appropriations were made in the following acts: The First Deficiency Appropriation Act, fiscal year 1937, approved February 9, 1937; Public Resolution No. 80, 75th Cong., March 2, 1938; Public Resolution No. 1, 76th Cong., February 4, 1939; Public Resolution No. 10, 76th Cong., April 13, 1939; and the Urgent Deficiency Appropriation Act, 1941 (Public Law 9, 77th Cong.), March 1, 1941.

transferred to the surplus fund of the Treasury. In addition, it is estimated that more than \$23,233,000 covering the sale of equipment, supplies, and other property will be paid into miscellaneous receipts of the Treasury.<sup>2</sup> (See p. 80.)

Funds were made available through the ERA acts (beginning with the ERA Act of 1938) to other Federal agencies for administrative expenses incurred by these agencies in connection with work relief programs. Among these agencies were the General Accounting Office, the Treasury Department, the Department of Commerce, the Bureau of the Budget, the United States Employees' Compensation Commission, and others.

### Allocation of WPA Funds

Funds made available to the WPA were allocated by the Commissioner for certain purposes. These included the operation of WPA projects, the administration of the WPA program, the operation of WPA projects by other Federal agencies, and the settlement of property damage claims. In making these allocations, the Commissioner was restricted by statutory limitations in the expenditure of WPA funds for specific purposes.

The ERA Acts of 1937 and 1938 specified that not more than 5 percent of the total amount allocated or appropriated to the WPA could be used for administrative purposes. The ERA Act of 1939 was the first of the various ERA acts to specify the actual amount that might be used for WPA administrative expenses. Limits were placed on categories within administrative expenditures, such as salaries, communication service, travel, and printing and binding. The actual amount allowed for administration varied with the size of the appropriation, but averaged about 4 percent of the total appropriation. The allocation of WPA funds to other Federal agencies for the operation of projects similar to those operated by the WPA was first authorized by the ERA Act of 1938; specified amounts for allocation for this purpose were designated in this and subsequent acts. The ERA acts for fiscal years 1942 and 1943 provided for the allocation of funds to other Federal agencies for the planning and review of WPA projects.

### Expenditures of WPA Funds

Total WPA expenditures for the 8-year period were \$10,750,501,000. Of this amount, \$10,568,797,000 was expended for programs operated by the WPA and \$181,705,000, for programs operated by other Federal agencies. About 96 percent, or \$10,136,743,000, of the expenditures for programs operated by the WPA, was used for project operations and \$416,084,000, for administration. The small amount remaining, \$15,969,000, was expended on miscellaneous activities, including purchases of surplus clothing, aid to self-help and cooperative associations, tornado relief, and settlement of property damage claims. (See table 33.)

<sup>2</sup> As of June 30, 1944, the unobligated balance remaining under funds appropriated to the WPA was \$106,856,000. This amount, plus \$202,000 for unliquidated obligations, ERA Act, fiscal year 1942, and the \$23,233,000 in estimated returns from sale of property, would make \$130,291,000 available for transfer to the surplus fund and miscellaneous receipts of the Treasury.

TABLE 33.—AMOUNT OF WPA FUNDS EXPENDED FOR PROGRAMS OPERATED BY WPA AND BY OTHER FEDERAL AGENCIES, BY FISCAL YEAR <sup>a</sup> THROUGH JUNE 30, 1943

Year ending June 30—	Grand total	Programs operated by WPA						Programs operated by other Federal agencies <sup>b</sup>
		Total		Project operations		Administration		
		Amount	Percent	Amount	Percent	Amount	Percent	
Total.....	\$10,750,500,969	\$10,568,796,592	100.0	\$10,136,743,293	95.9	\$416,084,232	4.1	\$181,704,377
1936.....	1,258,130,249	1,258,130,249	100.0	1,193,567,378	94.9	64,562,871	5.1	-----
1937.....	1,818,130,501	1,818,130,501	100.0	1,751,286,222	96.3	66,844,279	3.7	-----
1938.....	1,427,374,309	1,427,374,309	100.0	1,363,566,376	95.5	63,807,933	4.5	-----
1939.....	2,230,749,993	2,157,200,362	100.0	2,067,971,970	95.9	73,401,072	3.4	73,549,631
1940.....	1,520,106,078	1,461,790,340	100.0	1,408,571,637	96.4	53,171,371	3.6	58,315,738
1941.....	1,326,110,531	1,284,780,435	100.0	1,239,178,494	96.5	45,574,658	3.5	41,330,096
1942.....	887,647,532	879,247,501	100.0	844,498,229	96.0	34,717,439	3.9	8,400,031
1943.....	282,251,776	282,142,895	100.0	268,102,987	95.0	14,004,609	5.0	108,881

<sup>a</sup> Includes NYA administrative expenses incurred prior to July 1939 but does not include funds for other NYA activities or WPA funds transferred under the ERA Acts of 1935 and 1936 for land utilization and rural rehabilitation programs administered by the Farm Security Administration.  
<sup>b</sup> Includes work projects and administrative expenditures of WPA funds allocated under sec. 3 of the ERA Act of 1938, sec. 11 of the ERA Act of 1939, sec. 10 of the ERA Act, fiscal year 1941, and sec. 6 of the ERA Act, fiscal year 1942.  
<sup>c</sup> Includes a total of \$15,969,067 expended on miscellaneous activities, including purchases of surplus clothing, aid to self-help and cooperative associations, tornado relief, and settlement of property damage claims. The distribution of this total by fiscal year is as follows: 1939—\$15,827,320; 1940—\$47,332; 1941—\$27,283; 1942—\$31,833; 1943—\$35,290.

Source: Based on reports of the U. S. Treasury Department and the Work Projects Administration.

The trend in WPA expenditures followed roughly that of project employment, since the volume of project employment was the principal determinant of the amount of expenditures. Some deviations, however, were inevitable because the level of expenditures was also influenced by the average earnings of project employees and by the non-labor costs.

WPA expenditure figures from month to month varied more than did those of WPA employment. This was due in part to technical factors in pay roll accounting and purchasing procedures. Average figures, such as the three-month moving average shown in chart 5, tend to minimize the effect of these technical factors and thus provide a more satisfactory measure of change in WPA expenditures.

WPA expenditures varied greatly from year to year. By far the largest total annual expenditure for the programs operated directly by the WPA was incurred during the fiscal year ending June 30, 1939. That year alone accounted for more than \$2,157,200,000. The last 4 years of the WPA program were marked by a continuous decline in annual expenditures. During the fiscal year 1943, when the WPA program was being liquidated, expenditures amounted to only \$282,143,000.

The annual administrative expenditures of the WPA fluctuated between 3.4 percent and 5.1 percent of total annual expenditures for programs operated by the WPA. In the first year and in the final year of the WPA program, such administrative expenditures were, respectively,

TABLE 34.—AMOUNT OF WPA FUNDS EXPENDED FOR PROGRAMS OPERATED BY WPA AND BY OTHER FEDERAL AGENCIES <sup>a</sup>

MONTHLY, JULY 1935-JUNE 1943

[In thousands]

Month	1935	1936	1937	1938	1939	1940	1941	1942	1943
Total.....	\$251,101	\$1,987,463	\$1,446,954	\$1,997,512	\$1,804,307	\$1,440,088	\$1,135,217	\$618,408	\$69,452
January.....	-----	164,779	141,350	102,537	181,427	121,060	116,957	78,001	22,916
February.....	-----	159,586	128,079	105,258	158,858	120,431	106,778	68,563	18,325
March.....	-----	184,487	158,146	145,984	203,183	141,645	112,948	69,870	12,936
April.....	-----	174,186	137,214	142,007	169,937	134,775	110,553	68,796	8,384
May.....	-----	163,974	131,353	152,632	167,211	130,572	106,848	62,796	4,504
June.....	-----	160,017	141,555	169,699	170,739	118,671	99,093	57,581	2,387
July.....	162	157,077	112,776	167,544	141,716	111,643	90,359	b 52,237	-----
August.....	5,812	151,504	99,544	198,174	137,074	118,402	77,576	b 38,455	-----
September.....	16,960	158,902	97,605	201,533	106,280	103,891	77,752	b 33,166	-----
October.....	35,210	174,298	96,575	204,743	116,016	116,307	81,600	b 32,106	-----
November.....	58,661	160,860	95,672	192,607	118,565	108,407	76,620	c 28,541	-----
December.....	134,296	177,793	107,085	214,794	133,301	114,284	78,133	d 28,296	-----

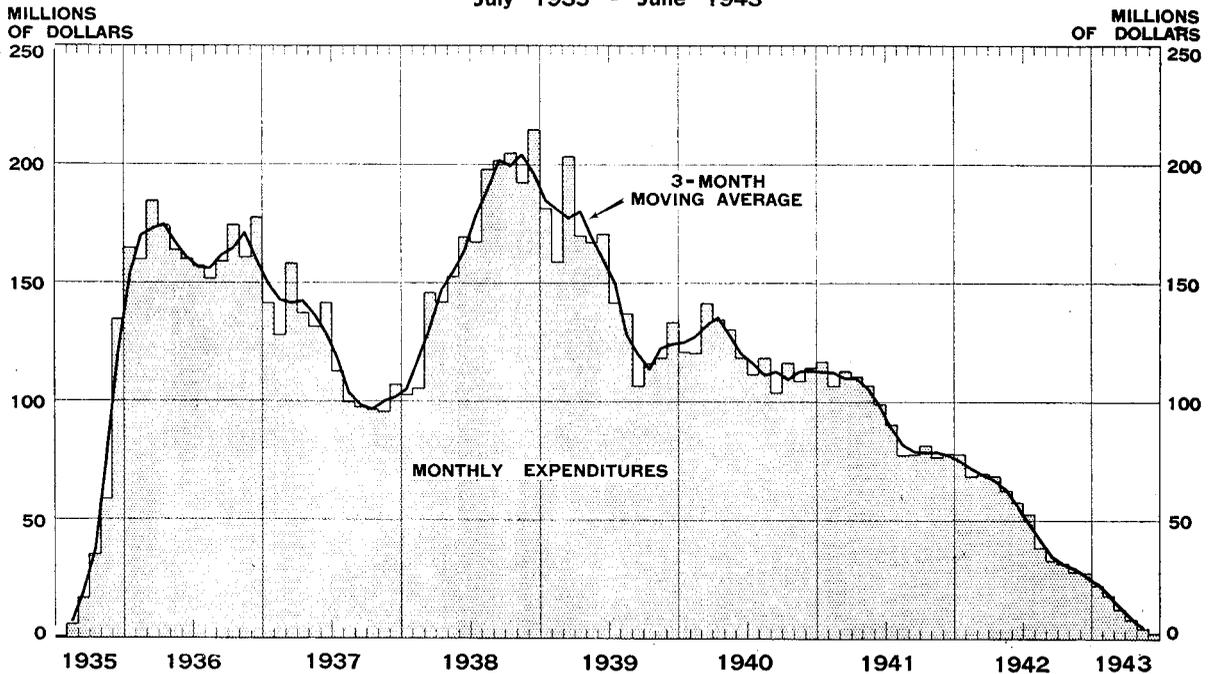
<sup>a</sup> For programs included, see footnotes to table 33.  
<sup>b</sup> Data for other Federal agencies not available.  
<sup>c</sup> Data for other Federal agencies cover period July–November 1942.  
<sup>d</sup> Programs operated by other Federal agencies discontinued as of Dec. 31, 1942.

Source: Based on reports of the U. S. Treasury Department and the Work Projects Administration.

CHART 5

## WPA EXPENDITURES\*

July 1935 - June 1943



\* Includes WPA funds allocated to other Federal agencies from July 1938 to date.

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5.1 percent and 5.0 percent. The somewhat higher average in these two years was due to the relatively large administrative personnel necessary in the organization of the WPA program in 1935 and in the liquidation of the program in 1943. At the peak of the WPA program, administrative expenses amounted to only 3.4 percent of the total expenditures for programs operated by the WPA.

### Sponsors' Contributions

From the beginning of the WPA program, State and local government agencies contributed toward the operation of its project activities. The contribution of sponsors in the first year of the WPA program was only 10 percent of total project costs, in the fifth year of the program it was 26 percent, and in the last 3 years of the program it was between 30 and 31 percent annually.

The contribution of sponsors to the cost of non-Federal projects was made subject to statutory control through the ERA Act of 1937. This and subsequent acts required the sponsor to agree in writing to finance such part of the entire cost of the project as was not to be financed from Federal funds. The ERA Act of 1939 and subsequent acts required that for non-Federal projects approved after January 1, 1940, the sponsors' share of the entire cost of all such projects should average at least 25 percent for each State. Projects certified as important for military or

naval purposes were exempted (ERA act, fiscal year 1941) from this requirement. During the period from July 1, 1940 through March 31, 1943, sponsors furnished about 23 percent of the total cost of certified projects.

Although for the country as a whole, sponsors' contributions amounted to 22 percent of total project costs during the 8 years of the WPA program, there was considerable variation in the degree of sponsors' participation from State to State. Sponsors' contributions, as related to total funds expended for projects operated by the WPA, ranged from 16 percent in Pennsylvania to 32 percent in Nevada. In large industrial States, such as New York, Pennsylvania, and Massachusetts, sponsors' contributions were below the national average. This is partly explained by the heavy commitments incurred by State and local government agencies in these States in providing for their large programs of general relief. (See appendix table XII.)

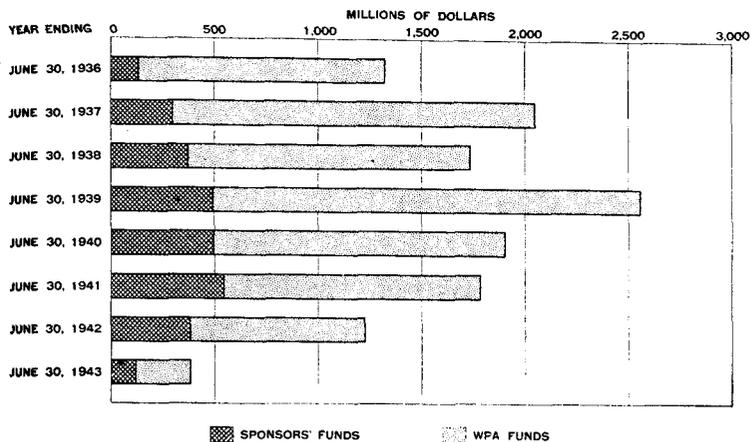
### WPA and Sponsors' Expenditures on Projects Operated by the WPA

The total of WPA and sponsors' expenditures for projects operated by the WPA from July 1935 through June 1943 was \$12,974,457,000. The WPA supplied \$10,136,743,000 and sponsors, \$2,837,713,000. (See table 35.)

CHART 6

**WPA AND SPONSORS' EXPENDITURES ON PROJECTS OPERATED BY WPA, BY FISCAL YEAR AND BY SOURCE OF FUNDS**

Through June 30, 1943



Of the total labor costs (\$9,472,204,000), about 95 percent was paid from WPA funds and 5 percent from sponsors' funds. On the other hand, of the total nonlabor costs (\$3,502,252,000), the WPA paid 33 percent and the sponsors, 67 percent.

**Types of Projects**

The proportion of expenditures incurred for different types of projects varied from year to year, in accordance with changes in employment and the relative need for such projects. The largest part of program expenditures was always devoted to construction projects. For the period extending from July 1935 through March 1943, construction projects accounted for more than three-fourths (77 percent) of total WPA and sponsors' expenditures on projects operated by the WPA, service projects accounted for about 23 percent, and training and reemployment projects accounted for less than 1 percent (appendix

**Objects of Expenditure**

The WPA project funds were used to pay the wages of certified relief workers and of some of the supervisory personnel and for a small portion of nonlabor costs. Sponsors' funds were used to pay for the bulk of the nonlabor costs of projects and the salaries of some of the supervisory personnel, engineers, operators of heavy equipment, and other key personnel not available among persons certified for WPA employment.

Nearly 89 percent of WPA project expenditures, \$8,990,597,000, was used for wages of project workers; 11 percent, or \$1,146,147,000, was expended for the purchase of materials, supplies, and equipment; rent of equipment; and other nonlabor costs. Only 17 percent of sponsors' funds, \$481,608,000, was spent for labor; 83 percent, or \$2,356,106,000, was used for the purchase of materials, supplies, and equipment; rent of equipment; and other nonlabor costs.

table X).<sup>3</sup> All major types of projects were usually included in the work program of the individual States. There were considerable differences, however, in the relative importance of various types of projects in the different States. (See appendix table XIV.)

The most important of the types of projects in terms of expenditures, were highway, road, and street projects. Expenditures on these projects (\$4,903,767,000) accounted for about one-half of the expenditures on construction projects and for nearly two-fifths of the expenditures on all projects during the 8 years of the WPA program. Next in importance in terms of expenditures were welfare projects. Expenditures on these projects (\$1,438,674,000) accounted for about one-half of the expenditures on all service projects and for more than one-tenth of total project expenditures.

The relative importance of project types in terms of expenditures changed from time to time; in some instances these changes were quite pronounced. The proportion of expenditures incurred on construction projects declined in the last few years of the program, while the proportion of service projects increased. Construction projects averaged nearly 79 percent of total project expenditures during the first 5 years of the program and 72 percent of project expenditures for the last 3 years. Certain types of construction projects, however, increased in relative importance after the defense program began in July 1940. Airport and airway projects, which accounted for only 2 percent of total expenditures in the first 5 years, accounted for 6 percent of project expenditures in the last 3 years. The proportion of expenditures incurred for service projects was 21 percent in the first 5 years and about 26 percent in the last 3 years. Vocational training projects,

**TABLE 35.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON PROJECTS OPERATED BY WPA, BY FISCAL YEAR AND BY SOURCE OF FUNDS**

THROUGH JUNE 30, 1943

Year ending June 30—	Total funds	WPA funds	Sponsors' funds	
			Amount	Percent of total funds
Total.....	\$12,974,456,687	\$10,136,743,293	\$2,837,713,394	21.9
1936.....	1,326,457,262	1,193,567,378	132,889,884	10.0
1937.....	2,051,890,076	1,751,286,222	300,603,854	14.7
1938.....	1,735,173,997	1,363,566,376	371,607,621	21.4
1939.....	2,561,911,030	2,067,971,970	493,939,060	19.3
1940.....	1,902,929,067	1,408,571,637	494,357,430	26.0
1941.....	1,787,148,267	1,239,178,494	547,969,773	30.7
1942.....	1,225,648,254	844,498,229	381,150,025	31.1
1943.....	383,298,734	268,102,987	115,195,747	30.1

Source: WPA expenditures based on U. S. Treasury Department and WPA reports; sponsors' expenditures based on WPA reports.

<sup>3</sup> A breakdown of expenditures by type of project is available only through March 1943. The 8-year period of the WPA program referred to in this section includes July 1935 through March 31, 1943. As most projects were closed out by that time the difference in the data for the entire year would be slight.

TABLE 36.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON PROJECTS OPERATED BY WPA, BY FISCAL YEAR, BY SOURCE OF FUNDS, AND BY OBJECT OF EXPENDITURE

THROUGH JUNE 30, 1943

Year ending June 30—	Total funds	WPA funds			Sponsors' funds		
		Total	Labor		Total	Nonlabor	
			Amount	Percent of total WPA funds		Amount	Percent of total sponsors' funds
Total.....	\$12,974,456,687	\$10,136,743,293	\$8,990,596,759	88.7	\$2,837,713,394	\$2,356,105,776	83.0
1936.....	1,326,457,262	1,193,567,378	1,040,400,114	87.2	132,889,884	104,456,878	78.6
1937.....	2,051,890,076	1,751,286,222	1,472,878,159	84.1	300,603,854	246,222,565	81.9
1938.....	1,735,173,997	1,363,566,376	1,231,590,282	90.3	371,607,621	306,682,033	82.5
1939.....	2,561,911,030	2,067,971,970	1,881,010,586	91.0	493,939,060	417,318,024	84.5
1940.....	1,902,929,067	1,408,571,637	1,289,469,608	91.5	494,357,430	414,843,889	83.9
1941.....	1,787,148,267	1,239,178,494	1,120,465,964	90.4	547,969,773	456,213,001	83.3
1942.....	1,225,648,254	844,498,229	727,938,698	86.2	381,150,025	317,979,580	83.4
1943.....	383,298,734	268,102,987	226,843,348	84.6	115,195,747	92,389,806	80.2

Source: WPA expenditures based on U. S. Treasury Department and WPA reports; sponsors' expenditures based on WPA reports.

inaugurated in July 1940, accounted for nearly 5 percent of total project expenditures in the fiscal year 1943.

The proportion of project expenditures used for wages was dependent to a considerable extent on the type of work performed. Labor expenditures for service projects were relatively higher than those for construction projects because the latter required a relatively heavier outlay for materials, supplies, and equipment. For the 8-year period of the WPA program, labor costs constituted 73 percent of total project expenditures; for construction projects the proportion was 70 percent and for service projects it was 83 percent. (See appendix table X.)

The extent of sponsor participation was dependent in a large measure on the type of work performed. Sponsors contributed 22 percent of the total project expenditures during the period of the WPA program. The sponsors' share for construction projects was about 24 percent, but their share for service projects was only 16 percent, and for training projects, 17 percent. However, some types of projects showed considerable deviations from these proportions.

The Nation's defense and war program greatly influenced the nature of WPA operations after July 1940. Expenditures for projects certified as important for military and naval purposes amounted to \$639,507,000. (See p. 89.)

#### Average Project Costs Per Man-Year of Employment

Projects operated by the WPA provided approximately 13,790,000 man-years of employment at a total cost of \$12,974,457,000, or at an average of \$941 per man-year.<sup>4</sup> Of this average man-year cost, \$687 went for wages and \$254 for nonlabor costs. Annual average man-year costs rose markedly after 1940. The average for the last year of the WPA program (year ending June 30, 1943) was \$1,415, almost double that for the first year (\$724). (See table 37.)

The sharp rise in the average project costs per man-year during the later years of the WPA program was due to

<sup>4</sup> A man-year of employment is defined as employment of a worker during a full year.

TABLE 37.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED AND AVERAGE EXPENDITURES PER MAN-YEAR OF EMPLOYMENT ON PROJECTS OPERATED BY WPA, BY FISCAL YEAR AND BY OBJECT OF EXPENDITURE

THROUGH JUNE 30, 1943

Year ending June 30—	Man-years of employment	WPA and sponsors' funds expended			Average expenditures per man-year		
		Total	Labor	Nonlabor	Total	Labor	Nonlabor
Total.....	13,790,189	\$12,974,456,687	\$9,472,204,377	\$3,502,252,310	\$940.85	\$686.88	\$253.97
1936.....	1,833,304	1,326,457,262	1,068,833,120	257,624,142	723.53	583.01	140.52
1937.....	2,230,843	2,051,890,076	1,527,259,448	524,630,628	919.78	684.61	235.17
1938.....	1,934,441	1,735,173,997	1,296,515,870	438,658,127	896.99	670.23	226.76
1939.....	2,914,247	2,561,911,030	1,957,631,622	604,279,408	879.10	671.75	207.35
1940.....	1,961,562	1,902,929,067	1,308,985,149	533,943,918	960.32	690.86	269.46
1941.....	1,660,930	1,787,148,267	1,212,227,736	574,925,531	1,075.99	729.85	346.14
1942.....	863,888	1,225,648,254	791,109,143	434,539,111	1,271.57	820.75	450.82
1943.....	270,974	383,298,734	249,649,289	133,649,445	1,414.52	921.30	493.22

Source: WPA expenditures based on U. S. Treasury Department and WPA reports; sponsors' expenditures based on WPA reports.

several causes, chief of which were the increase in the average project earnings as a result of upward revisions in the wage schedule, the proportionately larger earnings of workers on certified war projects, and the decline in the proportion of unskilled workers employed on projects. In addition, nonlabor costs rose conspicuously in the final years of the WPA program, especially after July 1940. There was a net rise of 250 percent in the average nonlabor costs per man-year between the first and the last years of the program as compared with a rise of only 58 percent in the average earnings for the same period. The increase in the average nonlabor costs resulted chiefly from the relaxation on certified construction projects of ordinary limitations applying to nonlabor costs.

## Organization of the WPA

### Division of Finance

WPA fiscal functions in the central administration were handled by the Division of Finance. The director of the Division reported to the assistant commissioner in charge of the Divisions of Finance, Statistics, and Research. The functions of the Division of Finance were distributed among various sections.

The Accounts Section maintained detailed accounts for the central administration and gave technical direction to the maintenance of detailed accounts in the State Divisions of Finance.

The Voucher or Examination Section formulated procedures regarding the examination of vouchers and was responsible for clearing claims with the General Accounting Office.

The Fund Control Section was responsible for controlling, within prescribed limitations and by type of work and individual project, the status of budgets, funds authorized, encumbrances, obligations, and expenditures. It also controlled the allocation of funds to other Federal agencies.

The Property Accounting Section formulated procedures and issued instructions concerning the detailed methods of accounting for all types of property.

The Compensation Section formulated procedures regarding eligibility for, and payment of, compensation to

injured workers, and maintained liaison with the United States Employees' Compensation Commission.

The assistant director of the Division in the central administration, in addition to other duties, maintained technical supervision over the regional examiners working out of the regional offices.

In each regional office the Division of Finance maintained a small staff of regional examiners, headed by a chief regional examiner. This staff was administratively under the authority of the regional director.

The functions of the regional examiner were to inter-mediate between the central administration and the State and district offices; to give information and advice; to secure adherence to WPA policies and standards; to report to the central administration on fiscal matters; to make recommendations to the central administration regarding funds needed to operate the program; and to maintain liaison with the regional staffs of other Federal agencies.

In the States, the Division of Finance ordinarily comprised six sections: executive, accounts, voucher, field examination, property accounting, and compensation. The State director of the Division was responsible administratively to the State administrator, but in matters of techniques and method was under the supervision of the Division of Finance in the central administration, and of the regional examiners as representatives of the central administration. Each State Division of Finance established standards and detailed methods of performing the finance work within the State, made recommendations to the State administrator on administrative and project budgets, and approved the appointment of personnel within the Division.

Each district Division of Finance had the duty of carrying into effect the regulations and methods established by the State division. It handled timekeeping, compensation, and property accounting; carried on training for timekeepers; and made recommendations to the State division regarding fiscal methods. The district finance officer and the area finance officers working under him, although subject to instruction, appeal, and overruling, were necessarily responsible for a multitude of daily decisions, most of which went unchallenged and were thus final.

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# EXPLANATORY NOTES

WPA statistics presented in this report relate to activities conducted under the program from its initiation in the summer of 1935 through June 30, 1943. The figures cover activities on all WPA projects financed in whole or in part with WPA funds. Most of these projects have been operated by the WPA itself, but in the period beginning with July 1938 a few have been operated by other Federal agencies with funds appropriated to the WPA and allocated to these agencies. Unless otherwise specified, all statistics presented in this report cover the continental United States and the Territories of Alaska, Hawaii, Puerto Rico, and the Virgin Islands. Many of the tabulations relate to fiscal years (July 1 through June 30).

## Employment Statistics

WPA employment data shown in the first two tables of the appendix relate to persons employed on all WPA projects. Tables III and IV relate to employment on projects operated by the WPA itself. None of the figures shown in these tables include administrative employees or workers paid by project sponsors.

Monthly WPA employment figures have been used in both the appendix and the text tables, except for certain distributions that were reported only for selected weeks. The monthly statistics are averages of the numbers employed on a given day of each week. The basic weekly figures are summarized for the United States and territories in table I of the appendix.

## Financial Statistics

Tables V, VI, VII, and VIII are based on reports of the Department of the Treasury and the Work Projects Administration and relate to Federal funds allocated or appropriated to the WPA under the ERA Acts of 1935, 1936, 1937, 1938, 1939, and fiscal years 1941, 1942, and 1943. The data cover project operations and administrative expenses of WPA (including administrative expenses of the NYA prior to July 1939); other Federal agency project operations and administrative expenses financed with allocations of WPA funds; the purchase of surplus clothing for needy persons and aid to self-help and cooperative associations under the ERA Act of 1938; tornado relief under the ERA Act of 1939; and the settlement of property

damage claims under the ERA Acts of 1939 and fiscal years 1941, 1942, and 1943. Some of the terms used in these tables are defined in the following paragraphs:

1. "Allocations" represent amounts directly appropriated to the agency or ordered transferred to it, warrants for which have been issued by the Treasury.

