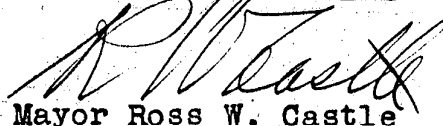


Page 2
Jan. 5, 1943
W.P.A. Office

This particular paragraph I would like to have you note carefully. The reason that I believe that the W.P.A. would be the most logical agency to provide in advance government work for immediately after the war, is the fact that you yourself, Mr. Pike and several others of the organization are acquainted with the Mayors and Commissioners and any other sponsors over the State of Indiana, and we fully understand one another's language. In other words, you and your immediate organization are acquainted with the things that most of us need and the things that most of us have in mind for future government projects, and no other agency has this information. If you personally were to stay in the W.P.A. picture and had with you not to exceed four or five other good men to contact all of the cities and counties and townships in the state for projects to go into effect immediately at the close of the war, I believe you would be rendering a very fine service in easing matters at that time. There is no other agency which is so well qualified to handle a matter of this kind because of the information which you have due to your past years of experience in this work. In fact, you know about as much about what the different sponsors have in mind and what they need as they do themselves, therefore your value in this work.

I just wanted to leave this thought with you, and you are certainly at liberty to use this letter in any manner and in any place you wish, if you believe the suggestion here means anything.

Yours very truly,
CITY OF CONNERSVILLE


Mayor Ross W. Castle

RWC:HM

ROSS W. CASTLE
Mayor

F. G. COATS
Clerk-Treasurer

CITY OF CONNERSVILLE

CONNERSVILLE, INDIANA

COMMON COUNCIL

Chas. Anderson
H. L. Herbstreit
Phil S. LaRue
Bennie J. Lipps
Francis Schrank
Lane Schultze
R. F. Williams

BOARD OF WORKS AND SAFETY

Mayor
Ross W. Castle
City Attorney
Ambrose Elliott
City Engineer
James D. Nash
Secretary
F. G. Coats

SUPT. WATER WORKS

H. J. Loyd

CHIEF OF POLICE

William Traylor

CHIEF FIRE DEPT.

Howard A. Kehl

SUPT. OF STREETS

Clyde E. Berry

Tuesday
January 5th
1943

W.P.A. Office
429 N. Pennsylvania St.
Indianapolis, Ind.

Attn: Mr. Jennings and
Mr. Pike

Gentlemen:

We are of course informed that the W.P.A. is to pass out of the picture in the very near future, and we are wondering about the advisability of such procedure at this time. Of course we would not attempt to say when the war will end, but there are many guesses as to when the end will come, ranging from the latter part of this year on until as much as five years later. It appears that there will be a bad condition existing in so far as jobs are concerned immediately after the closing of the war, while industry is readjusting itself and getting back into peacetime production, and if there is such a period of time, it would seem that there will be need of some agency to help furnish jobs.

Because of the apparent possibility of a shortage of jobs at the close of the war, is it silly to assume that at least a nucleus of the W.P.A. should be kept in effect at the present time and continue during the period of war even though no actual construction work would be done by it? If the government is to help in regards to the job shortage at the close of the war, some agency will be forced to carry this responsibility and because of this, it seems to me that a small nucleus of the W.P.A. organization should be kept intact during the war period so that the representatives could contact the Mayors, County Commissioners and any other sponsors in regards to work which should be done immediately after the closing of the war to help in the job shortage.



December 28, 1942

Mr. Carl G. Schmid
Chief, Project Control and
Office Service Sections
Work Projects Administration
429 North Pennsylvania Street
Indianapolis, Indiana

Dear Mr. Schmid:

Your letter of December 22 in connection with the study to be made of the Indiana WPA has been discussed with Mr. Field.

The man who is to head up this study is due in Washington the early part of next week and Mr. Field advises me that he anticipates that a release covering the various aspects of the projected study will be mailed out shortly after his arrival.

At the Chicago meeting which Mr. Jennings attended Mr. Field read from a prepared outline some aspects of the history of the WPA in each state which should be treated in this study. I do not know whether Mr. Jennings made any notes, but the major items were covered by Mr. Field. I am not in a position to send you a copy of the outline since it is anticipated that there will be a considerable revision made of it. However, you may expect some definite information very shortly.

Very truly yours,

Samuel L. Haber, Director
Division of Research and Statistics

SLHaber:hpt

December 22, 1942

Mr. Samuel Haber, Director
Division of Research and Statistics
Work Projects Administration
1734 New York Avenue, N. W.
Washington, D. C.

Dear Mr. Haber:

Several weeks ago, Mr. Jennings was requested by Mr. Coleman, Director, Historical Bureau, Indiana State Library; to provide a record of W.P.A. activities in Indiana for the State Archives. As this seemed a most reasonable request and one quite in keeping with Mr. Jennings' views in the matter, he discussed the question with Mr. Field the following day in Chicago.

It appears that Mr. Field had anticipated this need and had prepared a tentative outline of a history that should be made available. He stated that a directive could be expected from Washington in a very short time. This has not been received.

Mr. Jennings has instructed division heads to prepare data for their divisions in keeping with Mr. Field's suggestion that the manuscript be prepared in terms of objectives rather than accomplishments and that overly elaborate publications be avoided. This is particularly necessary, he felt, in those states which no longer have publicity sections.

While the directions are sufficient for us to make a start, it is desirable that more explicit instructions be issued as soon as possible for fear that some division head may leave the program before his portion of the work is completed in accordance with the Central Office directive.

Therefore, I would appreciate it if you would bring our thinking in this matter up-to-date and furnish me with whatever data you may have in the Central Office, which in your opinion, it is desirable to include.

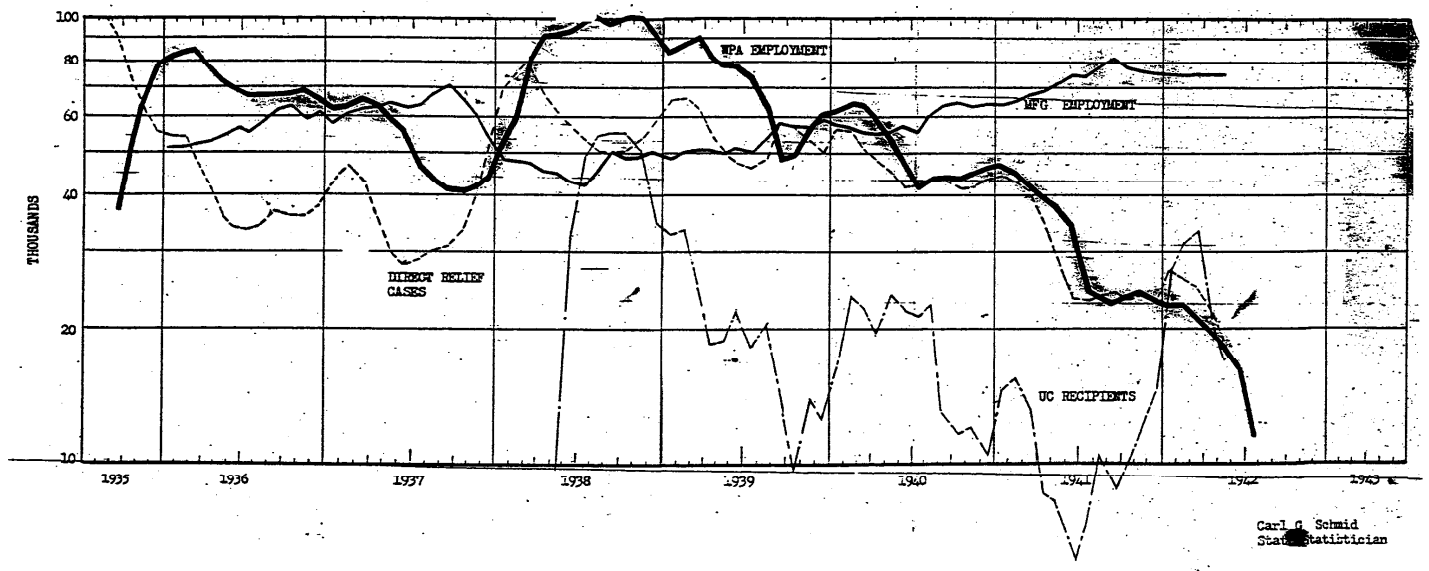
Very truly yours,

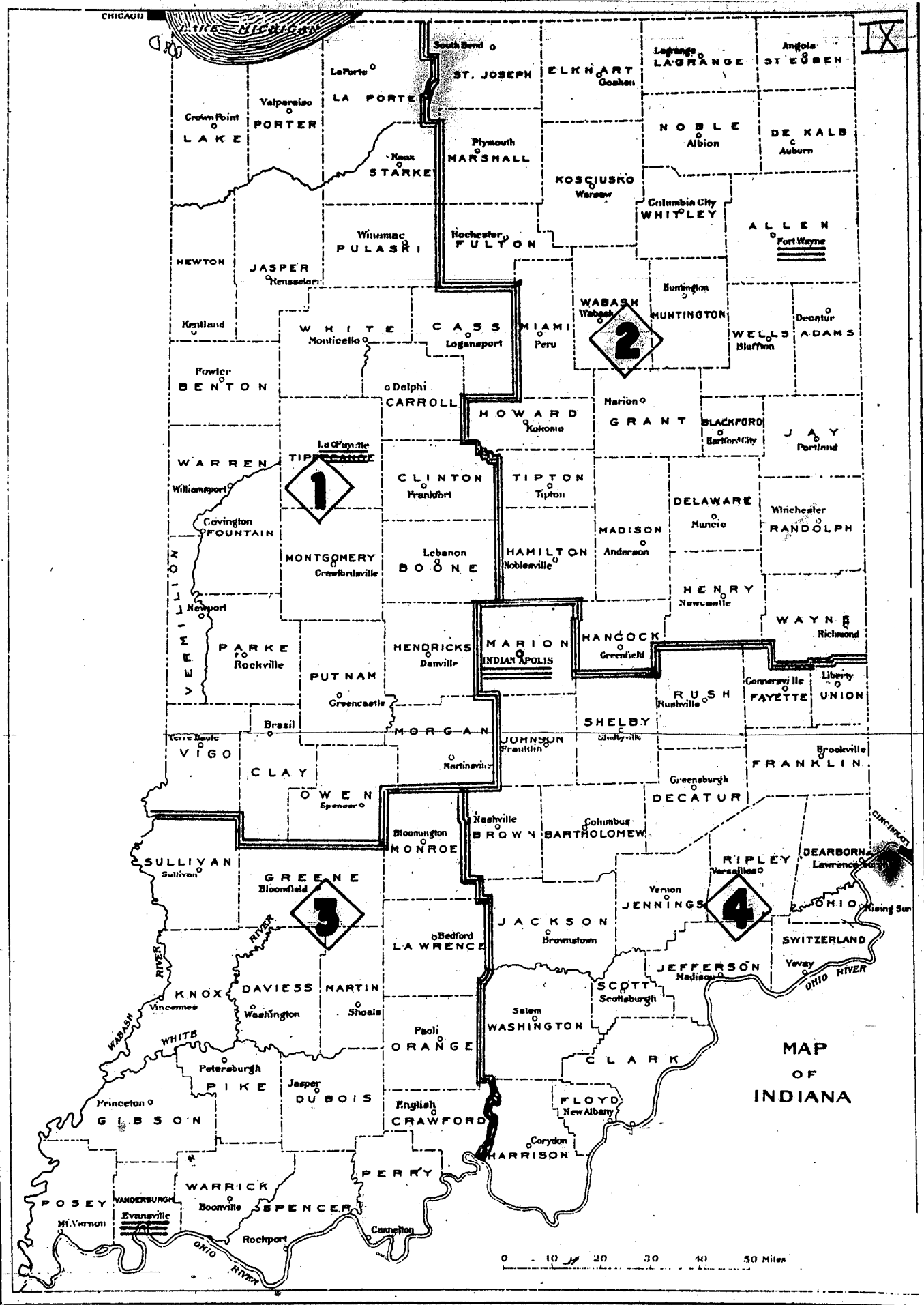
Carl G. Schmitt, Chief--Project Control
and Office Service Sections.