2. "Obligations," as used in this report, represent actual or contingent liabilities incurred against allocated funds. The figures are cumulative, and represent paid, as well as unpaid, obligations. Requisitions for materials, supplies, and equipment are set up as obligations. Items such as pay rolls, rents, and travel expenses, which are certain to become due in a short period, are obligated one period in advance.<sup>1</sup>

3. "Expenditures" represent checks issued in payment of pay rolls and other certified vouchers.

Neither obligations nor expenditures necessarily provide a wholly accurate measure of operations at any given time since obligations in part reflect future operations, and expenditures lag behind current operations because of the time consumed in making actual payments.

Tables IX to XV, dealing with expenditures of WPA and sponsors' funds on projects operated by WPA, are based on data compiled from WPA project ledgers maintained by the WPA divisions of finance in the several States.

## Project Accomplishment Statistics

Tables XVI, XVII, and XVIII relate to the number of physical units of work that were completed on projects operated by WPA from the beginning of the program through June 1943. The figures shown for certain activities on service programs, however, refer to the extent of public participation during specific periods. The data presented are limited to selected items of accomplishment.

<sup>1</sup> This definition of "obligations" does not correspond with that used under the revised accounting procedure effective with fiscal year 1942. Under the new procedure, the definition given above applies to "encumbrances," and the term "obligations" covers only those transactions which legally reserve an appropriation for expenditure. For example, the obligations recorded for labor costs in the fiscal year 1942 include only earnings for completed pay periods plus accrued earnings for incompleting pay periods; in general, those recorded for nonlabor costs include only WPA requisitions for which purchase orders, bills of lading, or similar documents have been issued.

TABLE I.—NUMBER OF PERSONS EMPLOYED ON WPA PROJECTS

WEEKLY, AUGUST 1935-JUNE 1943

Month	Year ending June 30, 1935		Year ending June 30, 1936		Year ending June 30, 1937		Year ending June 30, 1938				Year ending June 30, 1939			
	Date	Projects operated by WPA	Date	Projects operated by WPA	Date	Projects operated by WPA	Date	Total	Projects operated by WPA	Projects operated by other Federal agencies *	Date	Total	Projects operated by WPA	Projects operated by other Federal agencies *
	1935		1936		1937		1938				1939			
July	3		1	2,240,085	7	1,711,585	6	2,937,489	2,853,129	84,360	5	2,388,080	2,358,179	29,901
July	10		8	2,232,917	14	1,652,283	13	2,983,167	2,898,597	84,570	12	2,289,702	2,249,611	41,091
July	17		15	2,240,223	21	1,592,129	20	3,022,103	2,937,926	84,177	19	2,250,368	2,197,226	53,142
July	24		22	2,249,357	28	1,598,817	27	3,053,327	2,966,832	86,495	26	2,200,195	2,143,662	56,533
July	31		29	2,264,056										
Average				2,245,328		1,631,204		2,999,021	2,914,121	84,900		2,282,087	2,236,920	45,167
August	7		5	2,279,612	4	1,538,217	3	3,076,588	2,992,876	83,712	2	2,082,366	2,025,246	57,120
August	14	187,968	12	2,322,594	11	1,524,167	10	3,101,344	3,016,775	84,569	9	2,053,552	1,994,736	58,816
August	21	219,781	19	2,350,750	18	1,501,336	17	3,123,988	3,038,875	85,113	16	1,977,396	1,916,525	60,871
August	28	252,739	26	2,376,565	25	1,479,836	24	3,153,113	3,066,895	86,218	23	1,897,896	1,834,747	63,149
August							31	3,171,184	3,085,762	85,422	30	1,842,230	1,778,175	64,055
Average		b 220,163		2,332,380		1,510,894		3,125,244	3,040,237	85,007		1,970,688	1,909,886	60,802
September	4	299,543	2	2,405,098	1	1,466,361	7	3,197,459	3,108,921	88,538	6	1,662,447	1,603,275	59,172
September	11	344,118	9	2,426,237	8	1,458,830	14	3,210,312	3,121,091	89,221	13	1,695,794	1,633,095	62,699
September	18	397,593	16	2,446,721	15	1,455,170	21	3,218,584	3,127,757	90,827	20	1,735,580	1,667,836	67,744
September	25	456,013	23	2,481,516	22	1,451,112	28	3,228,082	3,136,505	91,577	27	1,790,164	1,719,873	70,291
September			30	2,508,441	29	1,448,411								
Average		374,316		2,453,602		1,455,977		3,213,609	3,123,568	90,041		1,720,996	1,656,019	64,977
October	2	506,190	7	2,525,411	6	1,450,667	5	3,233,932	3,144,433	89,499	4	1,834,192	1,764,361	69,831
October	9	594,427	14	2,545,625	13	1,457,029	12	3,266,075	3,175,259	90,816	11	1,875,190	1,802,225	72,965
October	16	661,096	21	2,558,052	20	1,466,925	19	3,300,328	3,208,951	91,377	18	1,898,671	1,823,729	74,942
October	23	77,294	28	2,581,208	27	1,475,800	26	3,346,107	3,253,623	92,484	25	1,901,702	1,825,937	75,765
October	30	986,837												
Average		705,169		2,552,574		1,462,605		3,286,611	3,195,567	91,044		1,877,439	1,804,063	73,376
November	6	1,264,855	4	2,587,301	3	1,487,007	2	3,363,841	3,271,398	92,443	1	1,901,147	1,824,113	77,034
November	13	1,623,696	11	2,585,107	10	1,498,628	9	3,358,525	3,266,550	91,975	8	1,929,219	1,851,244	77,975
November	20	1,925,325	18	2,549,077	17	1,509,505	16	3,345,032	3,252,555	92,477	15	1,960,806	1,883,825	76,981
November	27	2,445,954	25	2,482,681	24	1,519,740	23	3,318,983	3,225,625	93,358	22	1,987,202	1,909,236	77,966
November							30	3,286,592	3,193,658	92,934	29	2,024,214	1,945,352	78,862
Average		1,814,958		2,551,042		1,503,720		3,334,594	3,241,957	92,637		1,960,518	1,882,754	77,764
December	4	2,563,996	2	2,389,202	1	1,537,558	7	3,240,677	3,148,437	92,240	6	2,075,387	1,996,894	78,493
December	11	2,660,116	8	2,288,565	8	1,557,689	14	3,185,821	3,093,927	91,894	13	2,122,821	2,044,516	78,305
December	18	2,704,577	16	2,214,917	15	1,588,244	21	3,123,968	3,032,759	91,209	20	2,143,670	2,066,171	77,499
December	26	2,740,070	23	2,192,409	22	1,629,271	28	3,093,855	3,002,241	91,614	27	2,151,847	2,075,977	75,870
December			30	2,152,212	29	1,670,620								
Average		2,667,190		2,247,461		1,596,676		3,161,080	3,069,341	91,739		2,123,431	2,045,889	77,542

Month	1936		1937		1938		1939			1940				
January	2	2,782,252	6	2,132,698	5	1,711,932	4	3,069,932	2,979,997	89,935	3	2,159,939	2,085,577	74,362
January	8	2,840,214	13	2,124,307	12	1,767,701	11	3,029,765	2,939,574	90,191	10	2,189,563	2,115,169	74,394
January	15	2,890,016	20	2,129,250	19	1,832,148	18	3,001,062	2,910,907	90,155	17	2,222,006	2,148,903	73,103
January	22	2,925,605	27	2,138,059	26	1,900,625	25	2,985,620	2,895,125	90,495	24	2,244,452	2,170,935	73,517
January	29	2,960,577									31	2,265,609	2,192,356	73,283
Average		2,879,733		2,131,079		1,803,102		3,021,595	2,931,401	90,194		2,216,314	2,142,588	73,726
February	5	2,988,373	3	2,144,526	2	1,945,317	1	2,966,202	2,876,649	89,553	7	2,287,797	2,212,789	75,008
February	12	3,017,649	10	2,160,209	9	1,985,406	8	2,965,986	2,875,724	90,262	14	2,306,048	2,231,138	74,909
February	19	3,034,617	17	2,147,178	16	2,009,145	15	3,010,659	2,922,029	88,630	21	2,318,940	2,244,540	74,400
February	26	3,035,852	24	2,145,562	23	2,075,492	22	3,043,367	2,955,022	88,345	28	2,324,089	2,249,912	74,177
Average		3,019,098		2,149,369		2,003,840		2,996,554	2,907,356	89,198		2,309,218	2,234,595	74,623
March	4	3,025,428	3	2,148,193	2	2,166,705	1	3,032,247	2,948,175	84,072	6	2,323,491	2,248,890	74,601
March	11	2,991,121	10	2,139,478	9	2,243,865	8	3,009,253	2,927,115	82,138	13	2,318,914	2,244,323	74,591
March	18	2,953,074	17	2,133,953	16	2,356,877	15	3,014,585	2,926,730	87,855	20	2,311,525	2,235,992	75,533
March	25	2,871,637	24	2,114,800	23	2,394,843	22	3,008,994	2,915,588	93,406	27	2,288,227	2,212,233	75,994
March			31	2,110,949	30	2,445,415	29	2,980,472	2,882,722	97,750				
Average		2,960,315		2,129,475		2,321,541		3,009,110	2,920,066	89,044		2,310,539	2,235,359	75,180
April	1	2,761,155	7	2,098,359	6	2,504,483	5	2,905,791	2,801,613	104,178	3	2,204,440	2,127,384	77,056
April	8	2,678,021	14	2,085,329	13	2,531,392	12	2,760,735	2,649,886	110,849	10	2,161,901	2,082,546	79,355
April	15	2,617,453	21	2,070,151	20	2,544,085	19	2,752,282	2,635,369	116,913	17	2,117,741	2,037,282	80,459
April	22	2,570,315	28	2,059,044	27	2,581,897	26	2,750,639	2,629,314	121,325	24	2,092,081	2,010,598	81,483
April	29	2,504,892												
Average		2,628,367		2,078,221		2,540,464		2,792,362	2,679,046	113,316		2,144,040	2,064,452	79,588
May	6	2,454,215	5	2,046,751	4	2,606,719	3	2,736,329	2,610,082	126,247	1	2,050,045	1,977,473	81,572
May	13	2,418,458	12	2,023,316	11	2,625,744	10	2,660,236	2,527,958	132,278	8	2,008,540	1,924,388	84,152
May	20	2,374,461	19	2,016,979	18	2,650,298	17	2,622,590	2,485,360	137,230	15	1,970,257	1,885,683	84,574
May	27	2,339,740	26	1,999,269	25	2,678,223	24	2,608,920	2,468,073	140,847	22	1,944,945	1,857,813	87,132
May							31	2,599,673	2,457,901	141,772	29	1,925,539	1,837,853	87,686
Average		2,396,719		2,021,579		2,640,246		2,645,550	2,509,875	135,675		1,981,666	1,896,642	85,024
June	3	2,319,913	2	1,980,236	1	2,693,375	7	2,593,349	2,449,189	144,160	5	1,857,906	1,770,289	87,617
June	10	2,293,625	9	1,945,796	8	2,711,762	14	2,589,723	2,445,545	144,178	12	1,785,270	1,696,620	88,650
June	17	2,273,052	16	1,866,617	15	2,736,014	21	2,577,675	2,438,255	139,420	19	1,714,327	1,628,137	86,190
June	24	2,255,898	23	1,821,151	22	2,767,044	28	2,551,418	2,420,741	130,677	26	1,664,626	1,583,242	81,384
June			30	1,776,239	29	2,806,931								
Average		2,285,622		1,878,008		2,743,025		2,578,041	2,438,432	139,609		1,755,532	1,669,572	85,960

See footnotes at end of table.

TABLE I.—NUMBER OF PERSONS EMPLOYED ON WPA PROJECTS—Concluded

WEEKLY, AUGUST 1935-JUNE 1943

Month	Year ending June 30, 1941				Year ending June 30, 1942				Year ending June 30, 1943			
	Date	Total	Projects operated by WPA	Projects operated by other Federal agencies*	Date	Total	Projects operated by WPA	Projects operated by other Federal agencies*	Date	Total	Projects operated by WPA	Projects operated by other Federal agencies*
	1940				1941				1942			
July.....	3	1,607,733	1,568,899	38,834	2	1,168,066	1,151,171	16,895	7	560,371	560,156	215
July.....	10	1,619,630	1,577,729	41,901	9	1,029,429	1,015,819	13,610	14	538,603	538,421	182
July.....	17	1,659,455	1,613,434	46,021	16	1,016,644	1,003,374	13,270	21	511,483	511,312	171
July.....	24	1,689,731	1,642,089	47,642	23	1,024,784	1,011,911	12,873	28	490,125	490,014	111
July.....	31	1,700,846	1,651,406	49,440	30	1,035,595	1,022,732	12,863				
<b>Average</b> .....		<b>1,655,479</b>	<b>1,610,711</b>	<b>44,768</b>		<b>1,054,904</b>	<b>1,041,001</b>	<b>13,903</b>		<b>525,146</b>	<b>524,976</b>	<b>170</b>
August.....	7	1,708,525	1,655,809	52,716	6	1,041,218	1,028,806	12,412	4	466,470	466,363	107
August.....	14	1,708,239	1,654,070	54,169	13	1,041,682	1,030,589	11,093	11	452,939	452,842	97
August.....	21	1,697,978	1,642,796	55,182	20	1,042,451	1,031,787	10,664	18	441,316	441,220	96
August.....	28	1,691,307	1,635,984	55,323	27	1,044,781	1,034,094	10,687	25	428,344	428,250	94
<b>Average</b> .....		<b>1,701,512</b>	<b>1,647,164</b>	<b>54,348</b>		<b>1,042,533</b>	<b>1,031,319</b>	<b>11,214</b>		<b>447,267</b>	<b>447,168</b>	<b>99</b>
September.....	4	1,690,104	1,634,802	55,302	3	1,043,032	1,032,298	10,734	1	415,753	415,650	103
September.....	11	1,687,420	1,631,328	56,092	10	1,037,368	1,026,508	10,860	8	405,900	405,794	106
September.....	18	1,689,292	1,633,195	56,079	17	1,034,554	1,023,392	11,162	15	399,159	399,059	100
September.....	25	1,703,748	1,647,970	55,778	24	1,033,019	1,021,787	11,232	22	394,139	394,050	89
<b>Average</b> .....		<b>1,692,641</b>	<b>1,636,824</b>	<b>55,817</b>		<b>1,036,994</b>	<b>1,025,996</b>	<b>10,998</b>		<b>401,050</b>	<b>400,958</b>	<b>92</b>
October.....	2	1,746,704	1,691,224	55,480	1	1,032,201	1,020,440	11,761	6	385,810	385,746	64
October.....	9	1,762,672	1,707,551	55,121	8	1,037,597	1,025,630	11,967	13	382,073	382,021	52
October.....	16	1,768,162	1,713,242	54,920	15	1,040,032	1,027,924	12,108	20	379,757	379,723	34
October.....	23	1,775,644	1,721,505	54,139	22	1,044,140	1,031,829	12,311	27	377,541	377,505	36
October.....	30	1,779,261	1,725,232	54,029	29	1,047,454	1,034,720	12,734				
<b>Average</b> .....		<b>1,766,489</b>	<b>1,711,751</b>	<b>54,738</b>		<b>1,040,285</b>	<b>1,028,109</b>	<b>12,176</b>		<b>381,295</b>	<b>381,248</b>	<b>47</b>
November.....	6	1,783,479	1,730,024	53,455	5	1,050,340	1,038,026	12,314	3	372,710	372,681	29
November.....	13	1,785,606	1,732,132	53,474	12	1,056,236	1,043,494	12,742	10	366,002	365,973	29
November.....	20	1,806,811	1,753,651	53,160	18	1,058,410	1,045,721	12,689	17	358,717	358,688	29
November.....	27	1,821,630	1,768,525	53,105	25	1,060,616	1,047,922	12,694	24	354,593	354,570	23
<b>Average</b> .....		<b>1,799,382</b>	<b>1,746,083</b>	<b>53,299</b>		<b>1,056,401</b>	<b>1,043,791</b>	<b>12,610</b>		<b>363,005</b>	<b>362,977</b>	<b>28</b>
December.....	4	1,832,523	1,780,931	51,592	2	1,062,810	1,050,438	12,372	1	351,151	351,148	3
December.....	11	1,855,175	1,803,720	51,455	9	1,059,682	1,047,706	11,976	8	344,957	344,954	3
December.....	18	1,872,284	1,821,705	50,579	16	1,055,670	1,044,154	11,516	15	338,427	338,424	3
December.....	26	1,878,395	1,828,024	50,371	23	1,046,241	1,035,238	11,003	22	328,834	328,831	3
December.....					30	1,041,073	1,030,894	10,179	29	321,299	321,296	3
<b>Average</b> .....		<b>1,859,594</b>	<b>1,808,595</b>	<b>50,999</b>		<b>1,053,095</b>	<b>1,041,686</b>	<b>11,409</b>		<b>336,934</b>	<b>336,931</b>	<b>3</b>

Month	1941				1942				1943			
January	2	1,880,460	1,830,208	50,252	6	1,017,400	1,012,565	4,835	5	308,624	308,624	
January	8	1,886,942	1,837,544	49,398	13	1,019,762	1,016,274	3,488	12	299,303	299,303	
January	15	1,893,750	1,844,928	48,822	20	1,025,326	1,022,793	2,533	19	284,061	284,061	
January	22	1,895,386	1,847,009	48,377	27	1,032,323	1,029,891	2,432	26	262,618	262,618	
January	29	1,895,189	1,846,902	48,287								
Average		1,890,345	1,841,318	49,027		1,023,703	1,020,381	3,322		288,652	288,652	
February	5	1,892,243	1,844,585	47,658	3	1,031,702	1,029,613	2,089	2	222,148	222,148	
February	12	1,892,632	1,845,377	47,255	10	1,032,211	1,030,134	2,077	9	210,875	210,875	
February	19	1,884,699	1,837,566	47,133	17	1,027,822	1,026,006	1,819	16	195,758	195,758	
February	26	1,866,885	1,820,453	46,432	24	1,022,569	1,020,804	1,765	23	181,491	181,491	
Average		1,884,115	1,836,995	47,120		1,028,576	1,026,638	1,938		202,568	202,568	
March	5	1,805,582	1,760,431	45,151	3	1,006,421	1,004,677	1,744	2	156,290	156,290	
March	12	1,763,895	1,719,346	44,549	10	984,472	982,718	1,754	9	145,823	145,823	
March	19	1,735,676	1,691,067	44,609	17	960,856	959,147	1,709	16	136,580	136,580	
March	26	1,707,821	1,663,856	43,965	24	942,895	941,225	1,670	23	127,167	127,167	
March					31	922,832	921,208	1,624	30	113,811	113,811	
Average		1,753,244	1,708,675	44,569		963,496	961,795	1,701		135,934	135,934	
April	2	1,662,393	1,618,748	43,645	7	892,673	891,084	1,589	6	96,979	96,979	
April	9	1,634,016	1,590,616	43,400	14	877,618	876,029	1,589	13	88,181	88,181	
April	16	1,606,759	1,562,681	44,078	21	857,125	855,528	1,597	20	77,065	77,065	
April	23	1,585,587	1,541,889	43,698	28	839,475	837,936	1,539	27	65,215	65,215	
April	30	1,560,248	1,517,692	42,556								
Average		1,609,801	1,566,325	43,476		866,723	865,144	1,579		81,860	81,860	
May	7	1,519,185	1,477,263	41,922	5	817,548	816,027	1,521	4	47,782	47,782	
May	14	1,496,649	1,454,438	42,211	12	795,554	794,034	1,520	11	46,239	46,239	
May	21	1,474,200	1,432,726	41,474	19	775,510	773,981	1,529	18	44,924	44,924	
May	28	1,464,362	1,423,550	40,812	26	755,413	753,897	1,516	25	44,979	44,979	
Average		1,488,599	1,446,904	41,605		786,007	784,485	1,522		45,981	45,981	
June	4	1,441,936	1,400,885	41,051	2	735,704	734,196	1,508	1	44,296	44,296	
June	11	1,423,371	1,382,328	41,043	9	717,791	716,310	1,481	8	42,894	42,894	
June	18	1,410,051	1,367,935	42,116	16	700,744	699,344	1,400	15	42,100	42,100	
June	25	1,368,363	1,327,762	40,601	23	681,580	680,222	1,358	22	40,717	40,717	
June					30	652,689	651,465	1,224	29	42,177	42,177	
Average		1,410,930	1,369,727	41,203		697,701	696,307	1,394		42,437	42,437	

- Financed by allocation of WPA funds.
- Average for 3 weeks.

TABLE II.—AVERAGE NUMBER OF PERSONS EMPLOYED ON WPA PROJECTS, BY STATE <sup>a</sup>

QUARTERLY, SEPTEMBER 1935-JUNE 1943

State	1935		1936				1937			
	September	December	March	June	September	December	March	June	September	December
Total.....	374,316	2,667,190	2,960,315	2,285,622	2,453,602	2,247,461	2,129,475	1,878,008	1,455,977	1,596,676
Alabama.....	26,065	48,330	42,254	32,926	31,211	30,382	27,093	23,405	18,251	23,931
Arizona.....	.....	10,872	12,143	9,529	9,248	8,347	8,271	7,832	6,375	6,890
Arkansas.....	13,551	40,808	37,875	30,340	31,500	32,480	26,816	24,565	18,521	20,593
California.....	.....	121,453	147,601	115,446	106,374	105,933	105,349	102,078	69,714	71,885
Colorado.....	287	37,907	41,207	28,596	28,730	21,837	25,161	20,076	15,237	18,458
Connecticut.....	995	25,722	27,594	23,466	20,409	18,268	18,373	17,615	13,261	16,113
Delaware.....	251	2,605	3,207	2,415	2,048	2,174	2,111	1,954	1,659	1,935
District of Columbia.....	3,603	6,696	9,028	7,713	7,157	6,934	6,546	6,524	5,528	5,810
Florida.....	13,461	35,019	34,996	27,301	26,961	25,958	23,952	25,369	23,290	24,011
Georgia.....	16,527	53,724	49,170	34,469	36,615	33,602	30,904	25,447	21,060	24,272
Idaho.....	117	9,688	13,080	6,589	5,948	6,711	7,794	4,842	4,078	6,930
Illinois.....	5,011	164,526	201,056	157,451	166,806	159,476	148,415	135,607	104,835	107,889
Indiana.....	44,350	79,542	85,687	69,358	68,009	65,899	65,242	55,333	41,400	44,520
Iowa.....	.....	23,580	34,533	19,860	27,206	22,683	24,519	20,156	16,191	18,177
Kansas.....	531	41,366	46,489	32,402	46,352	41,784	37,309	32,402	24,475	26,549
Kentucky.....	4,784	59,200	64,959	46,688	54,044	51,969	48,526	43,472	35,677	38,735
Louisiana.....	303	49,256	54,164	36,105	34,591	32,012	32,800	27,752	21,855	23,635
Maine.....	.....	9,793	10,359	7,915	7,548	7,561	7,462	3,617	2,328	4,231
Maryland.....	21	17,635	19,336	14,911	13,689	12,868	13,038	10,977	8,649	9,625
Massachusetts.....	.....	116,187	120,379	107,023	98,078	99,791	91,050	82,353	61,125	67,632
Michigan.....	8,848	88,772	97,979	76,418	77,004	67,955	63,311	52,130	42,918	45,608
Minnesota.....	4,424	56,612	62,376	46,222	51,709	47,088	46,944	38,572	31,440	36,611
Mississippi.....	250	31,385	39,457	26,713	28,916	25,496	22,159	20,303	15,984	19,296
Missouri.....	542	82,008	91,750	67,351	93,193	71,923	81,306	67,331	49,031	50,392
Montana.....	.....	13,566	19,726	10,591	19,843	12,888	11,643	9,643	10,641	13,147
Nebraska.....	313	19,477	23,516	15,245	24,468	22,172	22,639	19,759	16,526	19,643
Nevada.....	.....	2,325	2,778	2,282	1,725	2,091	2,286	1,635	1,191	1,696
New Hampshire.....	844	7,026	9,706	7,571	9,259	8,901	7,616	6,151	4,496	5,530
New Jersey.....	6,315	89,696	94,612	81,520	78,674	76,422	74,332	69,617	56,290	57,606
New Mexico.....	383	10,898	11,130	7,966	9,848	8,548	8,696	8,373	6,421	6,272
New York.....	157,062	378,098	368,871	309,248	299,548	287,646	262,264	246,114	193,028	189,397
North Carolina.....	546	37,530	42,121	30,428	29,219	28,403	25,377	23,177	18,882	21,735
North Dakota.....	48	12,544	12,191	8,620	43,756	19,625	16,976	11,987	8,994	12,759
Ohio.....	27,972	174,252	186,831	153,891	148,843	135,939	125,132	104,046	83,259	91,307
Oklahoma.....	8,287	85,600	80,994	54,945	74,705	66,929	52,900	50,646	37,990	43,661
Oregon.....	156	18,814	20,809	14,899	13,455	14,001	16,083	13,376	9,203	12,032
Pennsylvania.....	9,208	218,146	284,618	234,014	249,060	229,875	215,933	183,513	149,021	159,107
Rhode Island.....	512	16,212	15,236	11,268	10,537	10,805	11,303	11,550	8,861	11,873
South Carolina.....	2,062	31,439	33,293	24,987	25,088	24,212	22,479	20,274	15,771	18,720
South Dakota.....	.....	14,590	14,376	9,565	49,469	23,785	19,565	13,883	10,429	15,569
Tennessee.....	3,558	45,585	49,842	36,306	34,997	31,303	28,762	24,143	18,691	21,129
Texas.....	1,312	73,752	112,209	80,975	77,498	77,269	79,238	71,559	44,247	52,892
Utah.....	352	14,635	13,295	10,368	9,541	8,969	8,317	7,463	6,450	7,020
Vermont.....	2,395	4,759	6,673	4,517	4,062	3,468	4,036	3,048	1,898	3,071
Virginia.....	771	39,672	38,330	26,832	25,272	24,720	23,023	19,200	16,452	17,904
Washington.....	445	30,379	46,342	26,228	26,794	27,048	31,374	26,949	19,640	29,862
West Virginia.....	2,193	50,689	56,609	43,790	42,670	42,175	36,985	33,682	27,057	28,716
Wisconsin.....	4,433	60,056	64,108	49,594	63,453	53,069	51,089	42,405	33,698	37,408
Wyoming.....	1,228	4,764	5,219	2,765	4,070	3,598	2,938	2,370	1,723	2,364
Alaska.....	.....	.....	.....	.....	.....	.....	.....	8	13	.....
Hawaii.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Puerto Rico.....	.....	.....	.....	.....	4,402	4,463	4,038	3,725	2,223	2,538
Virgin Islands.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....

<sup>a</sup> Data represent averages of weekly employment counts made during the months.