CHS:CB

X

FEDERAL WORKS AGENCY
WORK PROJECTS ADMINISTRATION
INDIANA

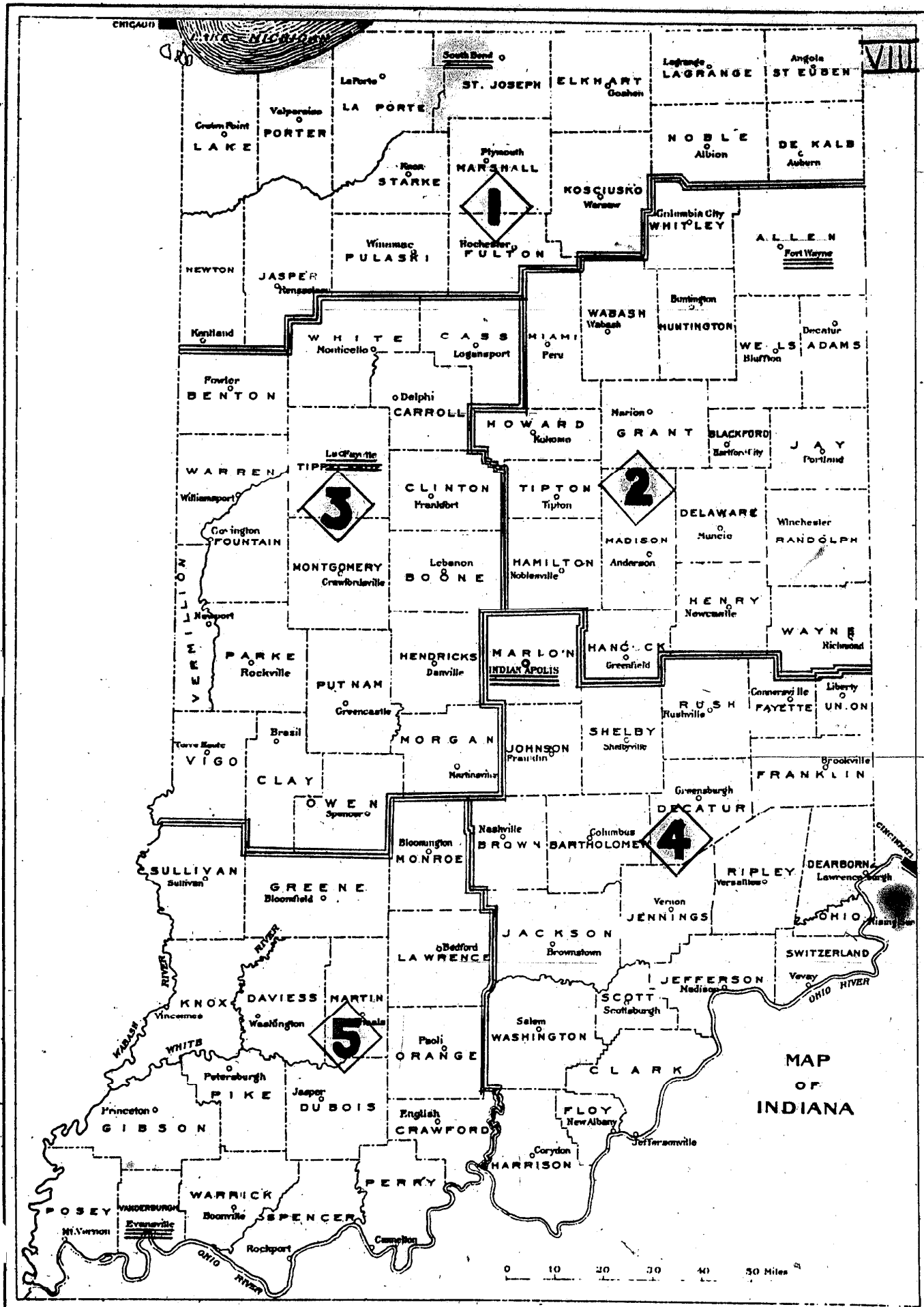


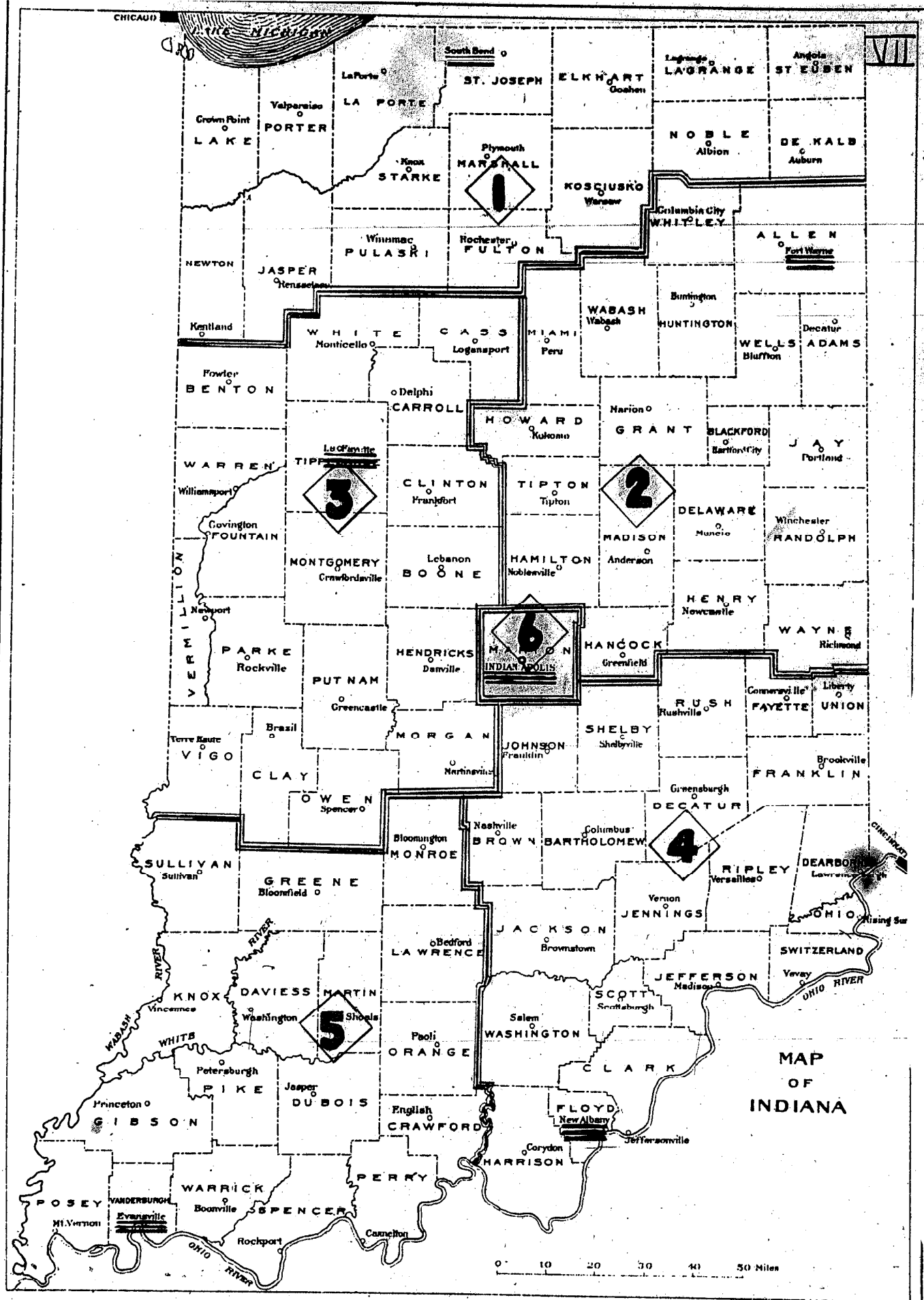


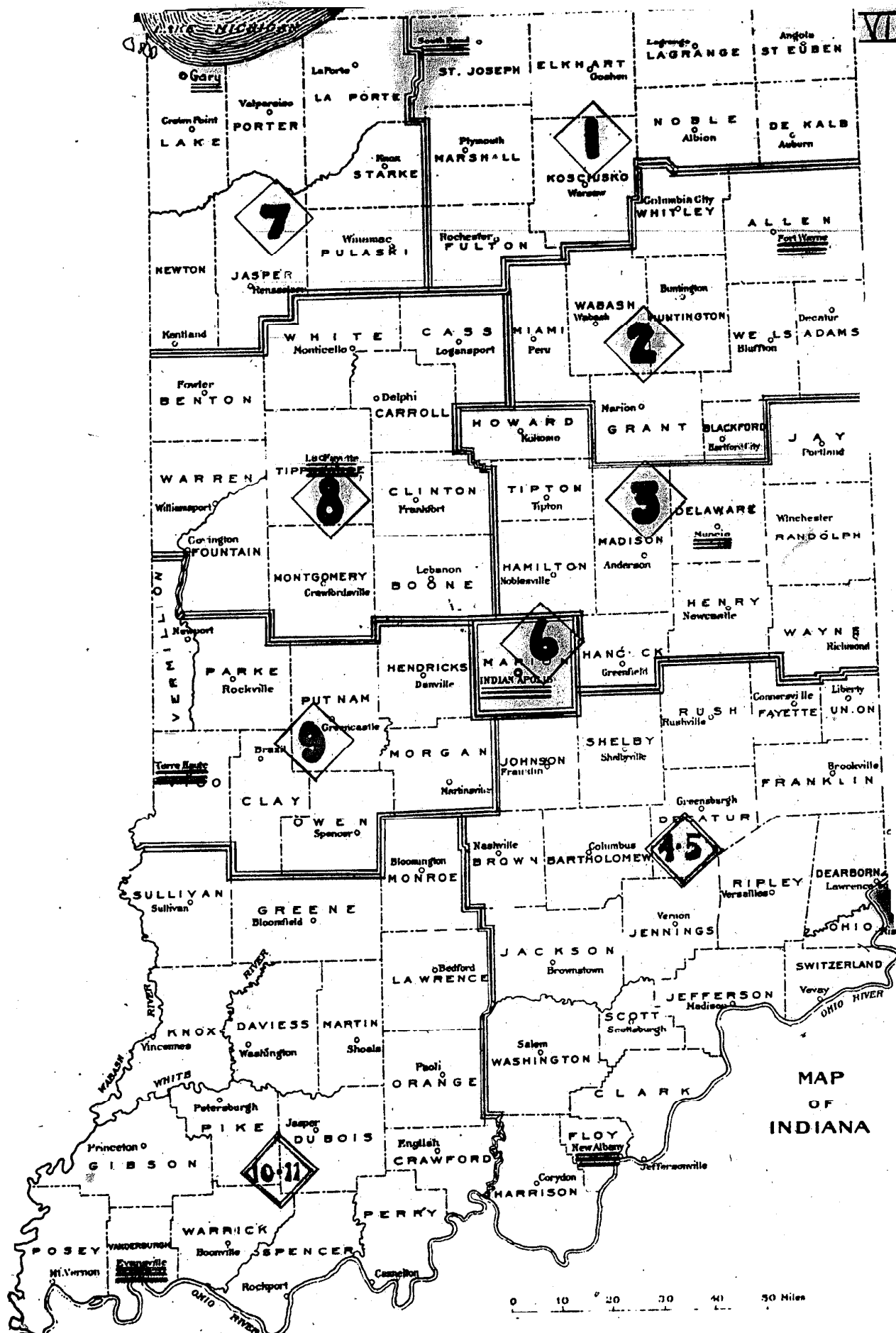
IX

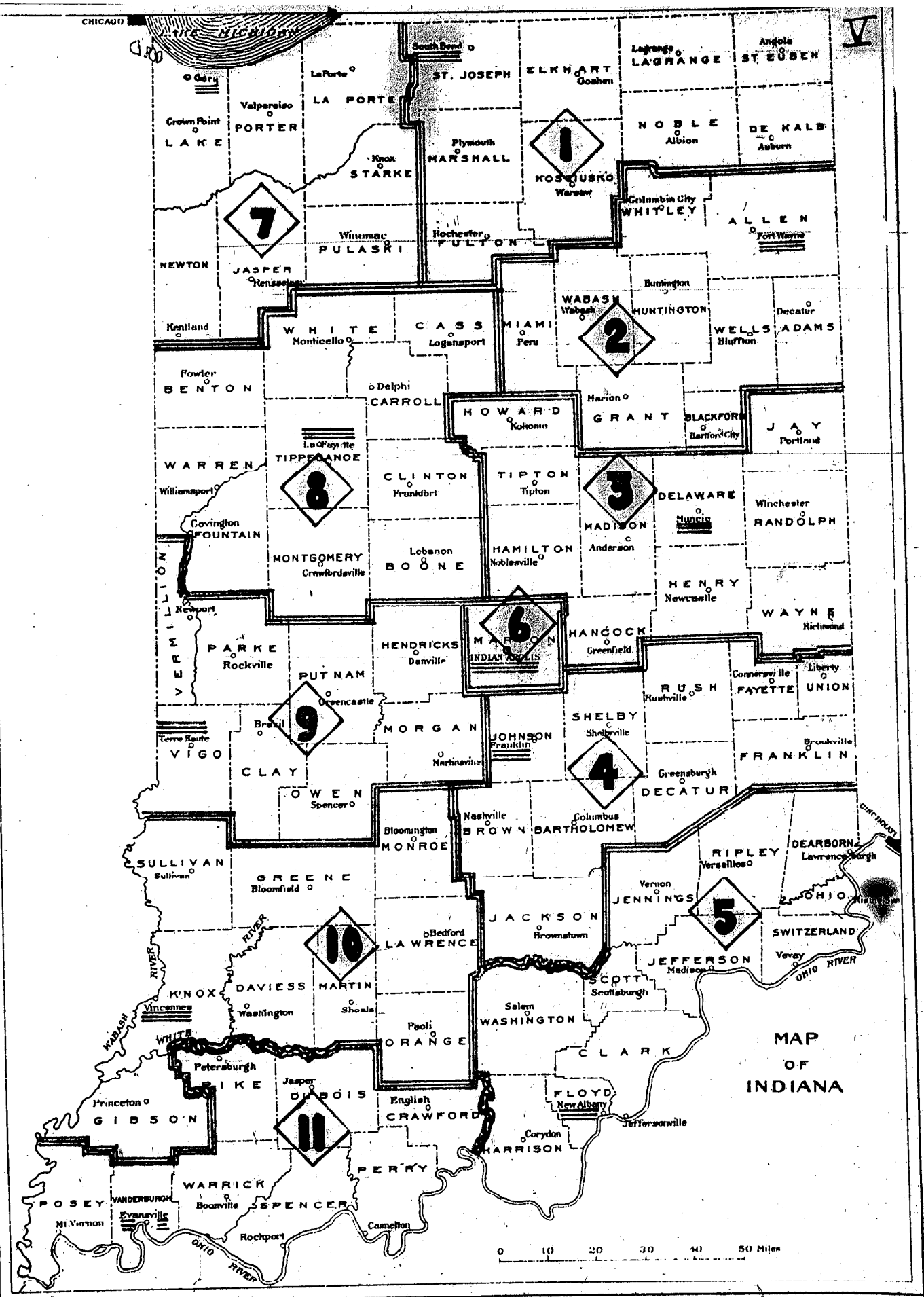
MAP
OF
INDIANA

0 10 20 30 40 50 Miles