TABLE II.—AVERAGE NUMBER OF PERSONS EMPLOYED ON WPA PROJECTS, BY STATE<sup>a</sup>—Continued

QUARTERLY, SEPTEMBER 1935—JUNE 1943

State	1938				1939				1940			
	March	June	September <sup>b</sup>	December <sup>b</sup>	March <sup>b</sup>	June <sup>b</sup>	September <sup>b</sup>	December <sup>b</sup>	March <sup>b</sup>	June <sup>b</sup>	September <sup>b</sup>	December <sup>b</sup>
Total.....	2,321,541	2,743,025	3,213,609	3,161,080	3,009,110	2,577,902	1,720,996	2,123,431	2,310,539	1,755,532	1,692,641	1,859,594
Alabama.....	34,560	45,242	60,843	63,295	59,190	51,351	37,947	50,900	51,524	34,523	34,202	39,403
Arizona.....	8,360	9,987	13,221	11,479	11,000	8,521	5,382	6,868	8,568	5,740	5,523	6,317
Arkansas.....	31,532	36,941	49,292	52,569	53,206	46,119	32,235	42,995	44,791	26,941	27,379	35,369
California.....	90,819	95,003	119,364	120,887	122,608	109,069	74,235	90,020	96,614	75,571	78,733	81,708
Colorado.....	26,938	28,115	35,702	33,022	32,266	25,984	17,990	24,019	29,013	17,234	16,961	19,738
Connecticut.....	21,324	24,883	30,992	30,688	26,763	25,000	18,141	19,026	20,256	16,724	16,445	14,648
Delaware.....	2,887	3,558	3,900	4,047	3,629	3,468	2,135	2,515	2,776	2,736	2,728	2,698
District of Columbia.....	7,724	8,457	13,697	13,851	13,186	12,919	9,211	10,821	12,032	10,709	10,717	10,667
Florida.....	30,423	36,038	53,594	53,680	50,982	45,387	34,729	37,716	43,757	25,379	26,750	34,636
Georgia.....	37,423	47,187	61,272	67,203	66,703	57,367	39,567	47,707	49,936	35,388	35,758	41,995
Idaho.....	11,296	9,319	11,536	11,687	12,543	10,730	7,955	10,387	11,979	7,237	7,058	8,532
Illinois.....	181,938	222,158	254,672	246,738	232,758	201,590	131,791	160,098	180,965	135,737	113,530	124,886
Indiana.....	82,905	94,003	99,880	91,738	90,828	78,360	48,654	61,166	64,726	47,345	43,840	46,323
Iowa.....	28,974	33,737	34,359	31,995	30,316	27,079	18,709	23,917	26,611	19,093	19,154	24,543
Kansas.....	35,455	34,717	38,406	37,126	35,210	30,116	18,068	26,716	28,486	20,374	20,170	26,318
Kentucky.....	47,637	62,506	72,824	68,563	64,632	57,913	36,532	45,008	49,683	34,463	35,035	40,189
Louisiana.....	31,161	33,112	49,665	54,736	49,044	43,343	29,979	36,197	36,024	24,783	26,111	28,103
Maine.....	7,424	8,169	9,825	10,986	10,269	8,264	5,847	7,438	9,927	6,246	5,707	7,048
Maryland.....	11,852	12,943	18,510	19,933	19,062	17,818	12,047	14,796	16,099	15,220	14,070	12,856
Massachusetts.....	96,781	108,882	128,371	128,786	127,800	106,164	72,937	86,609	102,481	65,910	65,518	80,445
Michigan.....	113,120	182,411	194,870	148,729	141,060	124,676	78,999	88,095	89,150	67,155	66,201	67,118
Minnesota.....	57,565	61,307	68,840	67,637	64,446	55,185	37,010	46,174	49,752	35,674	35,466	43,588
Mississippi.....	28,939	35,074	41,986	48,690	46,364	40,360	29,605	43,924	41,014	25,758	25,036	33,806
Missouri.....	80,573	100,710	112,757	110,662	103,654	85,639	59,442	77,618	88,885	64,411	56,832	62,630
Montana.....	17,833	20,606	24,558	20,959	19,768	17,693	10,244	13,175	14,894	8,736	8,225	10,111
Nebraska.....	28,424	29,043	31,089	29,032	30,549	26,298	18,815	27,124	30,137	20,196	20,416	23,610
Nevada.....	2,648	2,184	2,608	2,672	2,503	1,951	1,265	1,799	2,019	1,470	1,496	1,728
New Hampshire.....	7,915	8,643	9,946	11,543	9,998	8,536	5,861	6,873	8,905	6,234	6,093	6,912
New Jersey.....	77,371	91,140	108,170	104,570	93,297	82,940	56,143	70,128	76,756	58,511	58,666	62,765
New Mexico.....	9,362	10,620	14,309	11,862	12,801	11,956	9,822	12,446	13,988	9,024	9,121	10,829
New York.....	201,668	226,337	248,846	251,191	245,740	210,344	131,847	154,321	158,602	145,146	142,471	138,990
North Carolina.....	30,545	36,833	49,989	57,004	50,439	43,879	32,984	42,098	51,796	37,466	37,985	43,887
North Dakota.....	14,909	13,320	15,524	15,593	14,659	13,832	8,253	13,637	14,409	9,598	9,516	11,694
Ohio.....	185,104	245,775	282,885	265,796	247,741	204,508	123,717	140,163	148,626	118,994	104,931	105,715
Oklahoma.....	58,478	65,169	74,040	71,609	66,999	56,970	40,025	48,031	52,948	37,843	35,746	40,381
Oregon.....	16,393	16,282	18,364	19,672	19,083	17,100	10,571	15,176	15,574	12,658	11,549	12,299
Pennsylvania.....	209,310	252,365	276,163	268,173	244,402	189,728	124,143	147,270	146,444	158,605	154,195	141,957
Rhode Island.....	12,521	14,853	17,144	16,899	15,460	15,108	10,285	12,252	13,914	10,952	10,967	11,477
South Carolina.....	29,069	34,755	48,059	46,871	50,583	43,581	30,761	39,627	46,292	28,668	27,204	32,156
South Dakota.....	17,453	15,739	15,534	16,767	16,464	15,428	10,731	15,159	15,319	9,463	9,491	12,241
Tennessee.....	30,353	34,766	48,088	57,909	53,374	44,988	30,079	38,846	44,160	33,600	32,171	36,598
Texas.....	74,880	81,059	95,066	112,984	111,813	98,892	70,343	92,806	106,056	73,246	73,836	89,383
Utah.....	9,808	10,314	15,011	15,028	14,590	11,984	8,194	11,531	12,489	8,702	7,766	10,192
Vermont.....	5,021	5,059	6,722	8,642	6,592	5,289	3,670	4,400	5,525	3,833	3,595	4,090
Virginia.....	22,488	23,894	31,076	32,196	31,283	28,923	19,874	25,434	28,210	26,259	25,046	24,425
Washington.....	44,170	44,865	56,357	53,910	49,300	38,484	23,031	27,801	33,018	23,557	22,287	23,877
West Virginia.....	39,513	46,411	52,985	51,502	48,765	40,961	28,451	32,929	38,571	30,011	29,687	30,421
Wisconsin.....	61,716	72,726	83,585	80,789	75,087	63,821	44,014	51,847	55,759	38,713	38,898	44,118
Wyoming.....	4,435	4,207	4,700	4,739	4,906	3,820	2,811	3,587	4,345	2,577	-2,492	2,806
Alaska.....			378	80	423	754		120	460	241	35	93
Hawaii.....	2,512	1,601	3,124	3,170	2,754	2,333	1,615	1,755	1,776	1,672	1,498	1,358
Puerto Rico.....			46	46	1,730	4,018	3,989	11,088	13,215	17,356	17,608	30,316
Virgin Islands.....			891	1,345	488	1,361	311	1,278	1,283	1,760	726	1,701

<sup>a</sup> Data represent averages of weekly employment counts made during the months.<sup>b</sup> Includes persons employed on WPA projects operated by other Federal agencies.<sup>c</sup> Excludes 139 persons employed on projects operated by other Federal agencies reported as "undistributed by state."

TABLE II.—AVERAGE NUMBER OF PERSONS EMPLOYED ON WPA PROJECTS, BY STATE <sup>a</sup>—Concluded  
 QUARTERLY, SEPTEMBER 1935—JUNE 1943

State	1941				1942				1943	
	March <sup>b</sup>	June <sup>b</sup>	September <sup>b</sup>	December <sup>b</sup>	March <sup>b</sup>	June <sup>b</sup>	September <sup>b</sup>	December <sup>b</sup>	March <sup>b</sup>	June <sup>b</sup>
Total.....	1,753,244	1,410,930	1,036,994	1,053,095	963,496	697,701	401,050	336,934	135,934	42,437
Alabama.....	36,792	32,037	24,917	24,047	21,127	15,216	8,598	8,474	5,053	78
Arizona.....	5,972	5,608	4,139	3,905	3,562	2,215	1,232	851	169	11
Arkansas.....	33,189	29,757	21,738	22,292	18,692	14,997	8,378	7,756	3,861	41
California.....	75,109	56,867	42,564	40,602	37,033	20,286	10,720	7,220	996	24
Colorado.....	20,489	16,939	11,269	12,159	11,497	3,944	2,035	1,741	120	14
Connecticut.....	11,170	6,921	4,301	3,992	3,575	2,498	1,439	984	81	36
Delaware.....	2,554	1,959	1,288	1,219	1,110	800	440	342	100	-----
District of Columbia.....	9,790	7,909	4,739	4,762	2,902	2,182	1,243	724	86	139
Florida.....	31,048	25,372	20,796	21,676	19,511	16,579	10,206	8,764	4,252	54
Georgia.....	37,547	30,061	23,250	24,430	21,934	16,376	10,855	10,243	4,818	116
Idaho.....	9,860	6,444	4,775	6,184	5,945	2,423	1,392	1,209	16	11
Illinois.....	120,957	95,519	65,827	67,356	61,913	48,426	27,491	20,117	5,930	161
Indiana.....	42,967	34,607	22,987	22,687	20,692	15,973	8,993	5,269	3,350	24
Iowa.....	23,663	18,830	15,363	15,028	14,579	9,326	4,551	3,328	371	9
Kansas.....	25,800	20,280	15,836	15,993	14,563	8,738	4,228	2,866	49	9
Kentucky.....	36,207	29,148	25,308	25,203	22,581	18,761	10,541	8,811	4,006	55
Louisiana.....	30,968	28,736	20,723	22,726	20,128	14,978	7,644	6,278	2,342	62
Maine.....	8,139	4,602	3,284	3,108	2,662	1,508	687	659	9	-----
Maryland.....	10,873	8,172	5,251	5,067	4,557	3,445	1,839	1,523	307	15
Massachusetts.....	70,695	57,142	35,982	36,505	34,621	28,253	17,974	13,162	5,417	130
Michigan.....	63,836	48,838	33,118	33,265	34,132	26,117	14,872	10,194	2,343	62
Minnesota.....	45,383	36,941	27,599	28,742	26,854	17,248	8,762	5,624	996	26
Mississippi.....	35,279	28,483	20,564	20,632	18,096	15,157	8,592	6,520	4,779	60
Missouri.....	57,097	51,871	36,740	36,168	33,220	24,777	14,105	11,243	2,171	89
Montana.....	10,831	8,415	5,722	7,183	7,118	3,874	2,374	2,229	124	18
Nebraska.....	23,806	20,176	15,326	14,119	13,212	6,189	3,604	1,911	86	2
Nevada.....	1,680	1,231	995	975	848	485	291	216	9	5
New Hampshire.....	5,884	4,820	3,657	3,516	3,080	2,344	1,237	896	38	6
New Jersey.....	54,216	42,471	27,706	28,007	26,217	21,490	12,082	11,033	4,254	71
New Mexico.....	11,002	10,066	7,765	7,563	7,846	5,605	3,116	2,435	40	3
New York.....	126,319	101,919	82,366	83,087	78,435	62,035	40,280	29,984	9,768	182
North Carolina.....	41,788	30,302	23,924	24,133	21,527	13,604	8,416	8,058	3,462	50
North Dakota.....	12,794	9,918	3,266	6,095	6,813	3,551	925	974	35	6
Ohio.....	96,113	80,670	52,506	50,246	46,164	31,999	18,928	12,483	1,450	74
Oklahoma.....	41,018	32,109	27,701	27,885	24,477	19,069	11,070	3,806	185	38
Oregon.....	11,998	9,096	5,960	5,852	4,646	1,873	685	286	80	-----
Pennsylvania.....	121,740	93,018	70,226	68,062	61,832	49,655	29,443	24,460	9,652	109
Rhode Island.....	9,215	6,038	3,971	4,156	3,580	2,543	1,323	919	192	-----
South Carolina.....	30,582	25,801	20,628	22,370	18,291	14,513	7,953	8,196	3,137	20
South Dakota.....	12,699	9,764	5,796	6,779	7,181	3,216	1,263	968	42	5
Tennessee.....	32,842	29,449	24,181	24,055	20,663	16,894	8,465	8,207	4,376	69
Texas.....	93,355	73,850	55,662	61,571	54,255	41,031	22,225	16,248	3,726	59
Utah.....	10,977	8,425	6,519	6,157	6,254	2,560	1,247	976	57	10
Vermont.....	3,929	2,662	2,064	1,974	1,842	995	538	482	14	-----
Virginia.....	20,965	17,378	12,233	12,500	10,811	7,253	3,942	3,286	195	14
Washington.....	22,097	16,366	10,702	10,857	9,795	3,955	1,634	1,336	322	37
West Virginia.....	32,212	26,850	22,118	24,218	20,981	15,915	9,052	9,524	3,398	42
Wisconsin.....	41,297	30,297	22,639	22,608	20,034	9,503	4,972	3,307	151	15
Wyoming.....	2,882	2,242	1,508	1,690	1,688	636	393	384	11	1
Alaska.....	170	15	-----	-----	-----	-----	-----	-----	-----	-----
Hawaii.....	1,243	1,031	486	7	4	5	4	4	7	-----
Puerto Rico.....	32,478	32,585	28,136	28,767	29,421	25,753	18,205	36,552	41,433	39,569
Virgin Islands.....	1,728	1,463	873	915	995	933	566	872	1,068	817

<sup>a</sup> Data represent averages of weekly employment counts made during the months.

<sup>b</sup> Includes persons employed on WPA projects operated by other Federal agencies.



TABLE III.—NUMBER OF PERSONS EMPLOYED ON WPA PROJECTS, BY STATE AND MAJOR TYPE OF PROJECT—Concluded

DECEMBER 15, 1942

State	Projects operated by WPA—Concluded						Projects operated by other Federal agencies <sup>1</sup>
	Division of Service Projects				Division of Training and Reemployment	State supply sections	
	Total	Public activities	War services	Welfare			
Total.....	164,750	8,877	42,784	113,089	21,012	4,595	8
Alabama.....	3,076	252	967	1,857	628	122	
Arizona.....	399	92	124	183	50	34	
Arkansas.....	3,290	135	785	2,370	378	110	
California.....	5,895	1,193	2,003	2,699	247	147	
Colorado.....	1,555	119	617	819	80	32	2
Connecticut.....	489	47	171	271	7	18	
Delaware.....	140	68	22	50	4	3	
District of Columbia.....	543		187	356	100	5	
Florida.....	4,767	283	835	3,649	282	109	
Georgia.....	6,421	316	1,424	4,681	126	99	
Idaho.....	717	52	88	577	25	27	
Illinois.....	8,762	472	3,330	4,966	1,896	321	
Indiana.....	1,981	86	777	1,118	680	99	
Iowa.....	1,749	102	395	1,252	185	39	
Kansas.....	1,864	52	557	1,255	77	21	
Kentucky.....	3,290	149	675	2,466	257	139	
Louisiana.....	2,853	73	908	1,872	389	59	
Maine.....	448	23	62	363	1	5	
Maryland.....	694	220	160	314	42	39	
Massachusetts.....	7,799	292	2,717	4,790	1,142	86	
Michigan.....	5,009	273	1,451	3,285	1,138	154	
Minnesota.....	3,227	120	1,064	2,043	856	110	
Mississippi.....	5,131	145	1,241	3,745	363	59	
Missouri.....	5,189	239	1,427	3,523	757	127	
Montana.....	1,316	71	376	869	12	53	
Nebraska.....	1,291	53	428	810	168	47	
Nevada.....	165	22	9	134		11	
New Hampshire.....	492	30	46	416	119	9	
New Jersey.....	4,873	142	2,156	2,575	231	145	
New Mexico.....	1,268	82	127	1,059	117	31	
New York.....	14,428	449	6,131	7,848	2,324	521	1
North Carolina.....	4,447	247	842	3,358	250	101	
North Dakota.....	680	85	125	470	10	14	
Ohio.....	6,024	466	1,637	3,921	1,240	199	
Oklahoma.....	2,027	154	217	1,656	927	82	
Oregon.....	147	55	32	60	47	21	
Pennsylvania.....	8,782	231	3,071	5,480	2,007	312	
Rhode Island.....	557	67	141	349	21	78	
South Carolina.....	4,202	153	598	3,451	195	77	
South Dakota.....	786	58	172	556	38	10	
Tennessee.....	3,734	195	178	3,361	397	111	
Texas.....	9,903	499	1,471	7,933	1,159	81	
Utah.....	725	63	141	521	35	12	
Vermont.....	274	32	60	182	3	8	
Virginia.....	1,977	165	484	1,328	117	41	
Washington.....	1,174	174	389	611	10	32	
West Virginia.....	4,433	211	660	3,562	491	197	
Wisconsin.....	1,870	92	617	1,161	562	63	
Wyoming.....	341	26	46	289	6	3	
Hawaii.....	4		4				
Puerto Rico.....	12,873	169	639	12,065	826	372	
Virgin Islands.....	669	83		586			

<sup>1</sup> Financed by allocation of WPA funds.

TABLE IV.—HOURS AND EARNINGS OF PERSONS EMPLOYED ON PROJECTS OPERATED BY WPA, BY STATE AND BY FISCAL YEAR THROUGH JUNE 30, 1942 \*

State	Total		Year ending June 30, 1936		Year ending June 30, 1937		Year ending June 30, 1938	
	Hours	Earnings	Hours	Earnings	Hours	Earnings	Hours	Earnings
Total	18,359,192,436	\$8,755,374,215	2,456,138,076	\$1,054,918,025	2,878,756,117	\$1,457,460,978	2,423,756,987	\$1,238,927,731
Alabama	351,527,273	115,748,280	44,821,287	10,589,737	37,544,108	12,077,877	37,157,072	11,429,679
Arizona	64,625,475	32,735,751	10,555,225	3,896,025	10,127,443	5,520,740	8,366,954	4,770,239
Arkansas	311,309,061	95,943,973	38,782,799	8,270,328	37,881,227	11,196,683	31,693,786	9,483,808
California	765,301,621	441,187,462	109,851,215	56,822,254	135,222,084	81,457,634	100,103,870	62,609,895
Colorado	195,518,207	96,343,411	33,476,834	13,762,378	32,139,724	16,300,780	25,480,849	13,448,604
Connecticut	161,598,791	91,184,696	22,586,724	12,445,909	25,211,693	15,161,025	24,504,591	14,454,503
Delaware	23,036,668	10,347,278	2,883,927	1,097,461	2,982,455	1,321,641	3,179,300	1,395,892
District of Columbia	74,014,758	37,771,099	8,646,899	3,244,519	9,456,886	4,557,572	8,781,299	4,318,984
Florida	304,186,134	109,704,772	32,000,518	8,164,067	33,603,035	11,352,501	36,917,588	12,468,568
Georgia	358,043,595	118,055,062	43,144,024	11,354,412	42,845,234	13,812,174	41,143,742	12,136,894
Idaho	71,204,582	32,310,299	9,782,406	3,503,409	8,393,968	3,942,188	9,276,202	4,320,548
Illinois	1,323,204,527	654,898,242	159,699,457	68,443,283	200,106,183	102,767,558	179,139,735	92,982,867
Indiana	357,223,701	256,862,873	86,816,471	35,419,941	83,322,106	43,349,780	75,480,492	39,836,318
Iowa	209,548,840	94,988,489	24,637,976	9,486,315	30,840,492	14,369,451	28,467,180	13,586,806
Kansas	259,868,856	102,813,638	36,863,439	11,459,810	52,158,671	20,126,172	38,301,606	15,234,732
Kentucky	413,896,208	133,579,172	47,590,031	10,593,810	63,530,520	17,986,363	55,552,667	16,539,626
Louisiana	301,052,807	113,123,571	40,453,058	12,896,680	43,238,634	16,182,375	7,737,031	13,452,710
Maine	64,789,832	26,675,737	8,254,701	3,212,947	10,235,094	4,210,337	3,570,016	2,994,622
Maryland	114,310,686	48,789,407	17,189,940	6,350,321	19,123,943	8,136,507	15,060,491	6,067,046
Massachusetts	741,227,423	433,497,681	86,585,726	48,638,624	122,442,301	78,747,027	98,841,778	64,303,104
Michigan	742,046,699	375,803,722	85,480,194	36,670,797	89,219,136	45,006,810	103,703,777	55,231,822
Minnesota	411,343,087	214,655,736	55,257,217	25,666,696	64,366,191	34,237,749	52,082,943	31,050,799
Mississippi	268,198,285	85,112,547	26,404,785	6,015,586	30,669,097	9,749,396	27,467,883	8,465,800
Missouri	631,790,306	269,424,614	72,129,112	25,713,279	101,798,141	41,741,301	83,195,432	36,085,328
Montana	96,095,297	57,311,700	9,122,103	5,455,182	14,125,533	9,420,603	13,747,365	9,388,990
Nebraska	211,525,491	89,273,345	18,262,865	6,819,319	31,580,935	12,563,014	32,657,997	13,328,455
Nevada	13,774,637	7,611,227	1,697,820	883,590	2,047,822	1,285,728	1,818,433	1,185,163
New Hampshire	64,420,035	28,851,504	7,437,782	2,770,746	10,332,344	4,839,586	8,498,931	3,989,952
New Jersey	636,180,122	346,916,529	82,041,823	40,814,377	105,256,422	62,630,351	93,871,951	55,017,820
New Mexico	94,706,649	39,839,853	10,686,869	3,707,224	12,260,910	5,009,852	11,481,669	4,507,140
New York	1,815,922,319	1,149,424,803	347,823,458	216,314,120	370,451,367	251,794,709	254,358,625	176,550,072
North Carolina	303,851,698	98,447,022	32,862,205	7,595,045	34,520,786	9,806,066	33,179,347	9,281,684
North Dakota	108,512,336	47,206,432	10,226,632	3,793,682	27,274,695	12,040,976	14,516,535	6,908,825
Ohio	1,240,935,889	649,209,086	164,585,229	76,713,315	181,321,374	97,656,804	173,976,528	98,184,039
Oklahoma	415,271,003	140,714,520	64,025,686	14,829,158	62,717,656	21,973,608	52,790,179	17,942,674
Oregon	117,868,089	63,442,168	16,205,923	7,333,355	18,036,005	10,537,440	16,429,071	9,468,771
Pennsylvania	1,594,407,054	861,018,057	233,249,219	116,172,112	303,149,258	173,136,287	236,292,313	137,873,497
Rhode Island	106,090,935	53,777,562	14,695,384	6,019,090	14,718,163	7,770,819	15,621,300	8,295,191
South Carolina	296,429,003	94,585,714	29,391,806	6,344,495	34,712,534	9,691,352	33,412,372	8,709,261
South Dakota	131,588,238	52,166,091	12,293,132	4,158,879	37,085,195	13,833,202	19,150,832	8,033,812
Tennessee	332,313,576	98,180,836	42,300,455	9,396,368	46,009,917	11,965,030	37,188,225	9,381,562
Texas	680,408,859	230,297,386	83,408,761	20,048,734	85,064,918	27,473,059	72,107,520	23,279,601
Utah	81,885,407	42,337,297	12,688,592	5,118,409	9,761,796	5,731,402	9,009,103	5,281,765
Vermont	39,328,979	15,976,248	5,503,323	1,789,384	5,184,562	2,125,848	4,972,949	2,027,794
Virginia	212,067,296	66,012,221	32,459,675	7,834,020	34,270,904	9,571,878	28,419,859	8,018,583
Washington	241,645,574	132,176,484	29,506,242	13,956,434	34,412,868	20,362,199	37,297,368	21,845,032
West Virginia	300,930,488	132,443,448	38,963,091	14,888,372	46,209,448	21,215,934	36,530,097	17,484,165
Wisconsin	408,040,812	226,276,254	47,482,722	26,537,820	61,417,608	37,407,267	52,411,986	32,905,037
Wyoming	28,726,091	13,076,506	5,323,314	1,905,937	4,261,923	2,190,141	3,664,833	1,800,650
Alaska	13,587	10,977			2,857	2,309	10,730	8,668
Hawaii	20,463,640	7,688,247			6,109,951	2,144,171	4,134,584	1,580,277
Puerto Rico	90,279,106	19,280,245						
Virgin Islands	1,642,804	375,251						

\* Data not available after this date.

TABLE IV.—HOURS AND EARNINGS OF PERSONS EMPLOYED ON PROJECTS OPERATED BY WPA, BY STATE AND BY FISCAL YEAR—Concluded

THROUGH JUNE 30, 1942\*

State	Year ending June 30, 1939		Year ending June 30, 1940		Year ending June 30, 1941		Year ending June 30, 1942	
	Hours	Earnings	Hours	Earnings	Hours	Earnings	Hours	Earnings
Total	3,747,868,967	\$1,876,810,114	2,912,005,127	\$1,286,318,966	2,476,654,470	\$1,119,767,819	1,494,012,692	\$721,170,582
Alabama	81,361,062	24,493,592	63,332,866	22,181,190	52,408,041	20,035,425	34,902,837	14,940,780
Arizona	11,420,602	6,553,521	9,227,911	4,405,585	8,832,703	4,386,087	6,094,637	3,203,554
Arkansas	69,527,404	19,935,504	56,228,664	18,685,340	47,176,786	16,579,299	30,018,395	11,793,011
California	126,384,086	83,075,843	122,950,709	63,375,729	109,759,062	58,674,235	61,030,595	35,201,874
Colorado	31,673,853	18,155,509	30,508,393	13,834,217	26,447,456	12,565,168	15,791,098	8,276,755
Connecticut	37,853,804	21,755,407	26,723,159	13,911,639	18,686,253	9,942,944	6,032,567	3,513,269
Delaware	4,738,629	2,095,639	3,557,011	1,617,998	3,802,966	1,797,952	1,872,380	1,020,695
District of Columbia	15,101,744	8,224,419	12,440,738	6,505,304	13,021,951	7,016,075	6,565,241	3,904,226
Florida	69,848,396	23,957,637	52,934,314	20,197,488	44,832,859	18,491,331	34,049,424	15,073,180
Georgia	84,493,250	25,145,977	62,223,937	21,885,947	51,729,631	19,757,415	32,463,777	13,962,243
Idaho	12,225,316	5,819,477	13,152,723	5,800,646	10,916,932	5,067,365	7,457,035	3,856,666
Illinois	288,733,839	153,276,639	231,283,621	107,105,056	169,794,466	1,797,952	94,447,226	49,103,429
Indiana	112,731,301	58,794,166	84,712,175	36,671,422	61,291,939	27,025,756	32,869,217	15,765,490
Iowa	38,931,520	18,726,478	34,069,443	14,634,029	31,670,706	13,980,652	20,991,523	10,164,758
Kansas	43,906,775	18,202,673	34,327,220	13,979,801	32,899,774	13,919,039	21,411,371	9,891,747
Kentucky	90,441,040	31,274,983	64,314,096	22,192,816	54,470,518	19,579,094	37,997,336	15,412,474
Louisiana	64,883,069	22,863,139	47,098,126	17,732,492	40,375,138	16,407,270	30,267,751	13,588,696
Maine	13,529,238	5,389,139	10,561,937	4,388,710	9,659,718	4,185,521	4,979,128	2,294,761
Maryland	21,086,781	8,870,040	18,211,515	8,022,253	16,111,649	7,499,660	7,526,331	3,843,220
Massachusetts	148,469,242	94,621,622	124,427,227	63,582,351	103,395,329	52,550,608	57,065,820	31,054,346
Michigan	192,368,682	107,418,839	128,479,495	60,363,236	93,624,081	45,176,040	49,171,334	25,936,178
Minnesota	76,964,669	46,082,340	64,482,325	29,907,472	59,020,489	27,616,341	39,169,253	20,094,339
Mississippi	59,728,092	17,309,519	51,370,403	16,585,908	44,270,512	15,707,665	28,287,513	11,278,673
Missouri	131,433,616	57,852,424	108,862,612	45,704,191	81,670,491	37,738,709	50,169,902	24,589,604
Montana	18,288,720	13,163,097	16,631,294	7,750,457	14,596,777	7,067,256	9,583,505	5,066,115
Nebraska	41,776,949	17,570,317	35,723,361	15,298,707	32,140,974	14,230,106	19,382,410	9,523,427
Nevada	2,207,449	1,419,428	2,358,150	1,058,132	2,282,584	1,077,417	1,362,379	701,769
New Hampshire	14,063,742	6,496,911	10,383,676	4,476,207	8,589,109	3,806,542	5,114,451	2,471,580
New Jersey	130,223,998	73,560,989	99,908,215	49,946,534	83,102,788	41,910,198	41,774,925	23,036,280
New Mexico	17,157,498	6,816,135	16,625,239	7,212,662	15,000,532	6,876,814	11,493,932	5,710,026
New York	300,712,973	205,267,140	226,222,140	123,365,581	196,505,237	106,516,191	119,848,519	69,616,990
North Carolina	64,154,272	18,959,618	56,915,575	19,549,146	54,205,795	19,746,959	33,013,718	13,508,504
North Dakota	16,684,648	7,969,546	16,310,522	6,500,170	15,760,835	6,463,493	7,738,469	3,529,790
Ohio	311,680,766	179,475,998	195,948,077	92,971,543	143,210,448	68,149,481	70,213,467	36,057,906
Oklahoma	84,466,799	30,317,347	62,782,001	21,667,997	51,780,000	19,103,929	36,708,682	14,879,807
Oregon	21,197,241	12,295,126	19,922,966	9,975,294	17,328,882	8,973,275	8,747,981	4,858,907
Pennsylvania	321,701,411	185,665,087	211,404,956	102,274,031	193,055,258	94,613,376	95,554,639	51,283,667
Rhode Island	24,049,679	12,985,584	17,141,265	8,367,553	13,983,538	7,054,714	5,881,606	3,284,611
South Carolina	67,173,068	18,622,093	52,751,704	18,626,767	46,500,922	18,788,730	32,486,597	13,803,016
South Dakota	20,256,258	8,673,271	18,259,715	7,116,357	15,576,388	6,288,731	8,966,718	4,061,839
Tennessee	72,602,544	18,932,186	53,859,307	18,272,505	48,362,479	17,516,445	31,990,648	12,716,740
Texas	128,023,135	41,201,619	118,603,109	41,720,227	112,141,200	42,341,730	81,060,216	34,232,416
Utah	13,476,752	7,940,738	14,414,475	6,835,082	13,851,084	6,789,996	8,683,605	4,639,905
Vermont	9,971,061	4,031,852	5,725,472	2,376,088	5,245,828	2,284,043	2,725,784	1,341,239
Virginia	39,972,541	12,031,760	30,994,240	10,847,508	29,221,054	10,796,912	16,729,023	6,910,960
Washington	53,070,589	31,886,789	39,360,828	19,271,172	31,789,313	16,012,645	16,208,366	8,842,163
West Virginia	53,588,180	25,652,075	48,294,543	19,725,231	44,848,099	15,738,500	32,497,050	14,739,171
Wisconsin	83,500,591	51,745,511	73,070,964	33,683,123	59,520,338	28,235,033	30,636,903	15,762,463
Wyoming	4,978,758	2,412,519	4,541,735	1,979,064	3,664,749	1,664,453	2,290,779	1,123,742
Alaska								
Hawaii	5,033,355	1,823,533	2,564,167	1,081,428	2,230,589	906,766	390,994	152,072
Puerto Rico			5,823,917	1,144,551	33,743,549	6,918,035	50,711,640	11,197,659
Virgin Islands			42,838	15,081	15,671	6,477	1,584,295	353,698

\* Data not available after this date.

Source: Work Projects Administration.

TABLE V.—STATUS OF FUNDS MADE AVAILABLE TO WPA UNDER THE VARIOUS ERA ACTS

AS OF JUNE 30, 1943

Description	ERA Act of—					ERA Act, fiscal year—		
	1935	1936	1937	1938	1939	1941	1942	1943
<b>Allocations and specific appropriations:</b>								
Net amount allocated by the President <sup>a</sup> .....	\$1,356,755,069	\$1,815,419,001	\$1,470,625,822	\$1,425,000,000	\$1,477,000,000	\$875,650,000	\$875,000,000	\$280,000,000
Specific appropriations.....				825,000,000		375,000,000		
Deficiency appropriations.....								
<b>Total funds allocated or appropriated to WPA.....</b>	<b>1,356,755,069</b>	<b>1,815,419,001</b>	<b>1,470,625,822</b>	<b>2,250,000,000</b>	<b>1,477,000,000</b>	<b>1,350,650,000</b>	<b>875,000,000</b>	<b>280,000,000</b>
<b>Reappropriated balances from prior ERA acts</b>				31,400,424	32,905,035	22,197,218	22,178,662	60,847,633
Extension of Federal construction project funds from prior acts: <sup>b</sup>								
Work Projects Administration.....					4,008,038	5,342,618	10,439,554	4,650,951
Other Federal agencies.....					936,320	1,241,696	3,009,109	231,643
<b>Total funds available to WPA.....</b>	<b>1,356,755,069</b>	<b>1,815,419,001</b>	<b>1,470,625,822</b>	<b>2,281,400,424</b>	<b>1,514,849,393</b>	<b>1,379,431,532</b>	<b>910,627,325</b>	<b>345,730,227</b>
<b>Deduct:</b>								
Transfer of WPA funds to regular appropriations of other Federal agencies by legislative requirements.....				18,000,000	79,000	14,690	45,600	
Transfer of WPA funds to other Federal agencies by legislative requirements.....				1,299,495				
Transfer of unobligated balances to subsequent ERA acts.....				33,945,784	20,762,920	26,759,823	54,363,995	
Extension of Federal construction project funds to subsequent ERA acts:								
Work Projects Administration.....				6,775,660	2,545,188	10,501,828	4,618,485	
Other Federal agencies.....				1,170,214	1,082,853	3,144,301	21,400	
Transfer of WPA funds to surplus fund of the Treasury.....				111,949		129,112		
Transfer of WPA funds to the emergency relief liquidation fund <sup>c</sup> .....					62,488	234,301		
<b>Total deductions.....</b>				<b>61,303,102</b>	<b>24,532,449</b>	<b>40,784,055</b>	<b>59,049,480</b>	
<b>Net funds available to WPA.....</b>	<b>1,356,755,069</b>	<b>1,815,419,001</b>	<b>1,470,625,822</b>	<b>2,220,097,322</b>	<b>1,490,316,944</b>	<b>1,338,647,477</b>	<b>851,577,845</b>	<b>345,730,227</b>
<b>Obligations incurred against WPA funds by:</b>								
Work Projects Administration.....	1,356,755,069	1,815,419,001	1,470,625,822	2,140,394,575	1,433,865,810	1,299,675,836	843,271,406	239,792,854
Projects operated by WPA.....	1,262,908,835	1,746,707,275	1,408,160,096	2,050,458,612	1,380,967,714	1,255,370,555	809,010,849	226,073,587
Administrative expenses <sup>d</sup> .....	68,784,404	65,987,134	62,465,726	74,102,103	52,856,687	44,278,477	34,228,057	13,684,550
Land utilization and rural rehabilitation programs <sup>e</sup> .....	25,061,830	2,724,592						
Purchase of surplus clothing.....				15,726,603				
Aid to self-help and cooperative associations.....				107,257				
Tornado relief in Minnesota.....					35,000			34,717
Settlement of property damage claims <sup>f</sup> .....					6,409	26,804	32,500	71,499
Other Federal agencies.....				79,702,747	56,451,134	38,971,641	6,904,861	47,842
Operation of WPA projects and related administrative expenses.....				79,702,747	56,451,134	38,971,641	6,627,270	23,657
Planning and reviewing of WPA projects.....							277,591	
<b>Total obligations incurred against WPA funds.....</b>	<b>1,356,755,069</b>	<b>1,815,419,001</b>	<b>1,470,625,822</b>	<b>2,220,097,322</b>	<b>1,490,316,944</b>	<b>1,338,647,477</b>	<b>850,176,267</b>	<b>239,864,353</b>
<b>Unobligated balance of WPA funds available for transfer to:</b>								
Federal Works Agency for liquidation of WPA.....							1,401,578	1,065,000
Surplus fund of the Treasury.....								104,800,874
<b>Total funds to be transferred.....</b>							<b>1,401,578</b>	<b>105,865,874</b>

<sup>a</sup> Funds appropriated under the ERA Acts of 1935 through 1937 were allocated by the President to various agencies. The net allocations exclude allocations to the WPA for NYA student aid and projects. Also excluded are amounts transferred to subsequent acts and to surplus fund.

<sup>b</sup> The first provision for the extension of Federal construction project unobligated balances to the succeeding fiscal year was incorporated in the ERA Act of 1939.

<sup>c</sup> The emergency relief liquidation fund was established as of Dec. 31, 1941, to provide funds under the jurisdiction of the Treasury for payment of claims against lapsed emergency relief appropriations certified for payment by the General Accounting Office. This fund was initially financed in the amount of \$1,500,000 out of the unexpended balances of the ERA Acts of 1935 through 1938 which had previously been covered into the surplus fund of the Treasury.

<sup>d</sup> Includes NYA administrative expenses incurred prior to July 1939.

<sup>e</sup> These programs were administered by the Farm Security Administration out of funds allotted (but not transferred) by the WPA.

<sup>f</sup> Property damage claims prior to fiscal year 1940 were included in administrative expenses.

Source: Based on reports of the U. S. Treasury Department and the Work Projects Administration.

TABLE VI.—AMOUNT OF WPA FUNDS ALLOCATED, OBLIGATED, AND EXPENDED, BY OPERATING AGENCY<sup>a</sup>  
THROUGH JUNE 30, 1943

Agency	Total, all acts			ERA Act, fiscal year 1943		
	Allocations	Obligations <sup>b</sup>	Expenditures <sup>c</sup>	Allocations <sup>d</sup>	Obligations	Expenditures
Total.....	\$10,863,788,592	\$10,754,179,018	\$10,750,389,649	\$340,827,134	\$236,005,322	\$233,458,749
Work Projects Administration.....	10,681,168,461	10,572,131,352	10,568,734,451	340,802,007	235,981,665	233,438,138
Other Federal agencies <sup>e</sup> .....	182,620,131	182,047,666	181,655,198	25,127	23,657	20,611
Department of Agriculture.....	56,762,873	56,761,100	56,760,906	1,625	1,625	1,625
Agricultural Adjustment Administration.....	290,857	290,857	290,857			
Agricultural Chemistry and Engineering.....	3,898	3,898	3,898			
Agricultural Economics.....	205,844	205,844	205,844			
Agricultural Marketing Service.....	211,254	211,254	211,254			
Dairy Industry.....	33,963	33,963	33,963			
Entomology and Plant Quarantine.....	19,234,444	19,234,432	19,234,381			
Forest Service.....	18,187,106	18,186,673	18,186,613			
Home Economics.....	882,377	882,377	882,377			
National Agricultural Research Center.....	1,194,324	1,194,324	1,194,324			
Rural Electrification Administration.....	362,219	362,219	362,219			
Soil Conservation Service.....	14,458,808	14,457,517	14,457,428			
Undistributed.....	1,697,779	1,697,742	1,697,742	1,625	1,625	1,625
Department of Commerce.....	709,763	590,682	587,333			
Coast and Geodetic Survey.....	82,006	82,006	81,730			
Foreign and Domestic Commerce.....	464,904	345,823	342,750			
Weather Bureau.....	162,853	162,853	162,853			
Executive Office of the President: National Resources Planning Board.....	13,149	13,149	13,149			
Department of the Interior.....	24,000,701	23,699,775	23,692,880	13,089	11,714	11,670
Fish and Wildlife Service.....	3,678,595	3,450,857	3,449,964	5,800	5,742	5,736
Indian Affairs.....	92,035	91,849	91,848			
General Land Office.....	105,762	105,737	105,737			
National Park Service.....	18,021,063	17,949,670	17,946,029	7,289	5,972	5,944
Reclamation.....	29,235	29,235	29,235			
Territories and Island Possessions.....	1,743,902	1,742,329	1,739,969			
Alaska Railroad.....	232,762	232,762	232,762			
Alaska Road Commission.....	2,306	2,299	2,299			
Alaska—miscellaneous.....	309,399	307,833	307,833			
Virgin Islands.....	1,199,435	1,199,435	1,197,075			
Undistributed.....	330,109	330,098	330,098			
Department of Justice.....	55,439	55,439	55,439			
Attorney General's Office.....	3,465	3,465	3,465			
Bureau of Prisons.....	51,974	51,974	51,974			
Department of Labor: Labor Statistics.....	4,694,307	4,667,752	4,665,230			
Library of Congress.....	420,496	420,496	420,496			
Department of the Navy.....	36,571,500	36,571,415	36,564,479			
Coast Guards.....	538,602	538,589	538,589			
Yards and Docks.....	36,032,898	36,032,826	36,025,890			
Federal Security Agency.....	1,451,281	1,448,098	1,445,087	8,350	8,350	5,339
Office of Education.....	1,254,375	1,251,314	1,251,314			
Public Health Service.....	196,906	196,784	193,773	8,350	8,350	5,339
Department of the Treasury: Office of the Secretary <sup>h</sup> .....	2,839,232	2,839,054	2,839,054			
Veterans' Administration.....	2,544,632	2,544,535	2,544,418	2,063	1,968	1,968
War Department.....	52,548,886	52,428,299	52,058,861			
Corps of Engineers.....	2,344,499	2,238,823	2,238,823			
Quartermaster Corps.....	50,204,387	50,189,476	49,820,038			
Federal Works Agency: Public Buildings Administration.....	7,872	7,872	7,872			

<sup>a</sup> Covers funds appropriated by the ERA Acts of 1935, 1936, 1937, 1938, 1939, and fiscal years 1941, 1942, and 1943, and by deficiency appropriations listed in footnote 1, p. 98.

<sup>b</sup> Excludes unliquidated obligations under appropriations which have lapsed for expenditure purposes, funds for the liquidation of which were transferred to the emergency relief liquidation fund provided for in Public Law 353, 77th Cong.; ERA Act, fiscal year 1943; and Public Law 140, 78th Cong.

<sup>c</sup> Expenditures for the 1943 fiscal year as reported here do not include approved vouchers which were chargeable against appropriations available in the 1943 fiscal year. Payment for such items were made by the Treasury Department from the emergency liquidation fund.

<sup>d</sup> Does not include 1938, 1939, and fiscal years 1941 and 1942 act funds which continued to be available for obligation on Federal construction projects through provisions of the fiscal year 1943 act. Also excludes funds available upon transfer to the ERA Act, fiscal year 1943.

<sup>e</sup> Excludes land utilization and rural rehabilitation programs administered by the Farm Security Administration under funds allotted (but not transferred) by the WPA under the ERA Acts of 1935 and 1936: Allotments, \$27,853,647; obligations and expenditures, \$27,786,390.

<sup>f</sup> Allotments of WPA funds to these other Federal agencies were made under the ERA Acts of 1938, 1939, and fiscal years 1941, 1942, and 1943 and the last three of the deficiency appropriations cited in footnote A.

<sup>g</sup> The Coast Guard was transferred from the Department of the Treasury to the Department of the Navy as of Nov. 1, 1941.

<sup>h</sup> For the use of the Bureau of Internal Revenue and the Division of Tax Research.

Source: Based on reports of the U. S. Treasury Department and the Work Projects Administration.

TABLE VII.—AMOUNT OF WPA FUNDS EXPENDED FOR PROGRAMS OPERATED BY WPA AND BY OTHER FEDERAL AGENCIES, BY OPERATING AGENCY AND BY FISCAL YEAR THROUGH JUNE 30, 1943

Agency	Total, fiscal years 1936-43	Year ending June 30 a—				
		1939	1940	1941	1942	1943 b
Total.....	\$10,750,389,649	\$2,230,749,993	\$1,520,106,078	\$1,326,110,531	\$887,647,532	\$282,140,456
Work Projects Administration.....	10,568,734,451	2,157,200,362	1,461,790,340	1,284,780,435	879,247,501	282,080,754
Other Federal agencies d.....	181,655,198	73,549,631	58,315,738	41,330,096	8,400,031	59,702
Department of Agriculture.....	56,760,900	24,003,792	17,931,893	11,290,026	3,525,921	9,268
Agricultural Adjustment Administration.....	290,857	110,811	106,329	70,923	2,794	-----
Agricultural Chemistry and Engineering.....	3,898	3,898	-----	-----	-----	-----
Agricultural Economics.....	205,844	-----	97,130	104,152	4,195	367
Agricultural Marketing Service.....	211,254	-----	35,037	175,605	618	-6
Dairy Industry.....	33,963	-----	-----	32,256	1,707	-----
Entomology and Plant Quarantine.....	10,234,381	7,098,045	5,695,794	4,413,984	2,026,352	206
Forest Service.....	18,186,613	6,185,581	6,318,835	4,443,187	1,232,205	6,805
Home Economics.....	882,377	500,446	230,869	147,383	3,679	-----
National Agricultural Research Center.....	1,194,324	445,891	571,624	175,753	1,056	-----
Rural Electrification Administration.....	362,219	158,014	196,632	7,573	-----	-----
Soil Conservation Service.....	14,457,428	8,512,298	4,581,800	1,280,565	82,717	48
Undistributed.....	1,697,742	988,808	97,843	438,645	170,598	1,848
Department of Commerce.....	587,333	-----	71,319	79,926	429,862	6,226
Coast and Geodetic Survey.....	81,730	-----	19,799	28,317	32,816	798
Foreign and Domestic Commerce.....	342,750	-----	-----	-----	342,750	-----
Weather Bureau.....	162,853	-----	51,520	51,609	54,296	5,428
Executive Office of the President: National Resources Planning Board.....	13,149	9,553	3,596	-----	-----	-----
Department of the Interior.....	23,692,880	10,514,893	7,310,560	5,023,195	823,592	20,640
Fish and Wildlife Service.....	3,449,964	1,866,408	976,296	471,391	126,013	9,796
Indian Affairs.....	91,848	-----	42,891	48,510	409	38
General Land Office.....	105,737	-----	62,391	42,119	1,227	-----
National Park Service.....	17,946,029	7,674,885	5,619,787	4,007,909	634,373	9,075
Reclamation.....	29,235	-----	10,960	18,275	-----	-----
Territories and island possessions.....	1,739,969	662,626	579,051	434,991	61,570	1,731
Alaska Railroad.....	232,762	192,959	39,803	-----	-----	-----
Alaska Road Commission.....	2,299	-----	1,136	1,163	-----	-----
Alaska—miscellaneous.....	307,833	108,260	133,597	65,826	160	-----
Virgin Islands.....	1,197,075	361,417	404,515	368,002	61,410	1,731
Undistributed.....	330,098	310,914	19,184	-----	-----	-----
Department of Justice.....	55,439	49,311	6,128	-----	-----	-----
Attorney General's Office.....	3,465	3,465	-----	-----	-----	-----
Bureau of Prisons.....	51,974	45,846	6,128	-----	-----	-----
Department of Labor: Labor statistics.....	4,665,230	755,920	1,843,104	1,729,683	332,288	4,235
Library of Congress.....	420,496	132,600	115,462	109,421	60,514	2,499
Department of the Navy.....	36,564,479	14,138,565	10,266,149	10,361,312	1,772,425	26,028
Coast Guard *.....	538,589	275,991	110,759	100,712	50,955	172
Yards and Docks.....	36,025,890	13,862,574	10,155,390	10,260,600	1,721,470	25,856
Federal Security Agency.....	1,445,087	728,648	478,578	220,434	64,731	-47,304
Office of Education.....	1,251,314	540,092	478,578	220,434	12,209	1
Public Health Service.....	193,773	188,556	-----	-----	52,522	-47,305
Department of the Treasury: Office of the Secretary f.....	2,839,054	1,502,563	979,460	356,273	757	1
Veterans' Administration.....	2,544,418	508,649	905,855	740,234	356,477	33,203
War Department.....	52,058,861	21,197,353	18,403,546	11,419,592	1,033,464	4,906
Corps of Engineers.....	2,238,823	681,299	1,086,156	464,773	6,595	-----
Quartermaster Corps.....	49,820,038	20,516,054	17,317,390	10,954,819	1,026,869	4,906
Federal Works Agency: Public Buildings Administration.....	7,872	7,784	88	-----	-----	-----

\* Expenditures during the fiscal year include, in addition to the amounts expended under the current ERA act, the liquidation of obligations incurred under previous ERA acts.

b Expenditures for the 1943 fiscal year as reported here do not include approved vouchers which were chargeable against appropriations available in the 1943 fiscal year. Payment for such items were made by the Treasury Department from the emergency liquidation fund.

c Excludes land utilization and rural rehabilitation programs administered by the Farm Security Administration under funds allotted (but not transferred) by the WPA under the ERA Acts of 1935 and 1936: Allotments, \$27,853,647; obligations and expenditures, \$27,786,390.

d Expenditures of WPA funds by these other Federal agencies began in the fiscal year 1939.

e The Coast Guard was transferred from the Department of the Treasury to the Department of the Navy as of Nov. 1, 1941.

f For the use of the Bureau of Internal Revenue and the Division of Tax Research.

Source: Based on reports of the U. S. Treasury Department and the Works Projects Administration.

TABLE VIII.—AMOUNT OF WPA FUNDS EXPENDED FOR PROGRAMS OPERATED BY WPA AND BY OTHER FEDERAL AGENCIES, BY STATE AND BY FISCAL YEAR <sup>a</sup>

THROUGH JUNE 30, 1943

State	Total	Year ending June 30—							
		1936	1937	1938	1939 <sup>b</sup>	1940 <sup>b</sup>	1941 <sup>b</sup>	1942 <sup>b</sup>	1943
Total.....	\$10,750,500,969	\$1,258,130,249	\$1,818,130,501	\$1,427,374,309	\$2,230,749,993	\$1,520,106,078	\$1,326,110,531	\$887,647,532	<sup>d</sup> \$282,251,776
Alabama.....	148,737,047	13,643,540	17,529,282	13,874,917	28,829,353	26,467,926	23,540,819	17,940,492	6,910,718
Arizona.....	42,502,952	4,812,888	6,515,009	5,444,932	8,271,599	5,775,738	6,065,353	4,238,130	1,233,303
Arkansas.....	124,539,416	10,924,407	14,726,096	12,248,023	25,198,835	22,594,946	19,751,698	14,370,153	4,725,258
California.....	539,409,443	70,803,941	100,570,770	71,180,906	97,785,785	75,171,498	70,100,552	44,340,544	9,455,447
Colorado.....	120,102,731	16,505,995	20,295,120	15,190,717	23,470,100	17,807,916	15,044,839	10,184,547	1,603,497
Connecticut.....	107,359,563	13,545,902	18,730,517	16,102,842	25,018,751	15,683,547	11,676,753	4,887,249	1,714,002
Delaware.....	12,538,365	1,311,868	1,617,706	1,590,628	2,510,944	1,865,347	1,922,408	1,162,415	487,040
Dist. of Columbia.....	48,938,812	4,015,917	5,563,830	4,904,026	10,247,562	8,861,368	9,681,676	4,714,345	950,088
Florida.....	147,534,898	11,404,337	15,721,399	15,242,704	28,763,917	24,862,318	23,786,906	20,723,116	7,030,201
Georgia.....	155,990,461	14,486,291	18,494,971	14,956,532	31,989,572	26,933,303	24,851,567	17,872,118	6,406,107
Idaho.....	42,537,647	4,432,015	5,275,395	5,123,830	7,847,065	7,256,620	6,414,859	4,871,644	1,316,219
Illinois.....	782,373,687	81,651,766	126,562,973	107,039,012	179,554,122	120,868,327	91,338,989	56,893,686	18,464,812
Indiana.....	302,048,791	40,322,363	51,848,690	44,623,142	67,444,904	42,047,839	31,498,278	18,708,365	5,555,210
Iowa.....	114,600,043	11,366,609	17,871,795	15,454,634	21,993,713	17,156,249	16,107,110	11,964,365	2,825,568
Kansas.....	129,545,612	15,005,150	26,021,699	17,903,452	22,487,389	17,528,665	16,492,631	11,775,626	2,331,000
Kentucky.....	174,314,259	13,394,225	23,929,419	38,898,490	28,847,389	27,847,378	24,275,148	18,262,666	6,504,182
Louisiana.....	142,202,772	15,937,716	21,011,902	16,435,938	27,133,368	20,635,355	19,345,317	16,724,698	4,978,478
Maine.....	40,627,007	3,986,076	5,900,647	3,831,634	6,822,928	5,532,208	6,992,013	5,978,470	1,583,031
Maryland.....	69,624,611	8,571,859	11,954,008	7,190,998	12,610,711	10,725,496	10,105,759	6,027,779	2,438,901
Massachusetts.....	497,031,587	53,925,003	91,365,070	68,765,431	103,029,061	70,389,064	57,749,384	38,231,137	13,577,437
Michigan.....	441,519,747	43,633,076	57,249,028	59,118,520	122,791,220	67,969,058	50,483,221	30,107,062	10,168,562
Minnesota.....	257,155,739	30,040,015	41,534,755	35,144,147	53,166,377	34,817,009	31,795,914	24,476,994	6,180,528
Mississippi.....	116,098,326	9,002,125	14,402,992	10,977,009	21,496,967	20,385,764	19,663,600	14,679,173	5,490,696
Missouri.....	324,923,705	30,652,292	52,340,893	41,134,690	68,047,427	51,784,359	43,160,491	28,839,825	8,969,728
Montana.....	72,263,572	6,739,540	11,580,244	10,813,255	16,652,033	9,985,969	8,221,886	6,253,683	2,016,962
Nebraska.....	109,469,773	8,688,746	15,682,574	15,405,637	21,112,484	18,249,774	16,657,103	11,553,072	2,120,383
Nevada.....	9,820,829	1,112,879	1,598,374	1,443,885	1,826,285	1,358,171	1,419,724	871,408	190,103
New Hampshire.....	35,036,860	3,188,419	5,948,188	4,442,942	7,250,519	4,944,239	4,720,821	3,548,585	943,147
New Jersey.....	404,826,420	45,354,739	74,032,323	60,464,376	83,548,544	56,608,048	47,644,418	27,083,809	10,090,163
New Mexico.....	52,943,338	4,970,656	7,098,142	5,557,180	8,740,379	8,665,689	8,388,790	7,579,285	1,943,217
New York.....	1,386,028,080	253,927,669	313,719,647	209,965,930	239,399,240	140,341,848	119,915,417	80,808,680	27,949,649
North Carolina.....	130,524,628	10,164,282	13,091,023	11,253,453	23,810,151	24,223,362	24,826,916	17,638,843	5,516,598
North Dakota.....	95,869,391	4,569,073	15,033,231	8,354,161	10,329,835	8,170,254	8,059,988	4,560,516	792,333
Ohio.....	750,211,873	87,571,816	116,949,136	106,851,773	202,091,629	103,409,629	79,127,502	42,910,866	11,299,661
Oklahoma.....	185,552,185	21,488,219	31,648,497	21,603,922	37,046,841	25,965,484	23,674,044	19,348,780	4,776,398
Oregon.....	78,468,447	8,556,038	12,951,136	11,007,484	14,456,093	11,375,719	10,545,803	7,737,831	1,838,343
Pennsylvania.....	1,001,878,642	126,825,387	207,832,412	154,449,788	209,181,294	116,387,217	107,251,794	58,507,015	21,443,735
Rhode Island.....	60,061,837	6,307,858	8,303,210	8,718,379	14,275,241	9,374,695	7,991,804	3,995,805	1,094,845
South Carolina.....	121,302,750	7,633,473	12,138,468	10,798,137	23,742,768	23,230,382	22,227,484	16,502,724	5,029,314
South Dakota.....	66,215,566	5,114,421	17,581,006	9,877,852	10,944,574	9,013,741	7,737,820	5,107,389	838,763
Tennessee.....	128,742,919	12,588,079	16,675,779	11,473,769	24,198,830	22,427,864	20,710,735	15,409,858	5,258,005
Texas.....	309,038,150	28,114,195	36,866,467	28,687,939	55,262,108	53,172,459	50,450,493	42,626,896	13,857,593
Utah.....	52,277,277	6,173,405	7,297,181	6,282,974	9,966,538	8,213,995	7,888,024	5,486,471	968,689
Vermont.....	19,549,987	1,934,320	2,463,860	2,268,289	4,926,452	3,108,625	2,714,867	1,717,553	416,021
Virginia.....	90,411,453	9,694,190	12,104,778	9,901,452	16,807,194	15,186,908	15,233,815	9,086,036	2,397,080
Washington.....	161,883,821	16,501,804	24,156,684	24,209,416	39,803,523	22,939,938	20,915,672	11,393,749	1,963,035
West Virginia.....	162,411,287	18,490,335	27,335,179	19,872,105	28,913,276	22,275,860	21,405,460	17,645,834	6,473,238
Wisconsin.....	263,957,125	30,501,877	44,588,854	36,751,813	59,674,143	38,381,308	32,126,384	18,393,659	3,539,087
Wyoming.....	17,282,931	2,388,486	2,969,489	2,170,970	3,315,578	2,638,907	2,093,026	1,341,201	365,274
Alaska.....	641,755	.....	2,392	18,469	341,922	.....	201,943	76,870	159
Hawaii.....	9,864,965	.....	2,523,902	2,015,536	2,192,592	1,277,144	1,216,315	669,384	-29,908
Puerto Rico.....	43,628,700	.....	.....	.....	870,367	3,658,662	10,717,375	14,641,291	13,741,005
Virgin Islands.....	2,808,055	.....	3,993	22	372,447	468,202	854,187	729,911	379,293
Undistributed by state.....	81,271,132	6,154,967	9,120,366	7,932,888	24,286,953	13,882,883	9,320,709	6,482,638	4,089,728

<sup>a</sup> Includes programs of other Federal agencies financed by allocation of WPA funds under the ERA Acts of 1938, 1939, and fiscal years 1941, 1942, and 1943. Expenditures on these programs began in July 1938. Includes NYA administrative expenses incurred prior to July 1939, when the WPA and NYA programs were administered jointly.