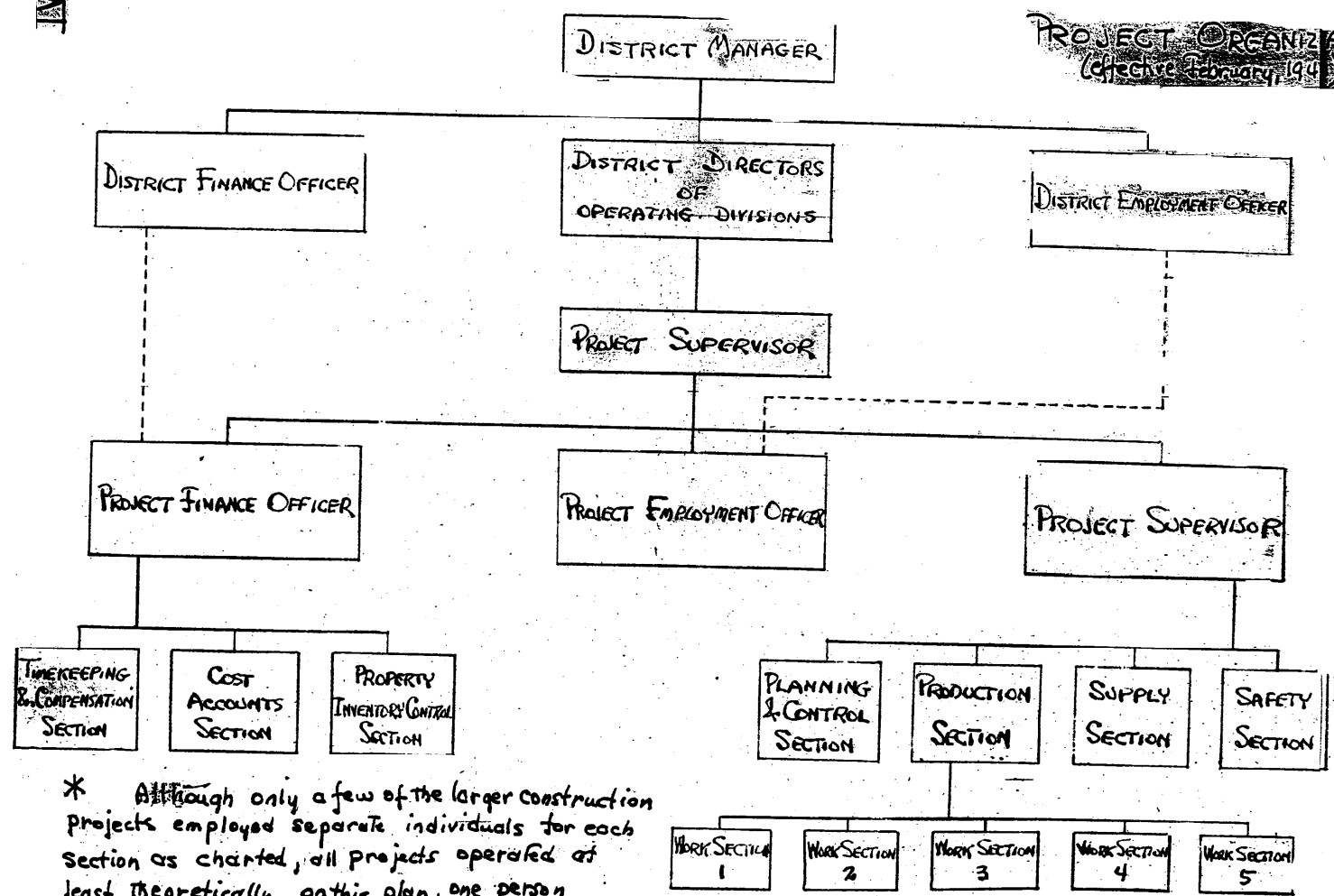
Succeeding charts (V to IX) show the gradual district consolidations, as follows:

V	Eleven districts	July, 1935 - Sept. 14, 1936
VI	Nine districts	Sept. 15, 1936 - June, 1937
VII	Six districts	June, 1937 - June 4, 1939
VIII	Five districts	June 5, 1939 - June, 1941
IX	Four districts	July, 1941 - June, 1942

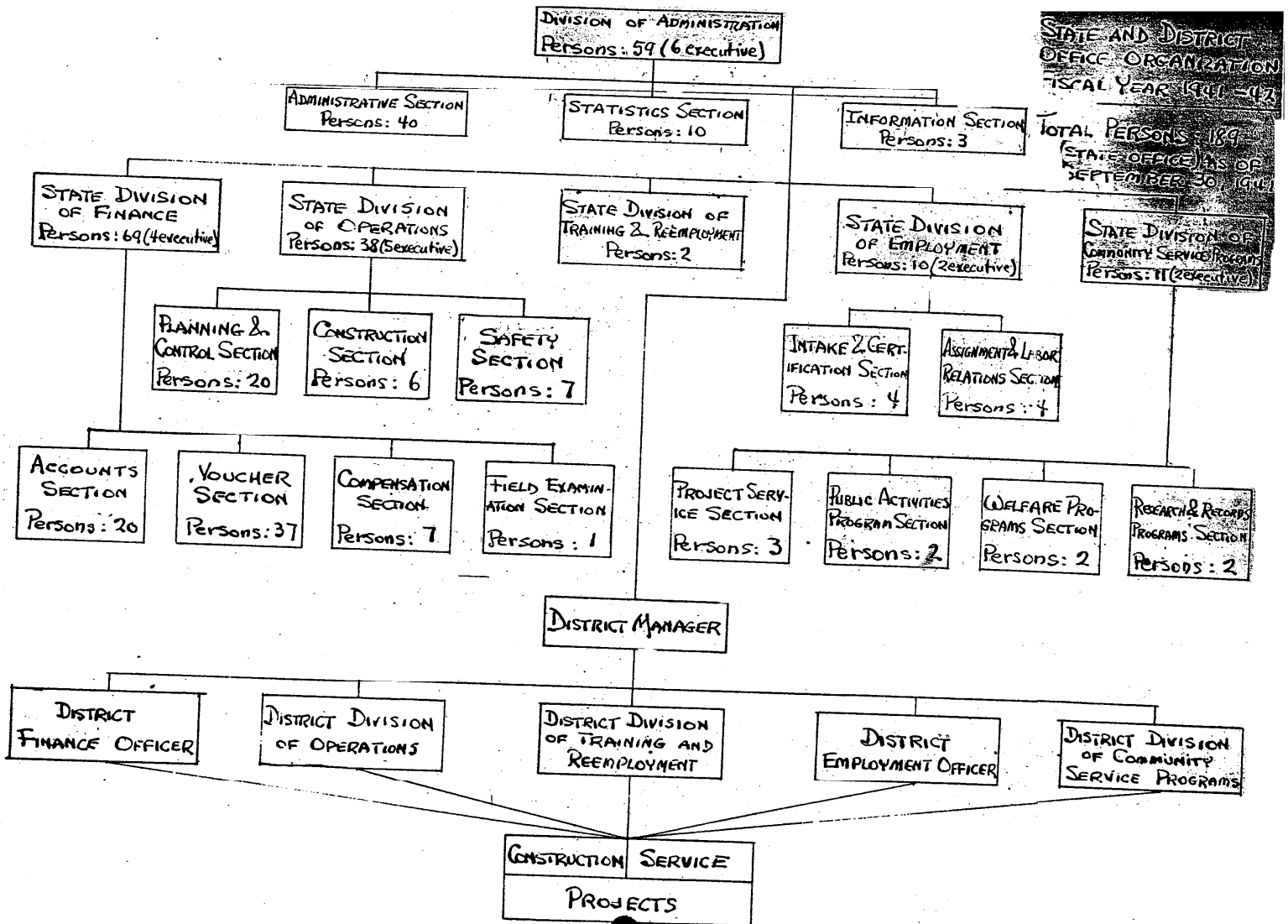
On July 1, 1942, all district offices were abolished and centralized control established in the state office in Indianapolis.