<sup>b</sup> Separate data on WPA and other Federal agency expenditures are given by State for the fiscal years 1939 and 1940 on p. 123 of the *Report on Progress of the WPA Program, June 30, 1940*, for the fiscal year 1941 on p. 110 of the *Report on Progress of the WPA Program, June 30, 1941*, and for the fiscal year 1942 on p. 67 of the *Report on Progress of the WPA Program, June 30, 1942*.

<sup>c</sup> Excludes land utilization and rural rehabilitation programs administered by the Farm Security Administration under funds allotted (but not transferred) by the WPA under the ERA Act of 1935 and 1936. Allotments, \$27,853,647; obligations and expenditures, \$27,786,390.

<sup>d</sup> Includes \$108,881 expended for programs operated by other Federal agencies.

Source: Based on reports of the U. S. Treasury Department and Work Projects Administration.

TABLE IX.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED FOR NONLABOR PURPOSES ON PROJECTS OPERATED BY WPA, BY TYPE OF PURCHASE OR RENTAL AND BY SOURCE OF FUNDS

CUMULATIVE THROUGH OCT. 31, 1942 <sup>a</sup>

Type	Total funds		WPA funds	Sponsors' funds	
	Amount	Percent		Amount	Percent of total funds
Total	\$3,439,311,993	100.0	\$1,127,455,838	\$2,311,856,155	67.2
Purchase of materials, supplies, and equipment	1,931,243,143	56.2	691,856,588	1,239,386,555	64.2
Stone, clay, and glass products	664,448,642	19.3	258,996,253	405,452,389	61.0
Cement	174,640,006	5.1	97,778,013	76,861,993	44.0
Clay products	77,956,174	2.3	26,324,103	51,632,071	66.2
Concrete products	104,401,493	3.0	39,625,159	64,776,324	62.0
Crushed stone	118,721,185	3.4	44,250,606	74,470,579	62.7
Sand and gravel	131,380,607	3.8	37,446,614	93,933,993	71.5
Other	57,349,187	1.7	13,571,758	43,777,429	76.3
Metal products, excluding machinery	378,207,899	11.0	108,872,189	269,335,710	71.2
Cast-iron pipe and fittings	90,939,052	2.6	22,629,220	68,309,832	75.1
Structural and reinforcing steel	77,731,366	2.3	28,837,502	48,893,864	62.9
Iron and steel products <sup>b</sup>	113,101,544	3.3	31,232,019	81,869,525	72.4
Other	96,435,937	2.8	26,173,448	70,262,489	72.9
Lumber and its products, excluding furniture and fixtures	185,569,026	5.4	47,787,936	137,781,090	74.2
Bituminous mixtures, paving and other	174,060,892	5.1	65,511,616	108,549,276	62.4
Textiles	125,682,760	3.6	71,436,079	54,246,681	43.2
Machinery and equipment	95,113,856	2.8	45,408,049	49,705,807	52.3
Electrical machinery, supplies, and equipment	37,671,359	1.1	10,786,816	26,884,543	71.4
Paving, other construction, and transportation equipment	21,818,477	.6	16,233,323	5,585,154	25.6
Other	35,624,020	1.1	18,387,910	17,236,110	48.4
Chemicals and allied products	57,279,565	1.7	17,694,513	39,585,052	69.1
Petroleum products	55,161,027	1.6	25,246,340	29,914,687	54.2
Miscellaneous	195,719,476	5.7	50,903,613	144,815,863	74.0
Rent of equipment	1,152,931,784	33.5	358,169,505	794,762,279	68.9
Motor vehicles	625,244,235	18.2	249,816,847	375,427,388	60.0
Teams and wagons	31,072,094	.9	21,177,850	9,894,244	31.8
Construction equipment	444,470,912	12.9	83,166,922	361,303,990	81.3
Other	52,144,543	1.5	4,007,886	48,136,657	92.3
Other <sup>c</sup>	355,137,066	10.3	77,429,745	277,707,321	78.2

<sup>a</sup> Data not available after this date.

<sup>b</sup> Not elsewhere classified.

<sup>c</sup> Includes space rent, contractual services such as light and telephone, land leases and easements, and other miscellaneous expenditures.

Source: Work Projects Administration.

TABLE X.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON PROJECTS OPERATED BY WPA, BY TYPE OF PROJECT, BY SOURCE OF FUNDS, AND BY OBJECT OF EXPENDITURE

CUMULATIVE THROUGH MAR. 31, 1943<sup>a</sup>

Type of project	Total funds		WPA funds			Sponsors' funds			
	Amount	Percent	Total	Labor		Total		Nonlabor	
				Amount	Percent of total WPA funds	Amount	Percent of total funds	Amount	Percent of total sponsors' funds
Total.....	\$12,954,054,404	100.0	\$10,123,139,519	\$8,979,771,985	88.7	\$2,830,914,885	21.9	\$2,350,994,542	83.0
Division of Engineering and Construction.....	9,959,403,735	76.9	7,619,207,732	6,601,374,517	86.6	2,340,202,003	23.5	1,976,572,216	84.5
Airports and airways.....	405,409,004	3.1	306,284,126	199,863,375	65.3	99,124,878	24.5	89,552,583	90.3
Buildings.....	1,366,937,844	10.6	1,008,601,611	830,102,424	88.2	358,336,233	26.2	301,630,064	84.2
Conservation.....	454,750,072	3.5	375,487,926	330,721,392	88.1	79,262,146	17.4	63,141,323	79.7
Engineering surveys.....	53,837,586	0.4	45,050,476	43,378,536	96.3	8,787,110	16.3	4,901,081	55.8
Highways, roads, and streets.....	4,903,767,371	37.9	3,691,622,422	3,192,219,630	86.5	1,212,144,949	24.7	1,033,726,140	85.3
Recreational facilities (excluding buildings).....	987,717,455	7.6	834,515,366	730,305,118	87.5	153,202,089	15.5	124,213,338	81.1
Sanitation.....	236,233,331	1.8	184,589,173	174,639,688	94.6	51,644,158	21.9	47,866,718	92.7
Water and sewer systems and other utilities.....	1,303,063,708	10.1	980,785,786	869,653,556	88.7	322,277,922	24.7	267,673,749	83.1
Other.....	247,693,364	1.9	192,270,846	171,490,798	89.2	55,422,518	22.4	43,867,220	79.2
Division of Service Projects.....	2,910,037,520	22.5	2,452,339,328	2,308,104,010	94.1	457,698,192	15.7	349,253,655	76.3
Public activities <sup>b</sup> .....	913,116,277	7.0	764,199,938	733,556,398	96.0	148,916,339	16.3	116,273,540	78.1
Art and museum.....	78,808,701	0.6	69,578,055	66,167,462	95.1	9,230,646	11.7	6,835,270	74.0
Education.....	260,335,443	2.0	217,701,117	207,005,219	95.1	42,634,326	16.4	35,474,856	83.2
Library.....	134,506,510	1.0	108,826,442	106,168,230	97.6	25,680,068	19.1	19,476,189	75.8
Music.....	83,477,960	0.7	76,369,778	74,232,121	97.2	7,108,182	8.5	6,096,104	85.8
Recreation.....	260,386,212	2.0	202,026,791	196,207,055	97.1	58,359,421	22.4	44,221,165	75.8
Workers' service.....	1,506,238	(*)	1,126,344	1,071,191	95.1	379,894	25.2	326,094	85.8
Writing.....	27,050,913	0.2	25,685,756	24,395,441	95.0	1,365,157	5.0	966,882	70.8
Other.....	67,044,300	0.5	62,885,655	58,309,679	92.7	4,158,645	6.2	2,877,000	69.2
Research and records.....	511,367,557	4.0	434,754,971	421,296,091	96.9	76,612,586	15.0	39,215,280	51.2
Historical records survey.....	33,798,835	0.3	31,209,757	29,904,461	95.8	2,589,078	7.7	1,985,398	76.7
Public records.....	196,671,630	1.5	167,230,836	164,513,754	98.4	29,440,794	15.0	16,707,627	56.7
Research and surveys.....	253,507,666	2.0	212,730,260	204,258,819	96.0	40,777,406	16.1	18,588,758	45.6
Other.....	27,389,426	0.2	23,584,118	22,619,057	95.9	3,805,308	13.9	1,933,497	50.8
War services <sup>d</sup> .....	46,879,875	0.4	36,120,963	34,311,878	95.0	10,758,912	22.9	7,885,266	73.3
Welfare.....	1,438,673,811	11.1	1,217,263,456	1,118,939,643	91.9	221,410,355	15.4	185,879,569	84.0
Feeding.....	426,324,500	3.3	320,187,920	309,429,980	96.6	106,136,580	24.9	87,027,883	82.0
Production (excluding sewing).....	56,199,668	0.4	49,523,180	47,839,838	96.6	6,676,488	11.9	5,887,394	88.2
Public health and hospital work.....	100,650,737	0.8	78,801,190	77,529,983	98.4	21,849,547	21.7	11,807,155	53.1
Sewing.....	806,078,765	6.2	726,697,498	642,759,869	88.4	79,381,267	9.8	76,228,967	96.0
Other.....	49,420,141	0.4	42,053,668	41,379,973	98.4	7,366,473	14.9	5,128,170	69.6
Division of Training and Reemployment.....	79,159,969	0.6	65,524,135	62,123,357	94.8	13,635,834	17.2	5,790,036	42.5
Household workers' training.....	4,648,102	(*)	3,803,746	3,473,442	91.3	844,356	18.2	532,847	63.1
National defense vocational training.....	74,511,867	0.6	61,720,389	58,649,915	95.0	12,791,478	17.2	5,257,189	41.1
Public Work Reserve.....	943,463	(*)	943,463	750,322	79.5	.....	.....	.....	.....
Miscellaneous <sup>e</sup> .....	4,503,717	(*)	-14,875,139	7,419,779	.....	19,378,856	.....	19,378,635	100.0

<sup>a</sup> Data not available by type of project after this date.

<sup>b</sup> The child protection program was carried on under welfare projects in fiscal year 1943 but for comparative purposes data for this program are shown here under public activities (education) as formerly reported.

<sup>c</sup> Less than 0.05 percent.

<sup>d</sup> War services include projects reported in public activities and research and records previous to fiscal year 1943.

<sup>e</sup> Includes adjustments for excess of deposits in the supply fund over payments out of the supply fund and for items in transit to control accounts and sponsors' expenditures for land, land leases, easements, and rights-of-way.

Source: Work Projects Administration.

TABLE XI.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON PROJECTS OPERATED BY WPA, BY TYPE OF PROJECT, BY SOURCE OF FUNDS, AND BY OBJECT OF EXPENDITURE

JULY 1, 1942—MAR. 31, 1943 \*

Type of project	Total funds		WPA funds			Sponsor's funds			
	Amount	Percent	Total	Labor		Total		Nonlabor	
				Amount	Percent of total WPA funds	Amount	Percent of total funds	Amount	Percent of total sponsors' funds
Total.....	\$362,896,451	100.0	\$254,499,213	\$216,018,574	84.9	\$108,397,238	29.9	\$87,278,572	80.5
Division of Engineering and Construction.....	220,574,578	60.8	145,235,955	109,459,515	75.4	75,338,623	34.2	61,330,396	81.4
Airports and airways.....	28,951,455	8.0	22,551,905	9,262,841	41.1	6,399,550	22.1	5,656,900	88.4
Buildings.....	37,086,970	10.2	23,389,834	20,069,634	85.8	13,697,136	36.9	511,097,843	81.0
Conservation.....	6,419,769	1.8	3,700,048	3,126,546	84.5	2,719,721	42.4	1,910,848	70.3
Engineering surveys.....	1,788,212	.5	1,463,010	1,413,175	96.6	325,202	18.2	103,522	31.8
Highways, roads, and streets.....	91,418,383	25.2	56,748,884	44,053,008	77.6	34,669,499	37.9	28,774,610	83.0
Recreational facilities (excluding buildings).....	5,597,876	1.5	3,399,641	3,033,596	89.2	2,198,235	39.3	1,641,835	74.7
Sanitation.....	3,226,151	.9	2,146,688	1,962,587	91.4	1,079,463	33.5	787,055	72.9
Water and sewer systems and other utilities.....	25,953,499	7.2	15,984,008	13,800,153	86.3	9,969,491	38.4	7,874,658	79.0
Other.....	20,132,263	5.5	15,851,937	12,737,973	80.4	4,280,326	21.3	3,483,125	81.4
Division of Service Projects.....	129,257,663	35.6	96,203,600	91,584,789	95.2	33,054,063	25.6	25,945,248	78.5
Public activities <sup>b</sup> .....	7,344,072	2.0	5,988,492	5,668,557	94.7	1,355,580	18.5	1,174,712	86.7
War services <sup>c</sup> .....	46,879,875	12.9	36,120,963	34,311,878	95.0	10,758,912	22.9	7,885,266	73.3
Welfare.....	75,033,716	20.7	54,094,145	51,604,354	95.4	20,339,571	27.9	16,885,270	80.6
Division of Training and Reemployment.....	16,171,718	4.5	16,167,616	14,448,282	89.4	4,102	(d)	2,478	60.4
Miscellaneous <sup>e</sup> .....	-3,107,508	-0.9	-3,107,958	525,988	.....	450	.....	450	100.0

\* Data not available by type of project after this date.

<sup>b</sup> The child protection program was carried on under welfare projects in fiscal year 1943 but for comparative purposes data for this program are shown here under public activities as formerly reported.

<sup>c</sup> Data for war services include projects reported in public activities and research and records previous to fiscal year 1943.

<sup>d</sup> Less than 0.05 percent.

<sup>e</sup> Includes adjustments for excess of deposits in the supply fund over payments out of the supply fund and for items in transit to control accounts, and sponsors' expenditures for land, land leases, easements, and rights-of-way.

Source: Work Projects Administration.

APPENDIX A: TABLES

TABLE XII.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON PROJECTS OPERATED BY WPA, BY STATE, BY SOURCE OF FUNDS, AND BY OBJECT OF EXPENDITURE

CUMULATIVE THROUGH JUNE 30, 1943

State	Total funds	WPA funds			Sponsors' funds		
		Total	Labor		Total	Nonlabor	
			Amount	Percent of total WPA funds		Amount	Percent of total sponsors' funds
Total	\$12,974,456,687	\$10,136,743,293	\$8,990,596,759	88.7	\$2,837,713,394	\$2,356,105,776	83.0
Alabama	197,238,127	141,889,697	120,786,941	85.1	55,348,430	47,750,707	86.3
Arizona	56,726,024	39,066,238	33,457,641	85.6	17,659,786	13,915,465	78.8
Arkansas	154,573,901	117,497,081	99,772,649	84.9	37,076,820	31,377,624	84.6
California	646,501,683	507,609,044	449,898,358	88.6	138,892,639	107,520,301	77.4
Colorado	144,039,497	110,549,793	97,597,702	88.3	33,489,704	28,671,917	85.6
Connecticut	129,625,926	101,313,278	92,130,321	90.9	28,312,648	24,890,399	87.9
Delaware	14,682,769	11,662,165	10,636,941	91.2	3,020,604	2,376,968	78.7
District of Columbia	52,908,316	42,579,795	37,558,003	88.2	10,328,521	7,106,559	68.8
Florida	181,125,094	137,933,659	116,187,599	84.2	43,191,435	36,792,845	85.2
Georgia	193,973,229	144,008,732	123,582,515	85.8	49,964,497	44,727,339	89.5
Idaho	55,309,376	38,157,754	33,093,703	86.7	17,151,622	14,365,388	83.8
Illinois	972,219,130	757,954,721	669,735,021	83.4	214,264,409	154,276,680	72.0
Indiana	369,458,292	291,100,040	261,128,941	89.7	78,358,252	67,867,761	86.6
Iowa	157,192,728	109,601,202	97,464,736	88.9	47,591,526	39,882,024	83.8
Kansas	161,478,995	120,918,049	104,918,638	86.8	40,560,946	35,777,214	88.2
Kentucky	213,202,298	162,930,220	138,976,791	85.3	50,272,078	41,846,126	83.2
Louisiana	176,138,326	135,013,092	117,126,210	86.8	41,125,234	34,232,025	83.2
Maine	45,529,255	36,960,660	27,058,747	73.2	8,568,595	7,088,766	82.5
Maryland	79,080,078	60,798,981	49,927,411	82.1	18,281,097	13,606,725	74.4
Massachusetts	586,266,183	475,799,530	444,611,385	93.4	110,466,653	95,215,208	86.2
Michigan	544,877,475	426,915,569	383,288,413	89.8	117,961,906	89,654,407	76.0
Minnesota	319,909,539	247,062,658	219,610,443	88.9	72,846,881	60,646,421	83.3
Mississippi	155,370,615	109,748,032	90,266,450	82.2	45,622,583	39,710,222	87.0
Missouri	387,506,960	311,981,195	277,106,656	88.8	75,525,765	64,409,701	85.3
Montana	87,043,207	66,252,724	59,230,285	89.4	20,790,483	17,535,837	84.3
Nebraska	140,747,210	103,233,094	91,077,450	88.2	37,514,116	32,452,237	86.5
Nevada	13,034,066	8,839,478	7,765,761	87.9	4,194,588	3,451,706	82.3
New Hampshire	42,501,208	33,195,683	29,387,377	88.5	9,305,525	7,734,022	83.1
New Jersey	496,339,824	386,654,917	355,281,703	91.9	109,740,907	93,046,293	84.8
New Mexico	64,339,469	48,899,172	41,376,392	84.6	15,440,297	13,505,044	87.5
New York	1,628,385,432	1,326,871,627	1,176,290,412	88.7	301,513,805	263,407,757	87.4
North Carolina	173,722,999	121,030,855	102,692,223	84.8	52,692,144	48,078,390	91.2
North Dakota	73,852,879	55,210,415	47,808,092	86.6	18,642,464	16,473,008	88.4
Ohio	888,980,643	729,497,044	658,606,206	90.3	159,483,599	127,406,731	79.9
Oklahoma	232,461,322	172,782,707	146,242,303	84.6	59,678,615	48,468,304	81.2
Oregon	95,424,138	73,385,704	63,931,589	87.1	22,038,434	18,541,636	84.1
Pennsylvania	1,142,563,031	963,068,695	880,117,008	91.4	179,494,336	154,550,521	86.1
Rhode Island	74,007,283	57,079,175	54,732,898	95.9	16,928,108	14,178,021	83.8
South Carolina	148,153,068	111,955,831	98,589,118	88.1	36,197,237	30,675,147	84.7
South Dakota	80,826,621	61,224,127	52,872,021	86.4	19,602,494	17,194,758	87.7
Tennessee	176,971,358	120,597,831	102,653,036	85.1	56,373,527	42,371,606	75.2
Texas	401,062,418	286,837,844	240,474,956	83.8	114,174,574	97,398,911	85.3
Utah	69,037,642	47,671,668	43,150,439	90.5	21,365,974	18,053,973	84.6
Vermont	23,536,673	17,517,762	16,263,054	92.8	6,018,911	4,840,703	80.4
Virginia	107,102,016	78,800,491	67,944,189	86.2	28,301,525	23,003,904	81.3
Washington	194,075,743	148,064,583	133,530,053	90.2	46,011,160	37,305,572	81.1
West Virginia	200,184,184	155,555,240	137,907,319	88.7	44,628,944	38,248,451	85.7
Wisconsin	333,005,385	253,952,123	229,242,214	90.3	79,053,262	65,740,938	83.2
Wyoming	22,045,191	15,378,328	13,266,585	86.3	6,666,863	5,600,004	84.0
Alaska	20,743	20,743	10,208	49.2			
Hawaii	13,909,526	9,233,736	7,650,127	82.8	4,675,790	3,467,012	74.1
Puerto Rico	48,496,603	37,339,572	30,786,218	82.4	11,157,031	9,577,845	85.9
Virgin Islands	1,031,308	885,258	688,419	77.8	146,050	108,653	74.4
Undistributed by State *	6,605,681	6,605,681	5,106,889	77.3			

\* Includes supply fund adjustment and central administration projects.

Source: WPA expenditures based on U. S. Treasury Department and Work Projects Administration reports; sponsors' expenditures based on WPA reports.

TABLE XIII.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON PROJECTS OPERATED BY WPA BY STATE, BY SOURCE OF FUNDS, AND BY OBJECT OF EXPENDITURE

YEAR ENDING JUNE 30, 1943

State	Total funds	WPA funds			Sponsors' funds		
		Total	Labor		Total	Nonlabor	
			Amount	Percent of total WPA funds		Amount	Percent of total sponsors' funds
Total.....	\$383,298,734	\$268,102,987	\$226,843,348	84.6	\$115,195,747	\$92,389,806	80.2
Alabama.....	9,345,950	6,658,004	5,104,793	76.7	2,687,946	2,196,555	81.7
Arizona.....	1,767,775	1,171,525	794,175	67.8	596,250	439,894	73.8
Arkansas.....	7,695,384	4,518,942	3,936,054	87.1	3,176,442	2,581,375	81.3
California.....	13,417,982	9,160,888	7,019,219	76.6	4,257,094	3,162,884	74.3
Colorado.....	2,080,958	1,489,214	1,257,026	84.4	591,744	466,565	78.8
Connecticut.....	2,018,773	1,634,177	867,413	53.1	384,596	342,988	89.2
Delaware.....	606,518	467,178	279,167	59.8	139,340	125,182	89.8
District of Columbia.....	1,284,146	944,385	720,332	76.3	339,761	277,848	81.8
Florida.....	8,648,571	6,800,662	5,703,418	83.9	1,847,909	1,285,069	69.5
Georgia.....	9,571,799	6,195,827	5,578,449	90.0	3,375,972	2,832,017	83.9
Idaho.....	1,815,927	1,241,924	788,205	63.5	574,003	470,332	81.9
Illinois.....	27,866,652	17,866,652	15,779,241	88.3	9,754,736	7,540,536	77.3
Indiana.....	7,418,194	5,310,656	4,429,679	83.4	2,107,538	1,596,272	75.7
Iowa.....	4,292,940	2,702,076	2,381,381	88.1	1,590,864	1,324,639	83.3
Kansas.....	3,558,334	2,221,626	2,049,005	92.2	1,356,708	1,066,591	79.8
Kentucky.....	9,273,781	6,274,470	5,589,131	89.1	2,999,311	2,424,237	80.8
Louisiana.....	6,850,196	4,739,947	4,069,740	85.9	2,110,249	1,600,058	75.8
Maine.....	1,658,084	1,523,867	389,796	25.6	134,217	112,108	83.5
Maryland.....	2,900,388	2,307,724	1,221,393	52.9	592,664	444,330	75.0
Massachusetts.....	18,368,523	13,229,743	11,404,608	86.2	5,138,780	4,557,527	88.7
Michigan.....	14,487,925	9,789,917	8,167,656	83.4	4,698,008	3,533,561	75.2
Minnesota.....	8,122,147	5,967,392	4,826,574	80.9	2,154,755	1,594,152	74.0
Mississippi.....	7,630,794	5,272,308	4,671,887	88.6	2,358,486	1,946,865	82.5
Missouri.....	12,009,090	8,640,443	7,623,344	88.2	3,368,647	2,917,778	86.6
Montana.....	2,660,020	1,917,524	1,607,020	83.8	742,496	564,395	76.0
Nebraska.....	3,545,287	2,020,057	1,685,211	83.4	1,525,230	1,298,475	85.1
Nevada.....	235,551	173,125	153,787	88.8	62,426	52,462	84.0
New Hampshire.....	1,161,147	949,516	580,953	61.2	211,631	182,549	86.3
New Jersey.....	13,484,988	9,765,576	8,516,754	87.2	3,719,227	3,062,966	82.4
New Mexico.....	2,629,311	1,847,532	1,551,545	84.0	781,779	608,297	77.8
New York.....	35,657,723	27,242,082	25,136,671	92.3	8,415,641	6,604,995	78.5
North Carolina.....	7,631,874	5,294,216	4,324,420	81.7	2,337,658	2,110,754	90.3
North Dakota.....	1,088,439	718,993	611,936	85.1	369,446	308,215	83.4
Ohio.....	16,538,378	10,891,656	9,527,500	87.5	5,646,722	4,144,943	73.4
Oklahoma.....	7,392,619	4,520,345	3,749,757	83.0	2,872,274	2,247,743	78.3
Oregon.....	1,947,146	1,756,781	558,950	31.8	190,365	135,643	71.3
Pennsylvania.....	29,165,265	20,869,460	18,783,783	90.0	8,295,805	6,617,307	79.8
Rhode Island.....	1,398,384	1,028,832	853,733	83.0	369,552	254,513	68.9
South Carolina.....	6,450,591	4,806,191	4,323,185	90.0	1,644,400	1,332,727	81.0
South Dakota.....	1,088,401	757,941	646,678	85.3	330,460	270,137	81.7
Tennessee.....	7,633,196	5,017,591	4,425,091	88.2	2,615,605	1,989,473	76.1
Texas.....	20,046,355	13,256,636	10,371,558	78.2	6,789,719	5,861,245	86.3
Utah.....	1,440,317	884,743	740,253	83.7	555,574	410,203	73.8
Vermont.....	456,713	374,421	286,342	76.5	82,292	64,697	78.6
Virginia.....	3,272,548	2,274,196	1,834,605	80.7	998,352	766,975	76.8
Washington.....	2,417,818	1,854,014	1,307,320	70.5	563,804	397,069	70.4
West Virginia.....	8,940,618	6,210,812	5,324,872	85.7	2,729,806	2,280,261	83.5
Wisconsin.....	5,681,112	3,399,964	2,842,496	83.6	2,281,148	1,861,774	81.6
Wyoming.....	443,135	334,138	196,161	58.7	108,997	79,903	73.3
Hawaii.....	-29,992	-29,992	4,417				
Puerto Rico.....	17,769,306	13,195,444	11,770,982	89.2	4,573,862	3,995,633	87.4
Virgin Islands.....	444,314	378,858	310,443	81.9	65,456	47,089	71.9
Undistributed by State *.....	262,603	262,603	165,239	62.9			

\* Includes supply fund adjustment and central administration projects.

Source: Work Projects Administration.