IV

PROJECT ORGANIZATION
(effective February 1944)

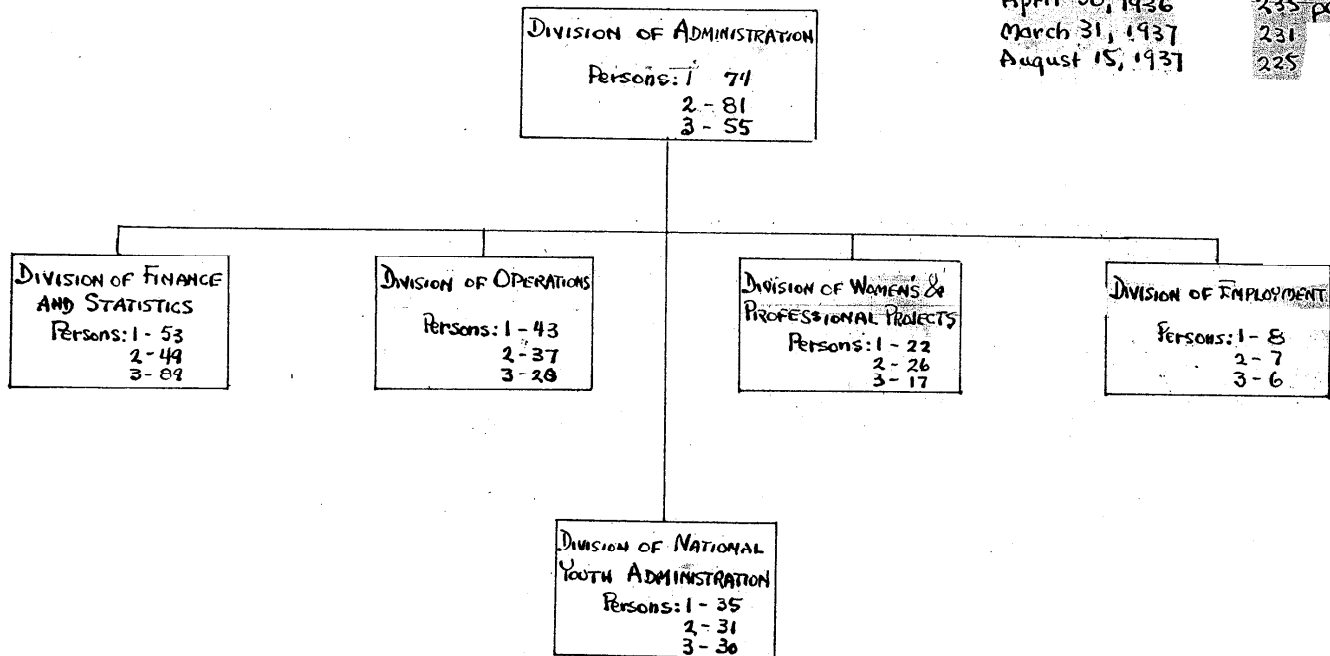


* Although only a few of the larger construction projects employed separate individuals for each section as charted, all projects operated at least theoretically on this plan, one person assuming several functions.



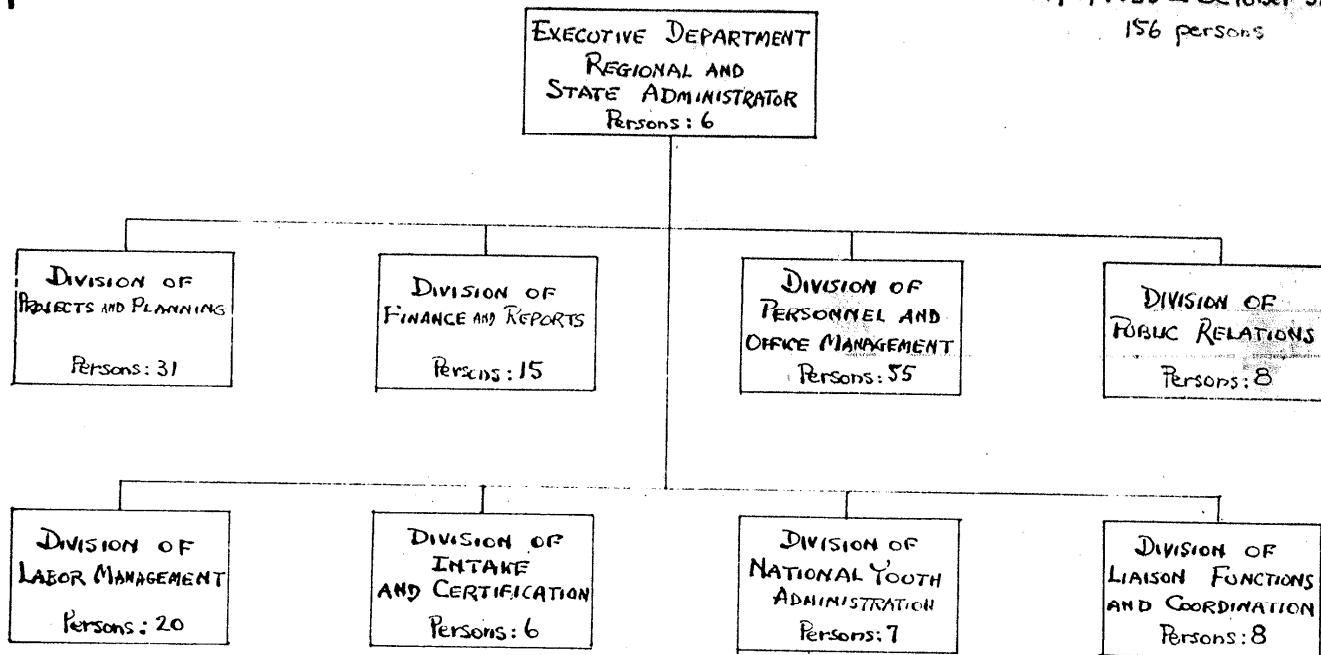
H

STATE OFFICE ORGANIZATION
SHOWING EMPLOYMENT AS OF
April 30, 1936 235 persons
March 31, 1937 231 "
August 15, 1937 225 "



H

STATE OFFICE ORGANIZATION
July 1, 1935 - October 31, 1935
156 persons



C H A R T S

Employment

17. To resolve the constant division of opinion regarding the relative importance of need and skill as a basis for making assignments, a workable compromise should be effected. Since there is implicit in any pre-planning of project operations an emphasis on quality of service or on production, it is of major importance that some plan be evolved whereby the skilled workman may be assured a minimum of, say, six months' steady employment. If such a procedure is not acceptable, if the need of the individual is the only criterion in making assignments, then all assignments should be made at an intermediate rate of pay. No skilled or professional rates should be assigned to any workers unless professional operating standards, including a minimum six months' tenure of employment, are established. It is of course not intended that a minimum tenure of employment obstruct or interfere in any way with placements in either private or other public employment in cases where work opportunities in either of these fields might exist.