TABLE XIV.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON CONSTRUCTION PROJECTS OPERATED BY WPA, BY STATE AND BY MAJOR TYPE OF PROJECT

CUMULATIVE THROUGH MAR. 31, 1943\*

State	Division of Engineering and Construction								
	Total	Airports and airways		Buildings		Conservation		Engineering surveys	
		Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Total.....	\$9,959,409,735	\$405,409,004	3.1	\$1,366,937,844	10.6	\$454,750,072	3.5	\$53,837,586	0.4
Alabama.....	155,580,288	11,844,876	6.0	20,997,561	10.7	1,086,709	1.0	815,729	0.4
Arizona.....	46,264,040	3,180,257	5.6	8,456,712	14.9	677,577	1.2	7,745	(b)
Arkansas.....	124,351,192	2,276,200	1.5	18,651,409	12.1	2,574,109	1.7	1,032,662	0.7
California.....	419,031,265	32,148,770	5.0	78,844,801	12.2	41,174,503	6.4	3,497,592	0.8
Colorado.....	106,295,276	7,340,162	5.1	16,800,124	11.7	8,997,445	6.2	383,367	0.3
Connecticut.....	105,671,558	6,515,886	5.0	15,922,758	12.3	4,347,641	3.4	2,103,830	1.6
Delaware.....	10,334,709	31,906	0.2	2,600,128	17.8	665,926	4.6		
District of Columbia.....	33,586,679	6,224,081	11.7	7,186,216	13.6	380,757	0.7		
Florida.....	132,707,402	21,923,141	12.1	32,238,372	17.8	3,064,091	1.7	497,574	0.3
Georgia.....	141,192,431	5,989,885	3.1	19,959,840	10.3	935,495	0.5	1,019,505	0.6
Idaho.....	47,195,901	1,972,353	3.6	5,613,937	10.2	14,092,315	25.5	35,514	0.1
Illinois.....	736,428,537	20,790,633	2.1	61,006,085	6.3	24,711,511	2.6	2,456,920	0.3
Indiana.....	311,118,966	6,051,461	1.6	34,056,051	9.2	25,551,421	6.9	271,313	0.1
Iowa.....	126,969,976	3,207,018	2.0	12,919,420	8.2	6,884,729	4.4	1,432,855	0.9
Kansas.....	127,960,061	3,313,649	2.1	14,944,234	9.3	13,030,823	8.1	353,892	0.2
Kentucky.....	173,411,870	1,882,693	0.8	25,817,417	12.2	613,392	0.3	57,216	(b)
Louisiana.....	137,568,682	4,176,022	2.4	20,536,572	11.7	3,473,216	2.0	1,383,403	0.8
Maine.....	38,438,820	10,278,831	22.6	2,198,670	4.8	962,789	2.1	123,263	0.3
Maryland.....	65,200,060	5,274,793	6.7	9,021,766	11.4	4,397,297	5.6	99,885	0.1
Massachusetts.....	407,307,516	13,459,083	2.3	77,491,310	13.2	27,549,853	4.7	6,821,530	1.2
Michigan.....	448,633,149	7,028,204	1.3	36,228,185	6.7	24,112,738	4.4	673,328	0.1
Minnesota.....	245,498,188	8,605,158	2.7	43,609,265	13.6	12,418,131	3.9	1,064,561	0.3
Mississippi.....	110,921,722	6,779,167	4.4	13,448,584	8.7	2,946,515	1.9	141,292	0.1
Missouri.....	308,822,860	3,696,611	1.0	38,493,849	9.9	25,754,716	6.6	298,646	0.1
Montana.....	67,275,579	3,325,984	3.8	7,392,729	8.5	9,010,782	10.4	210,190	0.2
Nebraska.....	111,518,937	4,625,952	3.3	12,380,670	8.8	3,629,337	2.6	90,601	0.1
Nevada.....	9,497,619	451,640	3.5	992,210	7.6	779,947	6.0	4,037	(b)
New Hampshire.....	32,692,374	2,951,678	6.9	2,746,619	6.5	2,300,630	5.4	47,776	0.1
New Jersey.....	378,986,937	8,650,039	1.7	56,332,105	11.4	14,632,452	2.9	3,339,798	0.7
New Mexico.....	54,841,690	3,133,609	4.9	17,063,774	26.5	7,290,549	11.3	296,201	0.5
New York.....	1,214,040,128	68,214,437	4.2	259,687,504	16.0	7,934,895	0.5	15,159,172	0.9
North Carolina.....	125,749,039	8,387,638	4.8	20,473,710	11.8	2,063,816	1.2	368,841	0.2
North Dakota.....	59,039,776	1,447,872	2.0	9,695,864	13.1	7,034,696	9.5	2,126	(b)
Ohio.....	724,837,271	14,533,433	1.6	49,088,958	5.5	17,409,495	2.0	1,435,786	0.2
Oklahoma.....	185,601,706	5,068,419	2.2	35,169,405	15.1	9,215,540	4.0	161,705	0.1
Oregon.....	76,279,965	8,023,496	8.4	7,781,907	8.2	5,760,770	6.0	440,105	0.5
Pennsylvania.....	916,093,092	20,776,635	1.8	85,023,632	7.4	31,049,791	2.7	3,873,006	0.3
Rhode Island.....	57,131,086	1,162,428	1.6	6,898,705	9.3	4,701,506	6.4	236,705	0.3
South Carolina.....	109,323,935	3,900,651	2.6	27,208,524	18.4	1,053,488	0.7		
South Dakota.....	62,737,058	1,506,606	1.9	8,311,068	10.3	8,213,273	10.2	111,091	0.1
Tennessee.....	145,915,013	6,036,791	3.4	10,569,532	6.0	2,390,925	1.4	583,832	0.3
Texas.....	279,707,403	12,013,159	3.0	42,983,888	10.7	13,931,223	3.5	218,813	0.1
Utah.....	55,183,535	3,036,886	4.4	9,918,760	14.4	5,406,823	7.8	654,649	0.9
Vermont.....	17,484,970	793,262	3.4	982,531	4.2	1,160,420	4.9	33,486	0.1
Virginia.....	69,965,372	3,072,756	2.9	10,772,937	10.1	972,381	0.9	107,991	0.1
Washington.....	154,929,105	13,149,588	6.8	15,804,673	8.1	19,075,019	9.8	686,509	0.4
West Virginia.....	163,637,546	5,979,358	3.0	10,734,230	5.4	1,673,808	0.8		
Wisconsin.....	263,646,419	4,208,962	1.3	32,414,293	9.7	24,940,790	7.5	977,275	0.3
Wyoming.....	15,934,001	714,010	3.2	2,038,929	9.2	1,443,790	6.6	226,269	1.0
Alaska.....									
Hawaii.....	12,764,931	1,648,530	11.8	3,301,476	23.7	344,934	2.5		
Puerto Rico.....	33,430,339	4,430,809	10.2	4,125,895	9.5	25,293	0.1		
Virgin Islands.....	605,239	173,486	18.8						
Undistributed by state.....	8,522								

\* Data not available by type of project after this date.

b Less than 0.05 percent.

• Includes supply fund adjustment and central administration projects.

TABLE XIV.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON CONSTRUCTION PROJECTS OPERATED BY WPA, BY STATE AND BY MAJOR TYPE OF PROJECT—Concluded

CUMULATIVE THROUGH MAR. 31, 1943 \*

State	Division of Engineering and Construction—Concluded									
	Highways, roads, and streets		Recreational facilities (excluding buildings)		Sanitation		Water and sewer systems and other utilities		Other	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Total	\$4,903,767,371	37.9	\$987,717,455	7.6	\$236,233,331	1.8	\$1,303,063,708	10.0	\$247,693,364	1.9
Alabama	98,573,080	50.2	3,097,601	1.6	6,925,011	3.5	10,760,342	5.5	579,379	0.3
Arizona	28,724,504	50.7	1,137,434	2.0	1,394,605	2.5	2,447,499	4.3	237,707	0.4
Arkansas	90,886,071	59.0	3,124,414	2.0	2,422,053	1.6	1,896,326	1.2	1,487,948	0.9
California	116,283,179	18.0	50,618,674	7.8	1,971,018	0.3	81,372,058	12.6	13,120,670	2.0
Colorado	50,127,306	34.8	6,097,865	4.2	1,840,160	1.3	11,650,482	8.1	3,058,365	2.1
Connecticut	42,448,427	32.8	10,821,996	8.4	3,426,685	2.6	18,750,748	14.5	1,333,587	1.0
Delaware	2,172,917	14.8	1,204,324	8.2	324,350	2.2	2,617,438	17.9	717,720	4.9
District of Columbia	6,875,643	13.0	1,861,215	3.5	222,128	0.4	8,738,923	16.5	2,097,716	4.0
Florida	54,669,963	30.2	4,821,139	2.7	4,101,910	2.3	9,393,088	5.2	1,998,124	1.1
Georgia	78,586,350	41.2	4,265,092	2.2	7,540,852	3.9	17,975,958	9.3	3,919,454	2.0
Idaho	16,650,773	30.1	1,708,107	3.1	1,277,181	2.3	4,994,883	9.0	850,838	1.5
Illinois	369,186,570	38.0	121,539,891	12.5	16,456,044	1.7	111,933,466	11.5	8,347,367	0.9
Indiana	182,104,483	49.3	24,975,831	6.8	6,245,592	1.7	6,245,592	7.2	5,423,652	1.5
Iowa	73,672,959	46.9	6,927,727	4.4	749,292	0.5	17,896,207	11.4	3,279,769	2.1
Kansas	64,161,347	39.7	17,932,497	11.1	3,904,748	2.4	9,559,644	5.9	759,227	0.5
Kentucky	117,565,194	55.3	3,246,336	1.5	3,181,964	1.5	12,337,072	5.8	8,710,586	4.1
Louisiana	70,546,003	40.2	19,503,937	11.1	3,638,849	2.1	12,038,419	6.9	2,272,861	1.3
Maine	17,894,503	39.3	1,752,072	3.9	9,866	(b)	4,344,015	9.5	874,811	1.9
Maryland	26,762,454	33.9	4,329,112	5.5	1,004,379	1.3	10,263,798	13.0	4,106,576	5.2
Massachusetts	135,939,819	23.2	33,316,620	5.7	1,946,797	0.3	79,900,924	13.6	30,881,580	5.3
Michigan	266,671,733	49.1	26,162,742	4.8	640,454	0.2	78,942,950	14.5	8,813,269	1.6
Minnesota	107,358,318	33.6	32,652,474	10.2	12,068,686	8.2	32,068,164	10.0	7,081,663	2.2
Mississippi	67,193,771	43.4	1,936,175	1.2	8,163,907	2.1	4,428,599	2.8	1,378,933	0.9
Missouri	161,568,250	41.7	20,397,561	5.3	1,866,036	2.1	39,318,480	10.2	11,140,840	2.9
Montana	34,537,883	39.7	4,813,180	5.5	1,866,036	2.1	4,757,750	5.5	1,361,045	1.6
Nebraska	61,992,966	44.1	7,032,677	5.0	2,601,893	1.8	16,853,310	12.0	2,311,531	1.6
Nevada	3,894,858	29.9	2,085,500	16.0	336,024	2.6	775,906	5.9	177,497	1.4
New Hampshire	9,422,277	22.2	3,764,673	8.9	40,804	0.1	3,982,331	22.1	2,019,674	4.8
New Jersey	171,780,782	34.7	54,112,999	10.9	6,730,878	1.3	55,665,539	11.2	7,742,345	1.6
New Mexico	17,993,150	28.0	2,478,145	3.8	1,948,745	3.0	3,798,213	5.9	839,304	1.3
New York	330,116,196	20.3	243,912,705	15.0	27,867,091	1.7	218,060,244	13.4	43,087,884	2.6
North Carolina	64,341,317	37.2	8,425,322	4.9	8,933,019	5.2	11,147,923	6.4	1,607,453	0.9
North Dakota	30,842,630	41.8	3,403,896	4.6	2,432,426	3.3	3,827,331	5.2	352,935	0.5
Ohio	444,739,734	50.0	81,769,259	9.2	6,362,994	0.7	96,312,224	10.8	13,185,388	1.5
Oklahoma	108,709,639	46.8	5,450,444	2.3	7,597,490	3.3	11,865,045	5.1	2,364,019	1.0
Oregon	37,971,839	39.8	4,306,986	4.5	1,467,906	1.5	8,289,561	8.7	2,237,395	2.4
Pennsylvania	625,267,285	54.8	56,685,784	5.0	13,528,137	1.2	75,547,592	6.6	4,341,230	0.4
Rhode Island	15,189,660	20.5	7,796,274	10.5	2,516,364	3.4	16,740,004	22.6	1,889,440	2.6
Southern Carolina	45,050,925	30.5	2,768,380	1.9	9,692,921	6.6	16,924,742	11.4	2,724,304	1.8
South Dakota	34,722,031	43.0	2,310,250	2.9	2,273,015	2.8	4,611,230	5.7	678,494	0.8
Tennessee	98,695,713	55.9	4,172,904	2.4	16,410,763	9.3	6,031,547	3.4	1,023,006	0.6
Texas	159,637,292	39.8	13,358,584	3.3	8,610,454	2.2	24,588,129	6.1	4,365,861	1.1
Utah	18,707,458	27.1	2,141,282	3.1	2,496,656	3.6	10,263,320	14.9	2,557,701	3.7
Vermont	10,444,342	44.4	573,869	2.4	2,966	(b)	2,580,179	11.0	913,865	3.9
Virginia	34,685,951	32.4	3,113,773	2.9	5,121,575	4.8	8,915,912	8.3	3,202,096	3.0
Washington	62,312,782	32.1	14,598,477	7.5	1,185,139	0.6	25,666,109	13.2	2,450,809	1.3
West Virginia	121,473,808	60.8	3,052,814	1.5	12,418,970	6.2	6,474,761	3.2	1,829,797	0.9
Wisconsin	83,363,789	25.1	50,179,618	15.1	1,987,545	0.6	51,904,411	15.4	14,269,736	4.3
Wyoming	7,479,013	33.9	1,362,203	6.2	571,964	2.6	1,681,824	7.2	515,909	2.3
Alaska									68,089	0.5
Hawaii	6,460,397	46.3	495,857	3.6			445,648	3.2	7,082,780	16.3
Puerto Rico	15,900,807	36.6	121,364	0.3	1,175,055	2.7	568,336	1.3	12,523	1.4
Virgin Islands	419,230	45.4								
Undistributed by State									8,522	0.1

\* Data not available by type of project after this date.  
 † Less than 0.05 percent.  
 ‡ Includes supply fund adjustment and central administration projects.

TABLE XV—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON PROJECTS OPERATED BY WPA, BY STATE AND BY MAJOR TYPE OF PROJECT

JULY 1, 1942—MAR. 31, 1943<sup>a</sup>

State	Grand total	Division of Engineering and Construction								
		Total	Airports and airways		Buildings		Conservation		Engineering surveys	
			Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Total.....	\$362,896,451	\$220,574,578	\$28,951,455	8.0	\$37,086,970	10.2	\$6,419,769	1.8	\$1,788,212	0.5
Alabama.....	8,467,424	5,710,959	907,921	10.7	466,690	5.5	110,722	1.3	65,763	0.8
Arizona.....	1,725,668	1,216,695	164,535	9.5	77,553	4.5				
Arkansas.....	7,186,581	5,355,754	194,340	2.7	893,052	12.4	19,496	0.3	26,199	0.4
California.....	13,178,915	5,755,164	1,139,041	8.7	356,146	2.7	8,627	0.1	79,556	0.6
Colorado.....	2,053,831	356,311	113,695	5.5	79,236	3.9	6,725	0.3	5	(b)
Connecticut.....	1,954,540	1,613,285	807,837	41.3	91,931	4.7			30,602	1.6
Delaware.....	577,790	431,442	16,288	2.8	145,411	25.2	85	(b)		
District of Columbia.....	1,369,708	514,036	139,257	10.2	16,166	1.2				
Florida.....	8,247,424	5,272,333	2,014,167	24.4	1,592,780	19.3	5,598	(b)		
Georgia.....	8,786,437	4,375,996	350,863	4.0	668,372	7.6	4,588	0.1	20,650	0.2
Idaho.....	1,802,099	1,306,734	523,384	29.0	218,954	12.2	216,241	12.0	515	(b)
Illinois.....	26,460,451	16,356,516	1,187,724	4.5	1,860,953	7.0	891,759	3.4	2,656	(b)
Indiana.....	7,276,411	4,911,956	419,108	5.8	1,604,941	22.0	27,313	0.4		
Iowa.....	4,281,497	2,944,648	151,727	3.5	509,661	11.9	38,564	0.9	46,772	1.1
Kansas.....	3,541,971	2,072,456	366,825	10.4	798,869	22.5	5,646	0.2	16,873	0.5
Kentucky.....	8,686,545	5,769,447	219,861	2.5	885,444	10.2				
Louisiana.....	6,167,444	4,201,502	191,045	3.1	729,818	11.8	174,584	2.8	89,366	1.5
Maine.....	1,635,462	1,315,464	1,199,207	73.3	17,526	1.1			6,866	0.4
Maryland.....	2,776,022	2,189,788	857,133	30.9	208,843	7.5	517,749	18.6		
Massachusetts.....	17,598,724	9,931,483	1,601,983	9.1	3,410,143	19.4	135,558	0.8	676,616	3.8
Michigan.....	13,323,748	8,373,461	361,007	2.7	508,694	3.8	112,422	0.9		
Minnesota.....	7,961,785	4,353,280	1,245,248	15.7	814,150	10.2	168,832	2.1	32,703	0.4
Mississippi.....	7,001,096	3,626,597	446,946	6.4	377,963	5.4	101,249	1.4		
Missouri.....	11,791,799	7,105,012	376,563	3.2	1,201,737	10.2	123,851	1.1	2,821	(b)
Montana.....	2,685,195	1,504,225	358,463	13.4	137,635	5.1	184,738	6.9		
Nebraska.....	3,512,687	2,530,828	1,050,312	29.9	337,213	9.6	193,528	5.5		
Nevada.....	232,474	88,233	5,505	2.4	21,864	9.4	3,834	1.6		
New Hampshire.....	1,150,998	749,328	454,104	39.5	166,464	9.2	9,108	0.8	45,274	-3.0
New Jersey.....	12,552,021	8,037,431	777,387	6.2	1,723,993	13.7	259,746	2.1	32,631	0.3
New Mexico.....	2,620,982	1,814,993	381,696	14.6	461,941	17.6	431,048	16.4		
New York.....	34,323,671	20,592,388	895,410	2.6	7,637,404	22.3	63,792	0.2	204,275	0.6
North Carolina.....	7,089,389	3,775,988	1,131,885	16.0	479,673	6.8	8,244	0.1		
North Dakota.....	1,083,822	595,978	209,083	19.3	93,400	8.6	71,718	6.6		(b)
Ohio.....	16,384,269	10,071,758	366,258	2.2	128,977	0.8	99,444	0.6	40,528	0.3
Oklahoma.....	7,350,078	4,542,919	528,726	7.2	674,380	9.2	839,319	11.4	3,291	(b)
Oregon.....	1,944,884	1,540,855	1,254,414	64.5	27,401	1.4	6,718	0.3	2,412	0.1
Pennsylvania.....	27,673,224	18,662,850	1,256,651	4.5	3,251,030	11.8	898,442	3.3	373,893	1.4
Rhode Island.....	1,359,349	740,164	234,411	17.3	179,786	13.2	3,690	0.3		
South Carolina.....	6,188,926	3,452,992	243,867	3.9	737,654	11.9	8,403	0.1		
South Dakota.....	1,079,016	442,537	134,289	12.5	221,953	20.6	7,595	0.7	288	(b)
Tennessee.....	7,073,214	4,353,052	1,834	(b)	224,093	3.2	63,349	0.9	11,618	0.2
Texas.....	19,595,617	11,553,070	2,270,428	11.6	1,577,796	8.1	381,934	1.9	23,492	0.1
Utah.....	1,420,097	728,342	12,410	0.9	167,908	11.8	103,836	7.3	8,804	0.6
Vermont.....	449,926	283,322	123,103	27.4	10,449	2.3	7,682	1.7		
Virginia.....	3,230,263	1,510,751	78,704	2.4	166,547	5.2	21,370	0.7		
Washington.....	2,380,537	1,025,629	635,978	26.7	110,573	4.6	2,520	0.1	6,141	0.3
West Virginia.....	8,545,256	5,050,545	829,378	9.7	441,438	5.2	27,664	0.3		
Wisconsin.....	5,509,567	3,096,964	450,736	8.2	495,654	9.0	51,152	0.9	28,142	0.5
Wyoming.....	440,752	224,178	156,298	35.5	12,098	2.7	12,482	2.8		
Hawaii.....	7,281	3,556		48.8						
Puerto Rico.....	12,758,515	8,415,578	57,816	0.4	124,613	1.0				
Virgin Islands.....	336,865	145,805	53,038	15.8						
Undistributed by State <sup>d</sup> .....	64,204									

<sup>a</sup> Data not available by type of project after this date.<sup>b</sup> Less than 0.05 percent.<sup>c</sup> Credit due to return of material to sponsor after completion of project.<sup>d</sup> Includes supply fund adjustment and central administration projects.

(Continued on next page)

TABLE XV.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON PROJECTS OPERATED BY WPA, BY STATE, AND BY MAJOR TYPE OF PROJECT—Continued

JULY 1, 1942—MARCH 31, 1943 \*

State	Division of Engineering and Construction—Concluded									
	Highways, roads, and streets		Recreational facilities (excluding buildings)		Sanitation		Water and sewer systems and other utilities		Other	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Total	\$91,418,383	25.2	\$5,597,876	1.5	\$3,226,151	0.9	\$25,953,499	7.2	\$20,132,263	5.5
Alabama	3,509,036	41.4	40,760	0.5	42,592	0.5	417,896	4.9	149,579	1.8
Arizona	886,668	51.4					48,344	2.8	39,595	2.3
Arkansas	3,597,352	50.1	473	(b)			140,478	2.0	454,968	6.3
California	2,869,280	21.8	4,420	(b)	9,396	0.1	755,999	5.7	542,095	4.1
Colorado	124,635	6.1	3,099	0.1	543	(b)	23,727	1.2	4,646	0.2
Connecticut	553,157	28.3	68	(b)	12,746	0.7	94,538	4.8	22,406	1.2
Delaware	248,273	43.0	5	(b)	18,479	3.2	1,133	0.2	1,768	0.3
District of Columbia	168,771	12.3	2	(b)			5,624	0.4	184,216	13.5
Florida	1,199,014	14.5	31	(b)	59,188	0.7	97,917	1.2	314,834	3.8
Georgia	1,929,398	22.0	18,433	0.2	61,390	0.7	1,021,762	11.6	300,540	3.4
Idaho	198,284	11.0	1,364	0.1	739	(b)	19,213	1.1	128,040	7.1
Illinois	6,883,681	26.0	1,427,221	5.4	55,807	0.2	3,182,280	12.0	864,435	3.3
Indiana	1,620,040	22.3	24,585	0.3	76,830	1.0	743,479	10.2	395,660	5.4
Iowa	1,553,229	36.3	39,089	0.9			233,450	5.5	372,156	8.7
Kansas	551,995	15.6	74,615	2.1			228,352	6.4	29,281	0.8
Kentucky	3,405,038	39.2	786	(b)	76,273	0.9	201,931	2.3	980,114	11.3
Louisiana	2,152,428	34.9	60,632	1.0	91,215	1.5	399,531	6.5	312,883	5.1
Maine	41,586	2.6	21,169	1.3				(b)	28,979	1.8
Maryland	490,315	17.7	72,352	2.6			131		18,995	0.7
Massachusetts	2,172,317	12.3	237,122	1.4			1,092,827	6.2	604,917	3.4
Michigan	4,740,852	35.6	102,354	0.8			1,877,058	14.1	671,074	5.0
Minnesota	955,110	12.0	198,527	2.5			446,502	5.6	492,208	6.2
Mississippi	1,043,070	14.9	1,113	(b)	599,529	8.6	162,832	2.3	893,895	12.8
Missouri	2,465,815	20.9	318,397	2.7	62,750	0.5	1,108,317	9.4	1,444,761	12.3
Montana	328,287	12.2	15,939	0.6	9,974	0.4	83,891	3.1	385,298	14.3
Nebraska	726,615	20.7	4,415	0.1	5,823	0.2	107,505	3.1	105,417	3.0
Nevada	28,319	12.2	13,160	5.7	373	0.2	2,682	1.1	12,496	5.4
New Hampshire	147,699	12.8	6,215	0.5			14,024	1.2	56,988	5.0
New Jersey	2,409,802	19.2	263,484	2.1	348,161	2.8	1,541,289	12.3	680,938	5.4
New Mexico	440,435	16.8	c—23	(b)	5,973	0.2	70,168	2.7	23,755	0.9
New York	5,580,020	16.3	1,107,173	3.2	1,728	(b)	3,938,298	11.5	1,164,288	3.4
North Carolina	1,483,990	20.9	61,041	0.9	107,306	1.5	230,218	3.2	273,623	3.9
North Dakota	194,702	18.0	1,175	0.1			14,221	1.3	11,679	1.1
Ohio	6,038,337	36.9	143,263	0.9	6,513	(b)	2,047,284	12.5	1,201,154	7.3
Oklahoma	1,696,803	23.1	64,353	0.9	91,274	1.2	365,015	5.0	279,758	3.8
Oregon	188,284	9.7	5,105	0.3			42,520	2.2	14,001	0.7
Pennsylvania	9,199,608	33.2	587,627	2.1	257,557	0.9	2,436,632	8.8	401,410	1.5
Rhode Island	77,289	5.7	5,845	0.4	6,896	0.5	205,931	15.2	26,316	1.9
South Carolina	937,038	15.2	6,754	0.1	359,144	5.8	351,866	5.7	808,266	13.1
South Dakota	40,294	3.7	3,963	0.4	14,409	1.3	13,999	1.3	5,737	0.5
Tennessee	3,242,003	45.8	29,590	0.4	388,170	5.5	326,060	4.6	66,335	0.9
Texas	4,927,208	25.1	258,808	1.3	54,623	0.3	797,390	4.1	1,261,391	6.4
Utah	159,524	11.3	17,000	1.2	e—2	(b)	154,927	10.9	103,935	7.3
Vermont	5,760	1.3	1,873	0.4			37,976	8.4	96,479	21.4
Virginia	964,824	29.9	773	(b)			108,526	3.4	170,007	5.3
Washington	174,113	7.3	2,938	0.1	551	(b)	4,762	0.2	88,053	3.7
West Virginia	3,076,987	36.0	134,493	1.6	60,241	0.7	295,883	3.5	184,461	2.1
Wisconsin	1,004,986	18.2	215,613	3.9			400,541	7.3	450,140	8.2
Wyoming	27,638	6.3					13,879	3.1	1,783	0.4
Hawaii										
Puerto Rico	4,869,098	38.2	682	(b)	339,960	2.7	20,290	0.1	3,003,119	23.5
Virgin Islands	89,376	26.5							3,391	1.0
Undistributed by State <sup>d</sup>										

\* Data not available by type of project after this date.

b Less than 0.05 percent.

c Credit due to return of material to sponsor after completion of project.

d Includes supply fund adjustment and central administration projects.

(Concluded on next page)

TABLE XV.—AMOUNT OF WPA AND SPONSORS' FUNDS EXPENDED ON PROJECTS OPERATED BY WPA, BY STATE, AND BY MAJOR TYPE OF PROJECT—Concluded

JULY 1, 1942—MAR. 31, 1943 \*

State	Division of Service Projects						Division of Training and Reemployment		Miscellaneous <sup>b</sup>		
	Total	Public activities <sup>c</sup>		War services <sup>d</sup>		Welfare		Amount	Percent	Amount	Percent
		Amount	Percent	Amount	Percent	Amount	Percent				
Total	\$129,257,663	\$7,344,072	2.0	\$46,879,875	12.9	\$75,033,716	20.7	\$16,171,718	4.5	-\$3,107,508	-0.9
Alabama	2,280,619	147,772	1.8	886,075	10.5	1,246,772	14.7	576,936	6.8	-101,090	-1.2
Arizona	526,715	82,758	4.8	183,851	10.7	260,106	15.1	45,553	2.6	-63,295	-3.7
Arkansas	1,670,326	96,715	1.3	279,878	3.9	1,293,733	18.0	231,282	3.2	-50,781	-0.7
California	7,292,462	952,454	7.2	3,079,330	23.4	3,260,678	24.7	279,674	2.1	-148,385	-1.1
Colorado	1,644,488	116,766	5.7	702,142	34.2	825,550	40.2	80,134	3.9	-27,672	-1.3
Connecticut	350,776	30,860	1.6	168,901	8.6	151,015	7.7	13,299	0.7	-22,820	-1.2
Delaware	134,432	55,719	9.6	37,369	6.5	41,344	7.1	11,971	2.1	-55	(e)
District of Columbia	784,488			355,119	25.9	429,369	31.3	71,611	5.2	-427	(e)
Florida	2,875,404	185,828	2.3	660,422	8.0	2,029,154	24.6	287,799	3.5	-188,112	-2.3
Georgia	4,313,024	237,806	2.7	1,394,808	15.9	2,680,410	30.5	176,460	2.0	-79,043	-0.9
Idaho	508,641	34,850	1.9	109,069	6.1	364,722	20.2	19,583	1.1	-32,859	-1.8
Illinois	9,239,660	533,516	2.0	4,247,863	16.1	4,458,281	16.8	1,218,588	4.6	-354,313	-1.3
Indiana	1,972,801	63,405	0.9	1,023,234	14.1	886,162	12.2	393,077	5.4	-1,423	(e)
Iowa	1,228,165	96,503	2.3	385,426	9.0	746,236	17.4	207,630	4.8	-98,946	-2.3
Kansas	1,488,656	39,854	1.1	573,907	16.2	874,895	24.7	127,497	3.6	-146,638	-4.1
Kentucky	2,819,744	111,577	1.3	737,084	8.5	1,971,063	22.7	207,859	2.4	-110,505	-1.3
Louisiana	1,620,589	89,256	1.4	520,701	8.4	1,010,632	16.4	318,895	5.2	26,458	0.4
Maine	285,345	13,670	0.8	80,357	4.9	191,318	11.7	2,313	0.1	32,340	2.0
Maryland	580,199	172,574	6.2	171,932	6.2	235,693	8.5	36,206	1.3	-30,171	-1.1
Massachusetts	6,546,882	296,588	1.7	2,804,957	15.9	3,445,337	19.6	1,108,950	6.3	11,409	0.1
Michigan	4,153,055	110,299	0.8	1,697,698	12.7	2,345,058	17.6	836,115	6.3	-38,883	-0.3
Minnesota	3,034,390	102,607	1.3	1,156,909	14.5	1,804,874	22.7	646,244	8.1	-102,129	-1.3
Mississippi	3,219,977	77,369	1.1	1,201,917	17.2	1,940,691	27.7	264,767	3.8	-110,245	-1.6
Missouri	144,174	144,165	1.2	1,617,859	13.7	2,378,529	20.2	618,134	5.0	-72,121	-0.6
Montana	1,191,142	1,884	0.1	355,261	13.2	833,997	31.1	27,632	1.0	-37,804	-1.4
Nebraska	1,006,386	79,707	2.3	409,464	11.6	517,215	14.7	123,648	3.5	-148,175	-4.2
Nevada	134,687	9,332	4.0	37,898	16.3	87,457	37.6	830	0.4	8,724	3.7
New Hampshire	311,717	9,850	0.9	66,178	5.7	235,689	20.5	98,982	8.6	-9,029	-0.8
New Jersey	4,394,326	154,932	1.2	2,358,744	18.8	1,880,544	15.0	154,340	1.2	-34,076	-0.3
New Mexico	697,586	28,065	1.1	115,104	4.4	554,417	21.1	101,433	3.9	6,970	0.3
New York	12,325,447	472,978	1.4	5,832,154	17.0	6,020,315	17.5	1,559,668	4.5	-153,832	-0.5
North Carolina	3,192,522	182,858	2.6	1,000,020	14.1	2,009,632	28.3	1,909,761	2.8	-78,882	-1.1
North Dakota	490,323	65,943	6.1	141,445	13.0	282,935	26.1	10,834	1.0	-13,313	-1.2
Ohio	5,679,028	432,267	2.6	2,359,719	14.4	2,887,042	17.6	847,893	5.2	-214,410	-1.3
Oklahoma	2,227,496	69,964	1.0	625,781	8.5	1,531,751	20.8	637,310	8.7	-57,647	-0.8
Oregon	376,016	66,246	3.4	143,173	7.4	166,597	8.6	26,278	1.4	1,735	(e)
Pennsylvania	7,591,794	193,628	0.7	3,344,870	12.1	4,053,296	14.6	1,556,567	5.6	-137,987	-0.5
Rhode Island	547,735	64,117	4.7	190,092	14.0	293,526	21.6	58,916	4.3	12,534	0.9
South Carolina	2,636,222	107,104	1.7	552,855	8.9	1,976,263	31.9	159,393	2.6	-59,651	-0.9
South Dakota	605,624	27,462	2.5	217,945	20.2	360,217	33.4	41,747	3.9	-10,892	-1.0
Tennessee	2,472,858	157,843	2.2	302,456	4.3	2,012,559	28.5	331,645	4.7	-84,341	-1.2
Texas	7,256,871	666,808	3.4	1,601,617	8.2	4,988,446	25.5	875,555	4.5	-89,879	-0.5
Utah	665,324	61,099	4.3	227,550	16.0	376,675	26.5	31,678	2.2	-5,247	-0.3
Vermont	161,384	12,590	2.8	76,364	17.0	72,430	16.1	1,395	0.3	3,825	0.9
Virginia	1,620,078	121,845	3.8	586,313	18.1	911,920	28.2	108,068	3.3	-8,634	-0.3
Washington	1,300,720	117,814	5.0	362,613	15.2	820,293	34.5	51,503	2.2	2,685	0.1
West Virginia	3,216,099	212,058	2.5	786,622	9.2	2,217,419	25.9	374,001	4.4	-95,389	-1.1
Wisconsin	1,833,779	132,117	2.4	803,509	14.6	898,153	16.3	686,666	12.5	-107,842	-2.0
Wyoming	205,776	24,645	5.6	33,071	7.5	148,060	33.6	9,215	2.1	1,583	0.4
Hawaii	3,725			3,725	51.2						
Puerto Rico	4,180,356	51,268	0.4	266,358	2.1	3,862,730	30.3	316,183	2.5	-153,602	-1.2
Virgin Islands	191,060	26,737	7.9	2,166	0.7	162,157	48.1				
Undistributed by state <sup>f</sup>										64,204	100.0

\* Data not available by type of project after this date.

<sup>b</sup> Includes adjustments for excess of deposits in the supply fund over payments out of the supply fund and for items in transit to control accounts and sponsors' expenditures for land, land leases, easements, and rights-of-way.<sup>c</sup> The child-protection program was carried on under welfare projects in fiscal year 1943 but for comparative purposes data for this program are shown here under public activities as formerly reported.<sup>d</sup> War services include projects reported in public activities and research and records previous to fiscal year 1943.<sup>e</sup> Less than 0.05 percent.<sup>f</sup> Includes supply fund adjustment and central administration projects.

Source: Works Projects Administration.



TABLE XVI.—PHYSICAL ACCOMPLISHMENTS AND PUBLIC PARTICIPATION ON PROJECTS OPERATED BY WPA—Continued

CONTINENTAL UNITED STATES  
CUMULATIVE THROUGH JUNE 30, 1943

Item	Unit of measurement	Number			Item	Unit of measurement	Number		
		New construction	Additions	Reconstruction or improvement			New construction	Additions	Reconstruction or improvement
<b>Public utilities and sanitation:</b>					<b>Airport etc.—Continued</b>				
Utility plants—total.....	Number.....	2,877	123	1,172	Airport buildings—total.....	Number.....	1,192	180	2,827
Electric power plants.....	Number.....	49	17	171	Administrative and terminal.....	Number.....	142	29	115
Incinerator plants.....	Number.....	137	2	63	Hangars.....	Number.....	244	16	364
Pumping stations.....	Number.....	1,394	17	362	Other.....	Number.....	806	135	2,348
Sewage treatment plants.....	Number.....	1,021	69	415					
Water treatment plants.....	Number.....	276	18	161					
Water mains and distribution lines.....	Miles.....	16,117		3,658	Taxi strips—total.....	Linear feet.....	1,076,000		* 53,000
Water consumer connections.....	Number.....	419,737		462,538	High-type surface.....	Linear feet.....	876,000		* 39,000
Water wells.....	Number.....	3,985		1,954	Low-type surface.....	Linear feet.....	200,000		* 14,000
Storage tanks, reservoirs, etc.....	Number.....	3,026		738	Aprons—total.....	Square yards.....	4,240,000		525,000
Storm and sanitary sewers.....	Capacity in gallons.....	2,300,286,000		24,137,795,000	High-type surface.....	Square yards.....	3,710,000		518,000
Sewerage service connections.....	Miles.....	24,271		3,364	Low-type surface.....	Square yards.....	530,000		7,000
Manholes and catch basins.....	Number.....	595,675		42,908	Turning circles.....	Square yards.....	1,229,000		136,000
Sanitary privies.....	Number.....	815,292		423,010	Airport drainage.....	Number of airports.....	266		82
Mosquito control drainage.....	Miles of ditch and pipe.....	2,309,239		39,898	Airport drainage ditch and pipe.....	Linear feet.....	9,724,000		724,000
Telephone and telegraph lines.....	Miles.....	3,904		2,352	Landing areas floodlighted.....	Number lighted.....	88		22
Police, fire-alarm, and traffic signal systems.....	Miles of line.....	1,606		1,850	Boundary lights.....	Number of light standards.....	17,889		3,261
Electric power lines.....	Miles.....	3,358		1,243	Seaplane ramps and landing platforms.....	Number.....	27		3
Pipe lines, other than water and sewer.....	Miles.....	727		121	Airway markers.....	Number.....	13,857		3,772
Flood and erosion control, irrigation, conservation:					Airway beacons.....	Number.....	90		18
Fish hatcheries.....	Number.....	161	135	159	Miscellaneous:				
Firebreaks.....	Miles.....	6,337		914	Landscaping, other than roadside and parks.....	Acres.....			211,240
Reforestation.....	Trees planted.....			176,636,000	Ornamental pools and fountains.....	Number.....	819		76
Planting oysters.....	Bushels planted.....	8,210,967			Monuments and historic markers.....	Number.....	1,238		147
Levees and embankments.....	Miles.....	591		1,083	Drainage, other than road, airport, and mosquito control.....	Miles of ditch and pipe.....	6,691		17,948
Jetties and breakwaters.....	Miles.....	193		7	Fencing.....	Miles.....	17,217		23,298
Bulkheads.....	Miles.....	169		59	Tunnels.....	Number.....	1,057		158
Retaining walls and revetments.....	Miles.....	1,820		135		Linear feet.....	436,641		100,253
Riprap.....	Square yards of surface.....	17,323,000		1,991,000		Number.....	364		364
River bank and shore improvement.....	Miles.....			4,419	Docks, wharves, and piers.....	Feet of usable waterfront.....	133,000		362,000
Streambed improvement.....	Miles.....			8,262	Artificial channels, other than irrigation and drainage.....	Area in square feet.....	4,612,000		22,098,000
Irrigation systems.....	Miles of pipe and flume.....	1,351		5,339		Miles.....	98		199
<b>Airport and airway facilities:</b>									
Landing fields.....	Number.....	353	131	469					
	Area in acres.....	64,124	11,772	91,388					
Runways—total.....	Linear feet.....	4,763,000		* 1,162,000					
High-type surface.....	Linear feet.....	3,435,000		* 683,000					
Low-type surface.....	Linear feet.....	1,328,000		* 479,000					

\* Includes surfacing.

TABLE XVI.—PHYSICAL ACCOMPLISHMENTS AND PUBLIC PARTICIPATION ON PROJECTS OPERATED BY WPA—Concluded

CONTINENTAL UNITED STATES  
CUMULATIVE THROUGH JUNE 30, 1943

Item	Unit of measurement	Number	Item	Unit of measurement	Number
Education activities: <sup>a</sup>			Welfare activities—Continued		
Adult education:			Food preserving: <sup>b</sup>		
Literacy and naturalization.....	Enrollees.....	98,646	Quarts canned.....	Number.....	84,987,000
Vocational training.....	do.....	55,412	Pounds dried.....	do.....	11,448,000
Correspondence work.....	do.....	8,700	Housekeeping-aide services: visits made <sup>c</sup>	do.....	32,171,000
Homemaking and parent education.....	do.....	87,218	School-lunch services: <sup>c</sup>		
Other.....	do.....	165,746	6 months ending December 31, 1942.....	f Schools serviced.....	17,533
Lectures and forums.....	Persons attending.....	59,985	Cumulative through June 30, 1943.....	Lunches served.....	79,281,000
Nursery schools.....	f Schools.....	1,255	Public health activities: <sup>a</sup>	Lunches served.....	1,237,133,000
Special instruction:	Enrollees.....	35,229	Health and custodial institutions and health agencies		
Institutionalized and handicapped persons.....	do.....	6,719	assisted:		
Isolated persons.....	do.....	103	Health institutions.....	Number.....	225
Music activities: <sup>a</sup>	do.....	174,917	Custodial institutions.....	do.....	66
Instruction.....	do.....	174,917	Clinics.....	do.....	314
Concerts.....	f Performances.....	5,974	Other health agencies.....	do.....	501
Radio broadcasts.....	f Persons attending.....	2,423,217	Health agencies operated.....	do.....	99
Art activities:	Number.....	112	Tests and immunizations.....	do.....	73,570
Art instruction <sup>a</sup>	Enrollees.....	25,068	Library activities: <sup>d</sup>		
Art items completed: <sup>b</sup>			Library service systems operated.....	do.....	270
Index of American Design plates.....	Number.....	21,765	Library service system units operated.....	do.....	1,253
Easel works.....	do.....	108,099	Independent libraries operated.....	do.....	1,669
Fine print designs.....	do.....	11,285	Libraries assisted.....	do.....	4,383
Murals.....	do.....	2,566	Book repair:		
Sculptures.....	do.....	17,744	Books repaired or renovated <sup>b</sup> .....	do.....	94,706,000
Welfare activities:					
Sewing: <sup>b</sup>					
Garments produced—total.....	do.....	382,756,000			
Men's.....	do.....	76,407,000			
Women's.....	do.....	86,425,000			
Boys'.....	do.....	67,325,000			
Girls'.....	do.....	78,117,000			
Infants'.....	do.....	45,344,000			
Diapers.....	do.....	29,158,000			
Other articles produced.....	do.....	117,794,000			

<sup>a</sup> Data relate to the month of January 1942.  
<sup>b</sup> Reports for this activity were not received for the fiscal year 1943 from a few states.  
<sup>c</sup> Reports of this activity from a few states were incomplete for the fiscal year 1943.  
<sup>d</sup> Data relate to the three months ending June 30, 1942.

TABLE XVII.—SELECTED ACTIVITIES ON WPA SERVICE PROGRAMS, BY STATE

## SELECTED PERIODS

State	Work in sewing rooms <sup>a</sup>		Number of school lunches served <sup>a</sup>	Food preserving <sup>a</sup>		Number of visits made by house-keeping aides <sup>a</sup>	Enrollment in adult education activities <sup>b</sup>		Enroll-ment in nursery schools <sup>b</sup>	Attend-ance at music performances <sup>b</sup>	Number of health institu-tions and agencies assisted or operated <sup>b</sup>
	Number of garments produced	Number of other articles produced		Number of quarts canned	Number of pounds dried		Natural-ization and liter-acy	Other			
United States.....	382,756,155	117,794,474	1,237,133,100	84,986,915	11,448,079	32,171,061	98,646	308,376	35,229	2,423,217	1,210
Alabama.....	4,544,025	954,528	21,081,614	463,197	87,743	594,659	5,422	17,386	885	12,050	45
Arizona.....	1,358,383	202,204	3,956,887	32,927		60,835	22	1,434	818	33,875	13
Arkansas.....	3,311,991	2,001,943	19,122,580	709,788	345,121	832,445	2,421	6,644	429	5,850	43
California.....	29,024,964	6,587,488	50,375,450	862,937	55,250	2,045,780	1,072	18,506	2,080	440,200	61
Colorado.....	6,730,992	634,082	22,299,778	5,497,018	44,776	438,859	1,455	8,155	706	37,831	3
Connecticut.....	2,191,153	476,044	1,893,557			224,075	88	1,027	297	8,963	10
Delaware.....	1,401,278	166,299				29,243		28	608	5,956	
District of Columbia.....	1,052,483	311,445	9,937,259			72,398	193	849		41,905	8
Florida.....	10,008,506	2,528,124	25,203,818	592,759	23,552	276,481	2,982	3,301	1,275	55,150	33
Georgia.....	11,538,936	1,471,987	64,026,129	1,138,487	87,156	1,021,039	6,130	5,571	1,061	5,931	6
Idaho.....	1,037,156	225,658	7,755,770	2,001,162		140,428	15	2,740	288		
Illinois.....	21,863,068	5,858,126	27,872,663	7,981,479	995,300	4,094,081	2,153	20,943	1,342	148,678	144
Indiana.....	6,816,379	2,072,900	13,146,793	5,198,034	13,301	832,690	956	10,795	376	58,548	42
Iowa.....	5,160,929	1,554,552	7,665,149	402,937	44	548,853	1,907	2,562	571	16,065	21
Kansas.....	5,591,200	1,236,289	13,245,417	598,987	8,010	599,745	137	1,465	188	14,375	41
Kentucky.....	8,165,400	2,595,013	11,590,384	745,982	62,680	601,162	2,865	2,612	697	4,550	61
Louisiana.....	3,994,083	711,366	13,931,701	344,875	1,399	203,781	6,596	6,034	416	54,482	54
Maine.....	1,919,409	255,154	2,704,011	72,475		22,229	284	599	89	3,780	1
Maryland.....	1,715,047	209,740	1,323,699			3,546		566	613	9,700	1
Massachusetts.....	31,033,878	2,627,452	10,653,166	9,152,702		964,143	748	5,102	2,142	187,783	9
Michigan.....	5,896,332	28,856,741	28,390,040	1,112,055	15,021	562,268	928	1,892	993	87,776	35
Minnesota.....	7,760,336	1,974,973	26,951,658	695,103	177,699	385,828	1,336	10,236	834	53,610	71
Mississippi.....	4,597,051	1,325,464	49,164,891	3,706,191	702,674	834,120	4,218	7,600	533	8,470	8
Missouri.....	8,734,962	2,908,401	24,218,046	3,258,127	1,626,086	548,582	3,992	10,162	1,015	71,434	99
Montana.....	2,789,398	328,356	4,669,667	172,420	2,105	106,563	306	2,027	363		1
Nebraska.....	4,050,906	4,248,755	5,163,633	753,709	3,926	338,424	2,672	3,516	130	56,731	16
Nevada.....	325,316	215,495	1,402,800	4,518		26,671	21	368	84		1
New Hampshire.....	2,692,301	640,208	439,525						220	2,850	1
New Jersey.....	8,357,185	2,293,352	11,101,074	149,052		1,362,153	2,591	7,948	654	227,611	27
New Mexico.....	1,368,642	80,705	7,664,097	23,094	6,836	19,972	1,619	1,133	593		
New York City.....	18,099,438	10,293,863	201,235,246	900,000		2,847,188		22,820	460	98,687	43
New York (excluding New York City).....	12,336,686	4,779,995	3,625,910			105,756	243	6,799	1,058	36,453	2
North Carolina.....	9,309,451	1,518,272	68,353,900	1,789,244	657,550	578,084	3,582	4,028	699		65
North Dakota.....	2,610,239	184,126	4,533,832	368,514	1,489	73,722	364	3,416	443		
Ohio.....	17,161,899	5,815,456	42,068,074	955,926	24,055	2,086,936	13,991	17,007	1,319	129,847	44
Oklahoma.....	9,447,429	1,339,718	47,344,712	2,838,007	2,734,685	1,248,191	3,171	6,189	714	85,696	34
Oregon.....	1,949,555	687,405	9,789,490	100,519		157,904	136	2,699	294	20,198	12
Pennsylvania.....	35,699,615	3,605,249	13,016,091	108,886	5,644	2,095,394	768	24,790	1,021	178,173	3
Rhode Island.....	2,760,344	467,155	818,187			85,558		512	427	21,317	
South Carolina.....	4,601,164	1,277,310	83,060,322	3,398,225	1,030,936	939,292	996	529	463		15
South Dakota.....	2,898,139	476,518	12,577,815	231,668	22,118	173,382	80	3,444	352		1
Tennessee.....	3,516,331	3,991,048	65,549,691	5,746,056	2,396,769	611,862	2,646	1,690	718	7,900	20
Texas.....	30,873,740	1,759,227	65,108,096	9,139,748	151,620	2,035,419	10,121	12,422	2,739	68,834	73
Utah.....	1,974,131	521,916	21,056,917	2,625,526	37,356		546	2,863	387	4,304	1
Vermont.....	814,740	206,490	2,258,291	3,384,510		13,721	193	3,798	320		
Virginia.....	5,229,901	1,014,956	32,819,773	1,317,995	25,252	498,485	2,656	4,943	742	14,760	21
Washington.....	6,206,093	1,193,514	29,488,361	4,458,586	7,355	384,409	2,869	11,936	737		4
West Virginia.....	5,257,100	1,255,383	29,269,392	1,302,684	75,645	200,627	2,445	11,440	1,433	14,799	2
Wisconsin.....	7,027,443	1,732,650	15,470,307	650,004	18,871	57,826	595	5,096	432	88,095	9
Wyoming.....	951,938	122,379	2,737,437	111	55	81,252	55	754	171		6

<sup>a</sup> Cumulative through June 30, 1943.<sup>b</sup> During January 1942.<sup>c</sup> Cumulative through June 30, 1942.<sup>d</sup> Does not include report for period July 1, 1942 through Sept. 30, 1942.<sup>e</sup> Cumulative through Mar. 31, 1943.<sup>f</sup> Cumulative through Dec. 31, 1942.

TABLE XVIII.—SELECTED ITEMS OF PHYSICAL ACCOMPLISHMENT ON CONSTRUCTION PROJECTS OPERATED BY WPA, BY STATE

CUMULATIVE THROUGH JUNE 30, 1943

State	Highways, roads, and streets and related facilities			Number of public buildings				Outdoor recreational facilities		
	Miles of highways, roads, and streets (new and improved)	Number of bridges and viaducts (new and improved)	Number of culverts (new and improved)	Schools		All other		Number of parks (new and improved)	Number of play-grounds and athletic fields (new and improved)	Number of swim-ming and wading pools (new and improved)
				New con-struction and additions	Recon-struction or improv-ment	New con-struction and additions	Recon-struction or improv-ment			
United States .....	651,087	124,011	1,178,933	8,081	31,316	31,775	53,938	8,003	18,149	2,073
Alabama .....	20,990	10,126	47,399	304	520	867	615	32	282	23
Arizona .....	2,495	322	5,424	61	219	302	184	16	46	12
Arkansas .....	11,417	5,555	39,039	467	479	772	317	44	122	21
California .....	11,234	1,401	20,948	320	899	2,158	3,055	458	821	78
Colorado .....	9,458	3,368	21,241	113	381	583	764	119	195	32
Connecticut .....	4,806	317	3,614	13	411	205	522	157	156	14
Delaware .....	203	41	45	3	51	73	462	23	17	3
District of Columbia .....	152	1	75		15	61	515	97	118	4
Florida .....	7,357	1,483	7,049	280	286	711	368	155	206	22
Georgia .....	9,061	2,745	36,085	371	549	598	1,519	131	390	25
Idaho .....	4,349	1,231	11,033	40	62	263	152	41	58	8
Illinois .....	45,149	11,952	108,127	112	897	853	2,134	561	1,113	147
Indiana .....	24,408	3,009	36,610	78	889	643	1,308	361	397	73
Iowa .....	36,098	7,133	44,854	86	275	515	563	247	204	52
Kansas .....	19,806	1,511	19,603	100	137	487	612	171	232	58
Kentucky .....	14,026	3,660	70,085	357	807	618	1,785	33	167	27
Louisiana .....	4,545	2,140	11,466	99	348	693	707	29	199	20
Maine .....	1,852	232	4,365	18	104	52	377	36	60	4
Maryland .....	1,348	237	5,160	19	389	209	1,959	64	165	9
Massachusetts .....	4,193	318	3,574	13	1,369	511	2,491	316	647	57
Michigan .....	22,548	720	63,943	153	1,030	858	1,503	326	493	51
Minnesota .....	28,254	1,458	30,759	216	1,001	1,417	1,505	358	513	30
Mississippi .....	15,770	8,827	24,433	243	208	573	162	29	113	19
Missouri .....	24,399	2,306	61,051	460	677	469	683	196	844	39
Montana .....	10,301	3,051	17,304	44	366	465	673	105	240	44
Nebraska .....	14,150	7,786	27,354	75	269	613	1,332	187	132	56
Nevada .....	2,032	154	1,194	6	54	167	93	33	43	8
New Hampshire .....	1,476	248	4,344		67	102	128	42	69	24
New Jersey .....	6,018	661	3,587	37	1,019	1,071	2,793	358	600	76
New Mexico .....	4,214	1,762	4,209	361	283	426	128	34	131	9
New York .....	9,727	892	16,748	23	1,075	1,498	5,598	576	998	264
North Carolina .....	14,119	725	21,251	268	1,134	789	467	97	536	33
North Dakota .....	20,397	1,737	16,760	59	1,474	509	707	139	249	23
Ohio .....	22,774	7,671	52,543	86	1,670	1,132	3,998	559	846	154
Oklahoma .....	29,325	3,729	52,512	1,010	1,938	1,309	527	125	2,178	54
Oregon .....	4,949	430	9,639	55	197	405	408	88	226	14
Pennsylvania .....	18,537	2,217	49,488	144	3,178	1,231	2,958	357	1,225	140
Rhode Island .....	671	35	110		222	56	339	34	54	7
South Carolina .....	10,092	1,138	11,699	715	1,464	1,267	1,778	72	366	21
South Dakota .....	18,780	1,303	11,193	110	199	373	379	107	89	15
Tennessee .....	34,690	5,127	54,489	192	542	369	99	85	321	18
Texas .....	31,836	7,686	34,431	488	325	1,249	1,606	189	582	88
Utah .....	4,811	1,208	12,546	38	213	400	625	30	162	26
Vermont .....	1,628	584	3,803	11	107	40	221	15	30	3
Virginia .....	7,602	659	13,635	162	838	345	1,099	34	237	8
Washington .....	11,782	1,030	30,994	68	495	744	1,198	194	608	38
West Virginia .....	20,514	1,693	29,814	97	1,567	994	429	26	158	33
Wisconsin .....	22,889	1,046	19,229	85	525	1,516	1,841	452	450	71
Wyoming .....	3,855	1,346	4,075	21	92	214	252	35	61	18

TABLE XVIII.—SELECTED ITEMS OF PHYSICAL ACCOMPLISHMENT ON CONSTRUCTION PROJECTS OPERATED BY WPA, BY STATE—Concluded

CUMULATIVE THROUGH JUNE 30, 1943

State	Public utilities and sanitation				Airport facilities					
	Number of utility plants (new and improved)	Miles of water mains and distribution lines (new construction)	Miles of storm and sanitary sewers (new construction)	Number of sanitary privies (new construction)	Number of landing fields		Linear feet of runways		Number of airport buildings	
					New construction and additions	Reconstruction or improvement	New construction	Reconstruction or improvement <sup>a</sup>	New construction and additions	Reconstruction or improvement
United States.....	4,049	16,121	24,271	2,309,239	484	469	4,762,884	1,161,741	1,366	2,817
Alabama.....	40	188	386	34,988	17	14	89,913	900	50	29
Arizona.....	24	162	49	23,362	3	4	56,555	9,800	5	3
Arkansas.....	27	62	96	53,808	3	5	24,995	—	9	1
California.....	184	1,198	1,108	20,741	19	39	279,873	78,460	210	389
Colorado.....	78	279	224	31,991	12	7	179,565	24,680	31	116
Connecticut.....	33	54	262	67	15	10	83,776	6,700	2	15
Delaware.....	12	43	60	3,548	—	1	—	—	—	—
District of Columbia.....	5	56	125	—	3	2	32,568	13,738	36	209
Florida.....	31	264	367	32,558	53	37	413,529	123,591	377	41
Georgia.....	65	364	492	55,993	24	4	134,780	24,300	25	1
Idaho.....	49	204	119	19,020	5	—	66,571	4,300	8	—
Illinois.....	230	853	1,841	68,462	5	7	87,757	3,058	33	501
Indiana.....	89	245	575	100,614	4	9	75,549	7,181	8	20
Iowa.....	114	294	299	11,247	4	4	42,347	23,100	3	—
Kansas.....	154	525	152	53,082	4	8	53,073	—	13	2
Kentucky.....	65	128	502	65,658	2	2	51,470	—	4	1
Louisiana.....	82	271	506	60,848	5	5	39,355	10,913	4	3
Maine.....	1	53	87	—	25	4	203,215	32,850	14	1
Maryland.....	39	124	185	13,232	4	3	22,400	6,246	5	20
Massachusetts.....	73	686	933	183	11	8	71,785	15,650	13	34
Michigan.....	184	699	1,489	240	31	48	153,173	78,158	54	93
Minnesota.....	185	350	775	264	7	12	76,386	4,800	15	10
Mississippi.....	37	120	268	183,651	13	11	68,072	32,521	19	1
Missouri.....	105	584	921	8,902	6	4	55,915	—	6	2
Montana.....	37	133	151	17,146	8	14	87,940	54,750	9	7
Nebraska.....	133	294	391	38,328	8	7	54,697	26,600	14	8
Nevada.....	10	34	28	3,582	3	2	26,900	11,850	6	1
New Hampshire.....	14	46	147	33	4	4	40,700	8,000	7	—
New Jersey.....	150	262	827	34,229	4	8	59,628	19,087	18	56
New Mexico.....	44	117	248	19,410	6	2	111,942	34,900	7	2
New York.....	266	1,224	1,645	839	13	26	291,580	34,436	94	258
North Carolina.....	142	450	725	153,748	18	11	130,460	76,503	7	8
North Dakota.....	91	87	83	32,101	1	1	36,123	12,200	5	3
Ohio.....	264	839	2,164	69,796	4	10	80,832	7,296	49	68
Oklahoma.....	126	413	287	94,644	7	8	82,480	9,400	4	3
Oregon.....	22	346	85	17,067	9	13	128,869	41,468	2	4
Pennsylvania.....	153	595	1,319	62,777	22	8	194,894	42,106	44	53
Rhode Island.....	7	21	184	16	2	3	10,300	—	1	—
South Carolina.....	69	232	340	122,932	12	4	94,629	—	25	8
South Dakota.....	61	138	115	38,818	5	9	124,445	19,455	13	5
Tennessee.....	14	179	158	235,566	11	3	70,506	3,650	25	2
Texas.....	183	655	1,040	75,421	19	39	307,823	96,502	31	797
Utah.....	33	489	345	28,932	7	6	77,130	15,288	5	6
Vermont.....	4	48	57	4	7	3	34,840	9,650	1	1
Virginia.....	25	357	333	135,056	11	7	32,062	37,485	16	16
Washington.....	66	777	370	18,258	15	18	141,673	15,950	28	8
West Virginia.....	24	84	308	242,093	2	2	27,750	7,300	1	2
Wisconsin.....	162	417	1,051	19,696	8	9	109,749	42,809	10	5
Wyoming.....	23	78	49	6,288	3	4	42,310	34,110	—	4

<sup>a</sup> Includes surfacing.

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## APPENDIX B: PUBLICATIONS OF THE WPA

During the 8-year period of the WPA program, there were issued many publications giving information on the work of the program and related information. These included statistical reports on WPA employment, expenditures, and accomplishments; reports on surveys made of relief workers; and general information on various phases of the WPA program. Considerable research was conducted concerning socioeconomic conditions throughout the country. The results of these studies were published in monograph and pamphlet form. A selected list of WPA publications is given below. Reserves of some of these publications were sent to the Library of Congress and are available for distribution. Copies of the publications indicated as out of print may be found in most public, State, or college libraries.

### Annual and Monthly Publications

- \*Federal Work and Construction Projects. Issued monthly, October 1938 to June 1942.
- \*Federal Work Programs and Public Assistance. Issued monthly, July 1939 to June 1942.
- \*Index of the monthly reports of the Federal Emergency Relief Administration, June 1933 through June 1936. (1937)
- \*Monthly Report of the Federal Emergency Relief Administration. (May 1933 through June 1936)  
Report on Progress of the WPA Program. Issued monthly from February to August 1936,\* and thereafter as follows: October and December 1936;\* March, June, and December 1937;\* June 1938; June 1939; June 1940; June 1941; and June 1942.
- \*WPA Statistical Bulletin. Issued monthly, March 1939 through June 1942, and September through November 1942.

### Research Monographs

- \*I. Six Rural Problem Areas, Relief—Resources—Rehabilitation. (1935)
- \*II. Comparative Study of Rural Relief and Non-Relief Households. (1935)
- \*III. The Transient Unemployed. (1935)
- IV. Urban Workers on Relief:
  - Part I—The Occupational Characteristics of Workers on Relief in Urban Areas, May 1934. (1936)
  - Part II—The Occupational Characteristics of Workers on Relief in 79 Cities, May 1934. (1936)
- \*V. Landlord and Tenant on the Cotton Plantation. (1936)
- VI. Chronology of Federal Emergency Relief Administration, May 12, 1933 to December 31, 1935. (1937)
- VII. The Migratory-Casual Worker. (1937)
- VIII. Farmers on Relief and Rehabilitation. (1937)
- IX. Part-Time Farming in the Southeast. (1937)
- X. Trends in Relief Expenditures, 1910-1935. (1937)
- XI. Rural Youth on Relief. (1937)
- \*XII. Intercity Differences in Cost of Living in March 1935, 59 Cities. (1937)
- XIII. Effects of the Works Program on Rural Relief. (1938)
- XIV. Changing Aspects of Rural Relief. (1938)
- XV. Rural Youth: Their Situation and Prospects. (1938)
- XVI. Farming Hazards in the Drought Area. (1938)
- XVII. Rural Families on Relief. (1938)
- XVIII. Migrant Families. (1938)
- XIX. Rural Migration in the United States. (1939)
- XX. State Public Welfare Legislation. (1939)
- XXI. Youth in Agricultural Villages. (1940)
- XXII. The Plantation South, 1934-1937. (1940)
- XXIII. Seven Stranded Coal Towns. (1941)
- XXIV. Federal Work, Security, and Relief Programs. (1941)
- XXV. Vocational Training and Employment of Youth. (1942)
- XXVI. Getting Started: Urban Youth in the Labor Market. (1943)

\*Out of print.

## Pamphlets

Depression Pioneers. (1939)  
 Facts About Unemployment. (1940)  
 National Defense and the WPA. (1941)  
 On Relief, May 1935. (1935)  
 The Plantation South Today. (1940)  
 Public Health and the WPA. (1940)  
 Public Roads and the WPA. (1940)  
 Questions and Answers on the WPA. (1939)  
 Rural Poverty. (1938)  
 Rural Relief and Recovery. (1939)  
 Rural Youth. (1939)  
 Thirty Thousand Urban Youth. (1940)  
 Work, Relief, and Security. (1941)  
 Youth on Relief. (1936)

## Special Reports

Age of WPA Workers, November 1937. (1938)  
 Analysis of Civil Works Program Statistics. (1939)  
 Areas of Intense Drought Distress, 1930-1936. (1937)  
 Average General Relief Benefits, 1933-1938. (1940)  
 Changing Aspects of Urban Relief. (1939)  
 Community Recreation Programs, February 1940. (1940)  
 Final Statistical Report of the FERA. (1942)  
 Five Years of Rural Relief. (1938)  
 Former Relief Cases in Private Employment. (1939)  
 \*Hourly Wage Rates for WPA and for Private and Other Public Construction, 1938, Selected Occupations. (1939)  
 Legislative Trends in Public Relief and Assistance. (1936)  
 \*Leisure-Time Leadership: WPA Recreation Projects. (1938)  
 Mexican Migratory Workers of South Texas. (1941)  
 Migratory Cotton Pickers in Arizona. (1939)  
 The Pecan Shellers of San Antonio. (1940)  
 The People of the Drought States. (1937)  
 Relief and Rehabilitation in the Drought Area. (1937)  
 Rural Regions of the United States. (1940)  
 Summary of Relief and Work Program Statistics, 1933-1940. (1941)  
 Survey of Cases Certified for Works Program Employment in 13 Cities. (1937)  
 \*A Survey of Relief and Security Programs. (1938)  
 A Survey of the Transient and Homeless Population in 12 Cities, September 1935 and September 1936. (1937)  
 Survey of Workers Separated from WPA Employment in Eight Areas During the Second Quarter of 1936. (1937)  
 Survey of Workers Separated from WPA Employment in Nine Areas, 1937. (1938)  
 Urban Housing: A Summary of Real Property Inventories Conducted as Work Projects, 1934-1936. (1938)  
 Usual Occupations of Workers Eligible for Works Program Employment in the United States, January 15, 1936. (1937)  
 Workers on Relief in the United States in March 1935:  
   Volume I—A Census of Usual Occupations. (1938)  
   Volume II—Study of Industrial and Educational Backgrounds. (1939)

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\*Out of print.

**Miscellaneous Reports**

- \*Age of Persons From Relief Rolls Employed on WPA Projects in June 1936. (1937)
- \*Assigned Occupations of Persons Employed on WPA Projects, November 1937. (1939)
- \*Construction Expenditures and Employment, 1925-1936. (1937)
- \*Construction Expenditures and Employment, 1937 compared with 1936. (1938)
- Construction Expenditures and Employment, 1936-1938. (1939)
- Construction Expenditures and Employment, 1936-1939. (1940)
- Construction Expenditures and Employment, 1936-1940. (1941)
- Digest of State Legislation for the Financing of Emergency Relief, January 1, 1931-June 30, 1935, (1935)
- \*Employment on Projects in March 1936, WPA, Including NYA. (1936)
- Family Unemployment: An Analysis of Unemployment in Terms of Family Units. (1940)
- General Relief Statistics for the Fifteen-Month Period, January 1936 through March 1937. (1938)
- \*Local Wage Rates for Selected Occupations in Public and Private Construction, 1936. (1937)
- Physical Accomplishments on WPA Projects: Through June 30, 1940, United States and State Summaries. (1940)
- \*Price Dispersion and Industrial Activity, 1928-1938. (1939)
- \*Seasonal Employment in Agriculture. (1938)
- \*The Skill of Brick and Stone Masons, Carpenters, and Painters Employed on Works Progress Administration Projects in Seven Cities in January 1937. (1937)
- \*Statistical Summary of Emergency Relief Activities, January 1933 through December 1935. (1937)
- Studies and reports (67) of the WPA National Research Project on Reemployment Opportunities and Recent Changes in Industrial Techniques. This project was organized in December 1935 to inquire, with the cooperation of industry, labor, and governmental and private agencies, into the extent of recent changes in industrial techniques and to evaluate the effects of these changes in the volume of employment and unemployment.
- \*Unemployment in the United States. (1936)
- Catalogue of Research and Statistical Publications. (November 1941)
- Index of Research Projects:
  - Volume I. (1938)
  - \*Volume II. (1939)
  - Volume III. (1939)

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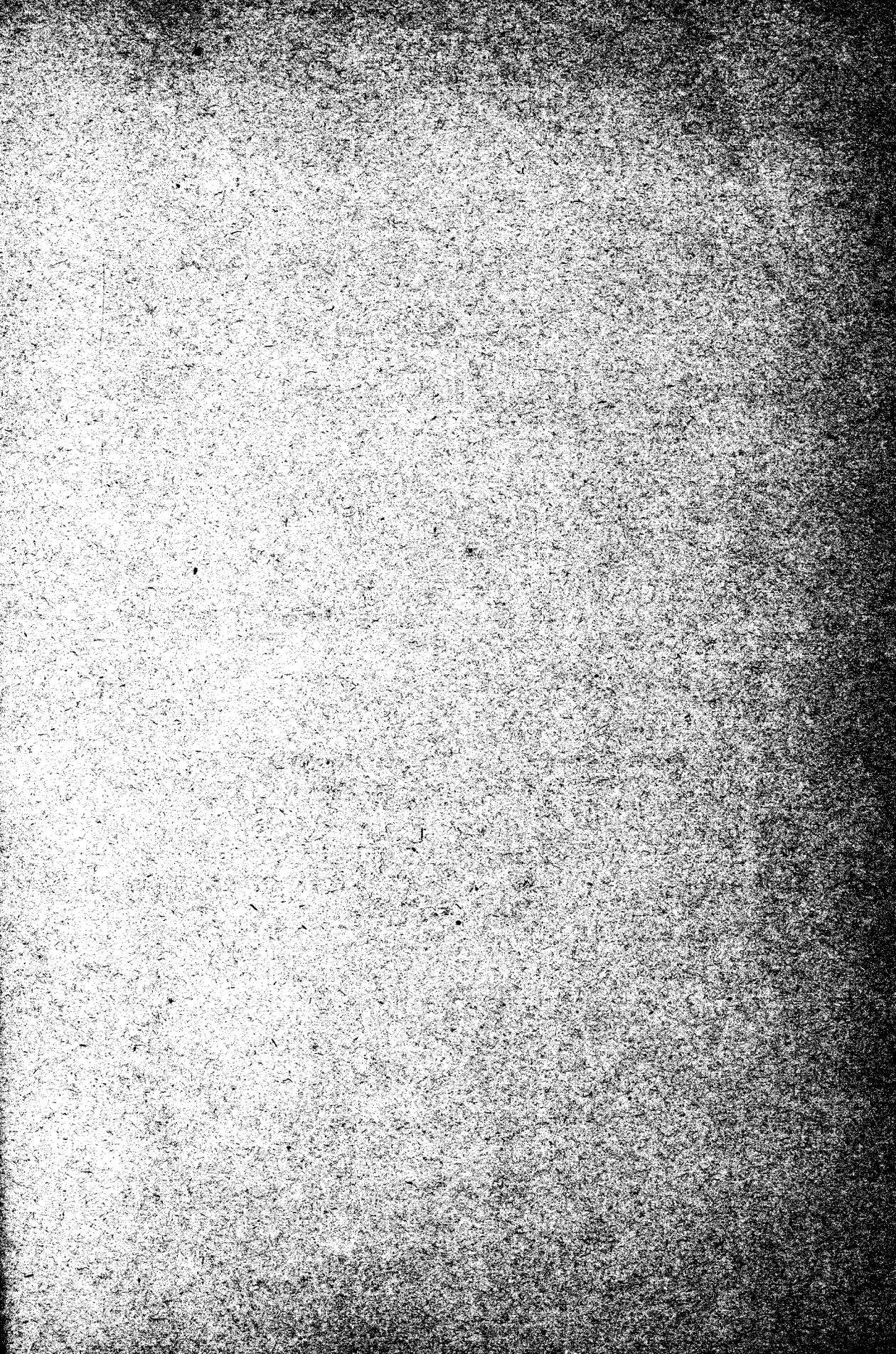
The first part of the report deals with the general situation in the country. It is noted that the economy is showing signs of recovery, but there are still many problems to be solved. The government is working hard to improve the situation and to bring the country back to a state of normalcy.

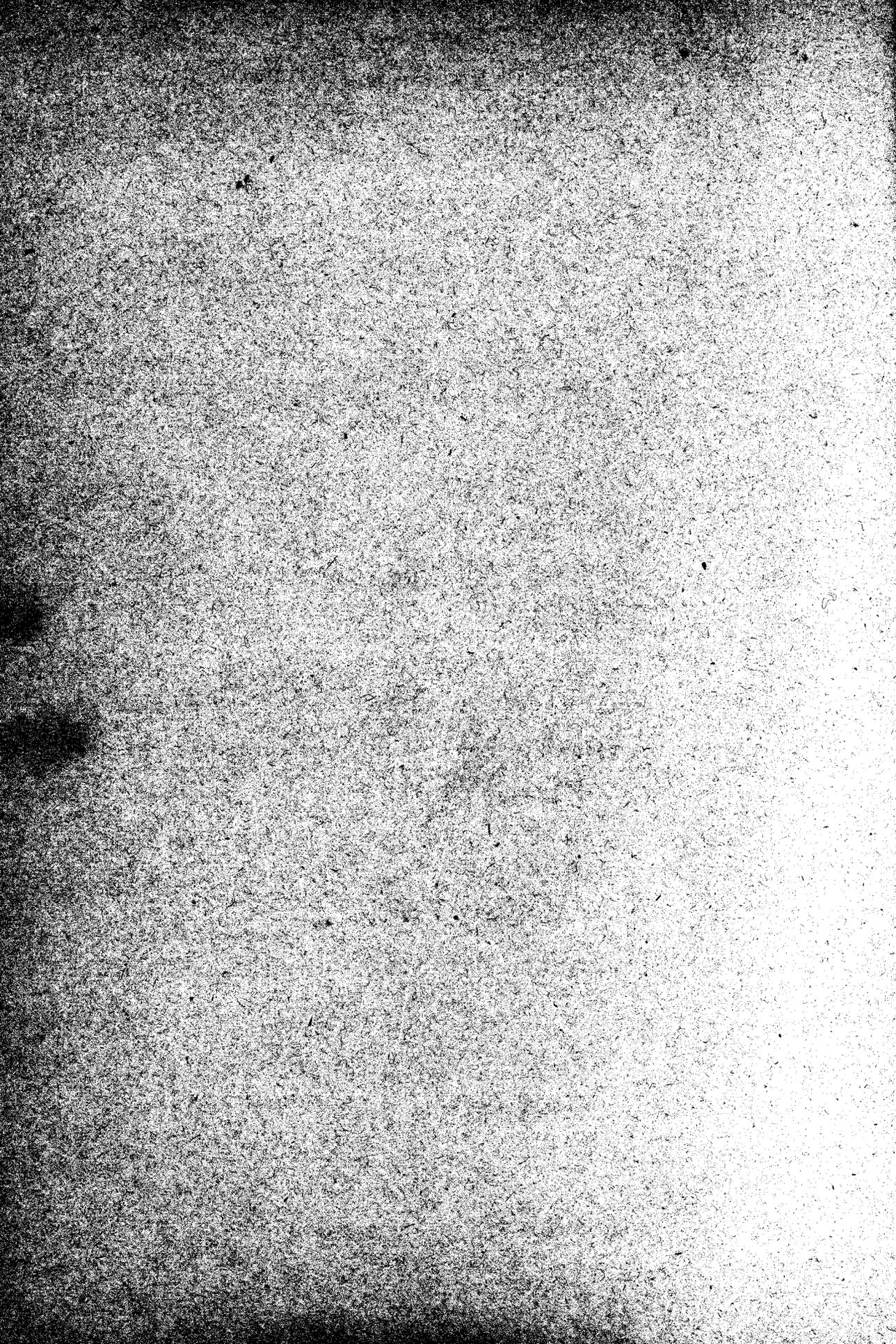
In the second part of the report, the author discusses the social and cultural aspects of the country. It is noted that there is a strong sense of community and a rich cultural heritage. However, there are still many social problems to be solved, such as poverty and ill health.

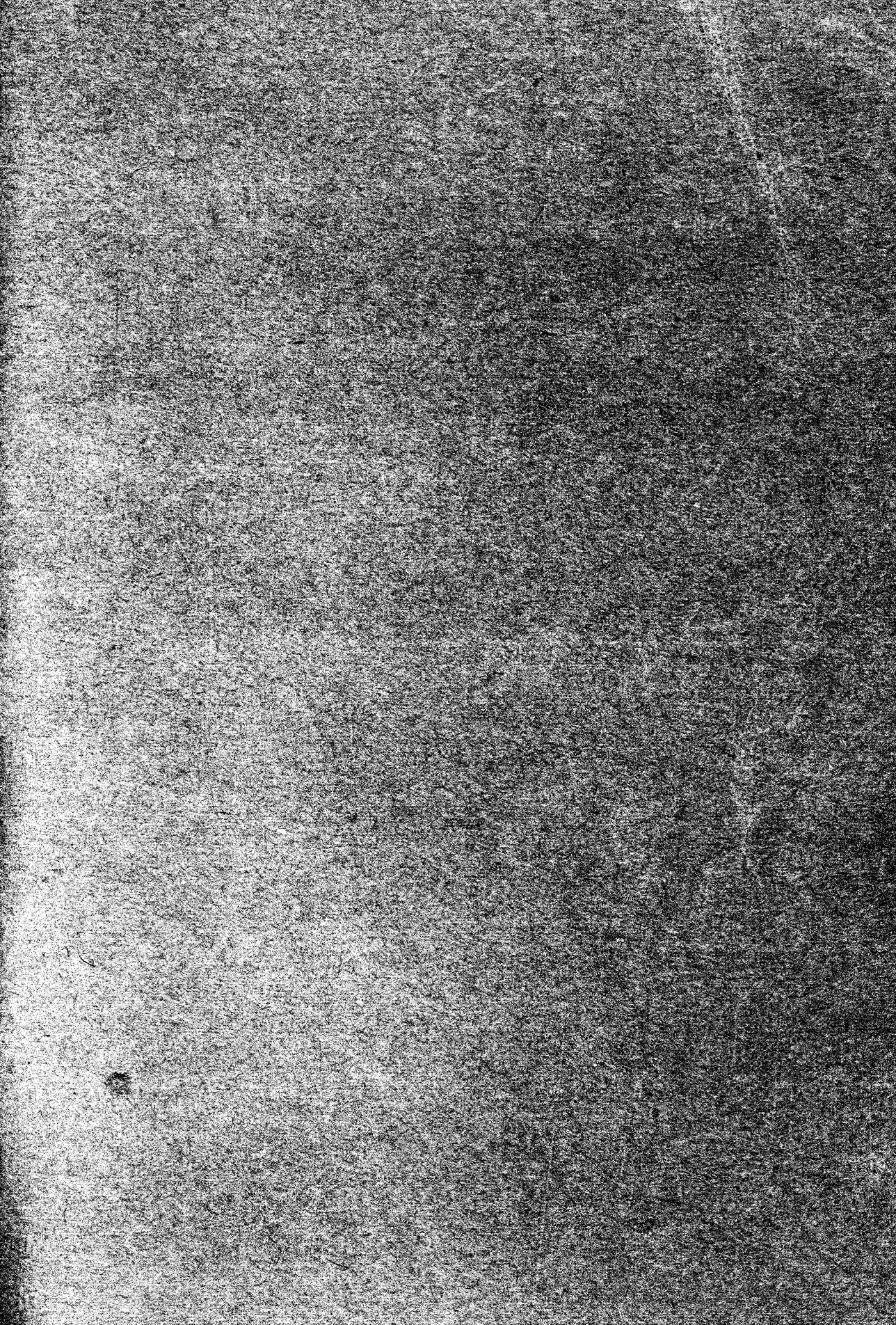
The third part of the report deals with the political situation. It is noted that the government is working to improve the political system and to bring about a more democratic and accountable government. There are still many challenges to be faced, but the government is determined to overcome them.

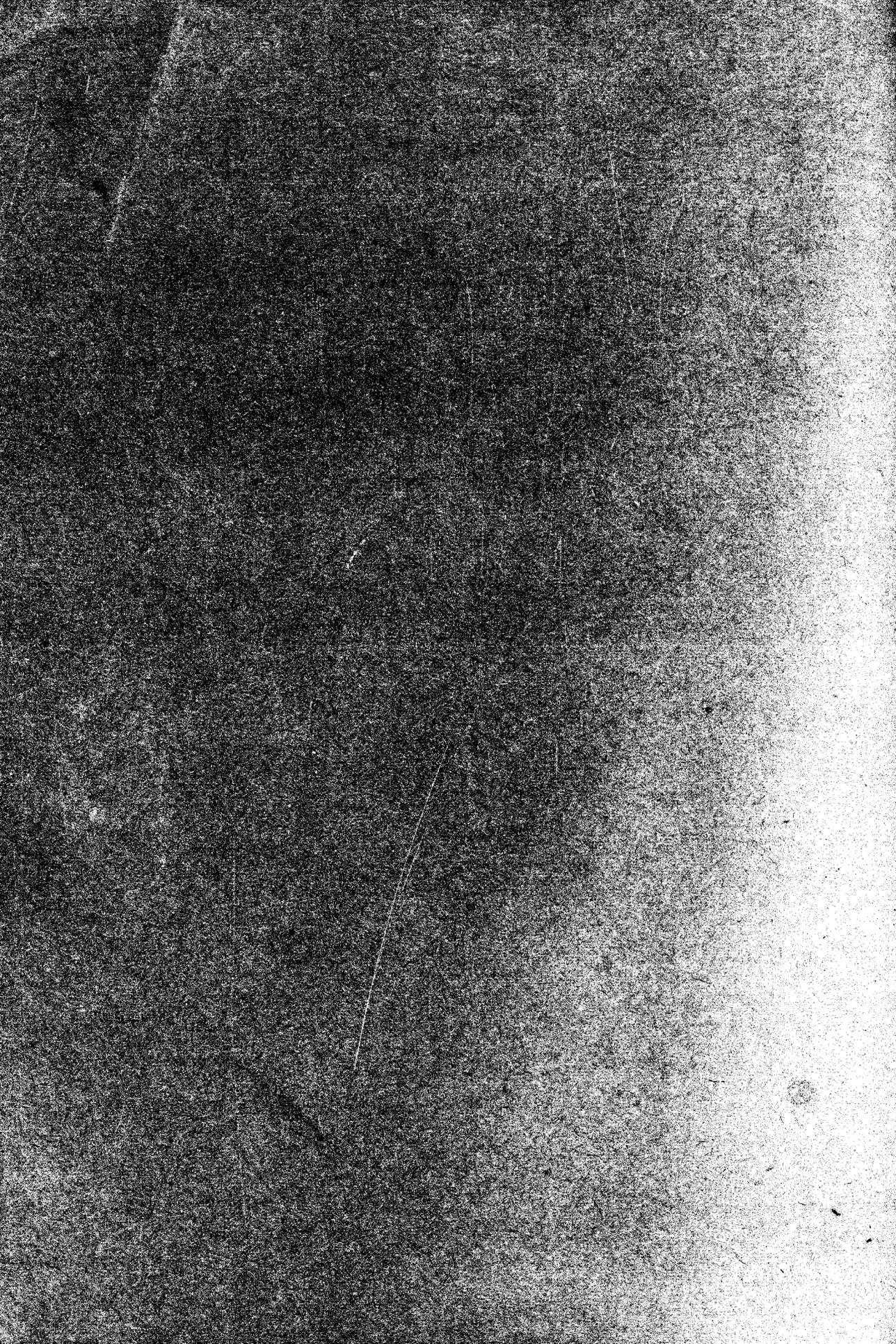
In the fourth part of the report, the author discusses the future of the country. It is noted that there are many opportunities for growth and development, but there are also many challenges to be faced. The government is working to create a more favorable environment for investment and to attract foreign capital.

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1992  
1993



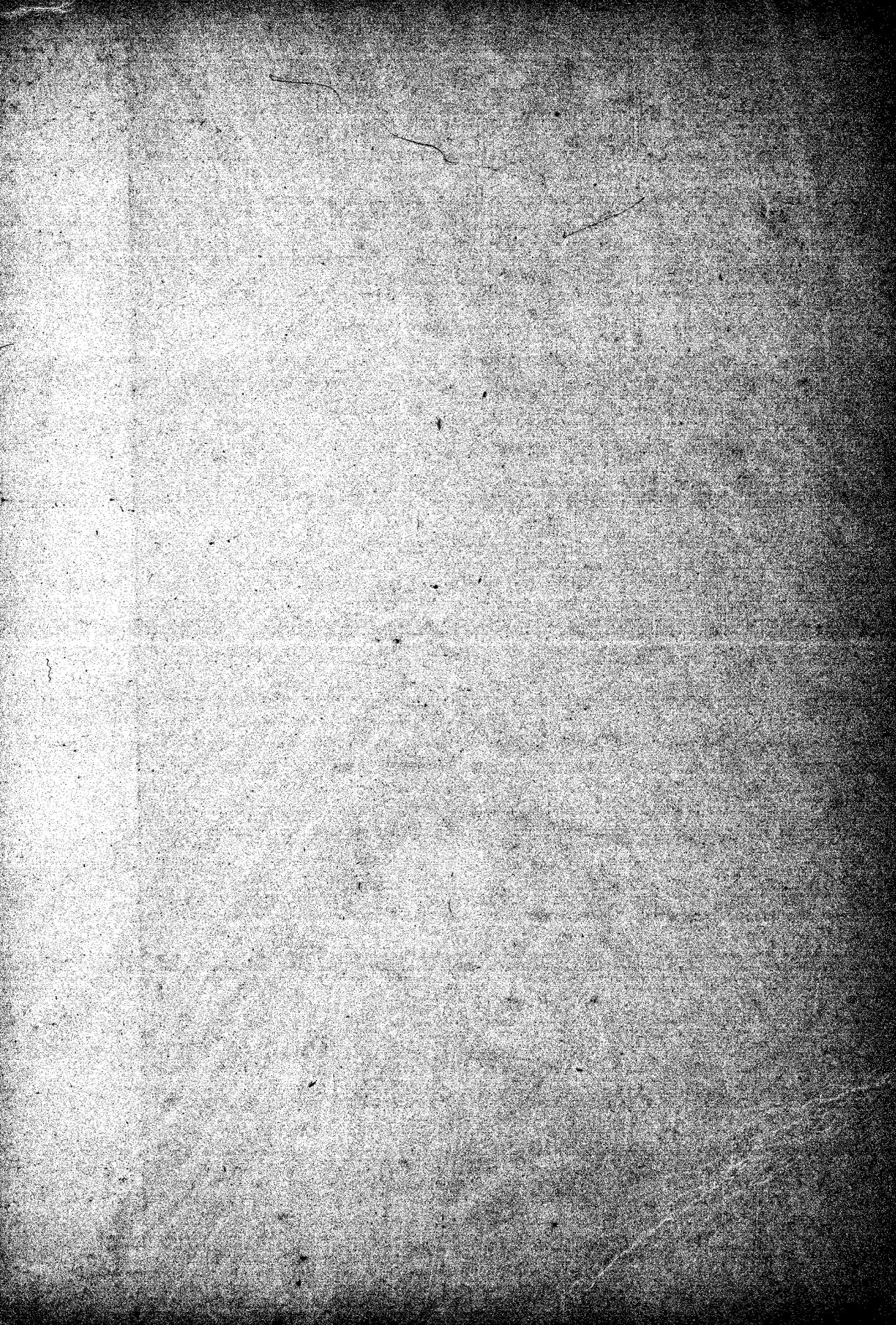




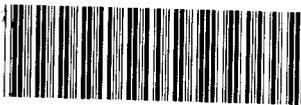








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