Remember
18. Individual worker's ^{occupational} record ~~cards~~ should be made more complete and accurate, so that workers may be assigned to projects where their chief skills may be put to the greatest use.

19. Cumbersome assignment and transfer procedures should be simplified, especially as they pertain to intra-project transfers between units or crews.

20. Reasonable provisions for sick leave of relief and non-relief workers should be considered.

21. Greater uniformity throughout the state of minimum requirements for certification should be established.

either by the operating or sponsoring organization, not by the worker. ~~The original WPA requirement that the worker furnish his own tools was unfair to the worker and was not conducive to good production. The tools which were furnished by workers, from hammers to sewing machines, were generally of a poor quality and were of such variety as to make their inspection and upkeep an unnecessarily worrisome problem.~~

11. Physically small and remote projects under lukewarm sponsorship should be eliminated. No project should be operated where local facilities are too limited to permit efficient operation.

12. The keeping of state office records in central files, as discussed elsewhere in this report, is recommended.

13. The elimination of the district planning and control section within the Division of Engineering and Construction, which simply duplicated the work of the state planning and control section, is recommended.

14. All research and records projects would have operated more efficiently had they been incorporated in one state-wide public records project. The transcription of historical records should have been abandoned in favor of the more economical microfilming.

Finance

15. Centralization of finance functions in the state office to insure an efficient staggering of pay roll ending dates, so that pay rolls may be submitted promptly by a minimum staff, is of vital importance.

16. Operating experience has shown the wisdom of having a project finance officer in charge of all project finance functions, directly accountable to the area examiner who, in turn, is accountable to the state examiner. Such project finance officers should also handle compensation cases.

of specific projects. Their share of local operating costs should be agreed upon in the beginning.

6. A well planned but flexible public information program should be immediately established and consistently followed, since it would make unnecessary expensive promotional orgies, which are disruptive of project routine and of dubious value.

7. The distribution of operating procedures should be centralized for the sake of uniformity. The system of bulletin distribution finally adopted in 1942 was the only system used during the existence of WPA which insured complete coverage. It provided for a central mailing list maintained in the state office, kept constantly current.

8. Pre-service and in-service training, at all levels, should be centrally administered and rigorously pursued. Training meetings should be conducted on regular schedules, their frequency determined by operating needs, which will vary among divisions and projects.

9. The hours of work and rates of pay to be established for security wage workers should be studied ~~carefully~~. Security wage rates should not be so high as to encourage work relief "careers." Hours of work should conform more nearly to hours worked in private employment, to prevent ~~the~~ ~~establishing of a habit of making them~~ ^{any} reluctant to accept private employment with longer hours. Such extended hours would be most acceptable to local co-sponsors, who were often embarrassed by the short WPA working hours which caused equipment to stand idle unnecessarily long, and on some projects, such as commodity distribution, made it frequently impossible for WPA labor to be scheduled when emergency shipments of perishable commodities were received.

10. The tools to be used by security wage workers should be furnished

such large projects be planned to make the most successful use possible of unskilled labor. Provisions should also be made for some of the large projects to take adequate care of women who may be available for assignment.

2. The centralization of control of administrative and technical supervision has many advantages. It permits uniformity of operation and leads to many operating economies. Individual county control, which was the system that WPA inherited from FEERA, resulted in excessive administrative and supervisory costs and caused overlapping of functions. The division of the state into eleven districts, although representing some improvement, was also expensive and made it difficult to centralize administrative and technical authority in the state office. It is felt that the most effective centralization of administrative functions should provide for the setting up of a state office and not more than three or four district offices. Possibly even more efficient would be the complete elimination of district offices and the setting up of two or three field offices in the state.

3. The organization of the state office which was used during the fiscal year 1941-42 is recommended. (See Chart III).

4. The recruiting of properly qualified administrative and supervisory personnel, their duties exactly established and their salaries adjusted to a uniform scale, is highly important. It is also important that field personnel chosen be not over-specialized, since operating experience has shown that much of the unfortunate overlapping of functions was chargeable to over-specialization.

5. More responsibility should be placed, in any future program, on sponsors, co-sponsors, and cooperating agencies. They should be given more direct responsibility in helping to draw up the plans for operation

MAJOR PROBLEMS AND CONCLUSIONS

The charting of the course to be followed by WPA was difficult and challenging, for the course to be covered and the goal to be reached stretched out into unexplored territory. The mistakes in operation which were made have been recorded here in the hope that this report may be useful to a future organization in avoiding such pitfalls. Listed below are some of the major problems, general and specific, which confronted this pioneering organization, together with conclusions based upon almost eight years of operating experience:

1. Pre-planning of administrative functions and project operations is of basic importance in the operation of a work relief program. It is necessary for a multitude of reasons, such as the great mass of workers involved, the sudden increase or decrease in the number of workers to be placed, the change in type of skills available for assignment because of changing economic conditions, and stranded population groups. Adequate initial pre-planning of WPA operations in Indiana was impossible because of their emergency character; and the development of long-range plans for continued operation was difficult because of the dependence of the program on Congressional action (for instance, the appropriation of funds, and such rulings as called for the layoff of all persons who had had eighteen months' continuous employment) and the uncertainty of the retention of the worker, who might be lost to the program at any time because of private employment or cancellation of certification.

Pre-planning should include the establishment of an adequate reservoir of projects, especially a few large, flexible ones which can be quickly adjusted to meet constantly changing situations. It is advisable that

support the war effort as fully as possible. Models, charts, drawings, maps, and posters were made for the Army, Navy, and various defense organizations.

The Indiana writers' program had as its main purpose the compilation of a state guide and history of each county in the state. Its published items included: Indiana: A Guide to the Hoosier State and A Guide to the Calumet Region.

WPA clerical services, utilizing both skilled and unskilled workers, enabled practically all counties in Indiana to sort, file, index, freshen, and revise public records or records kept in the public interest. Inventories of county and municipal archives, including vital statistics and plat books, were made. Later in the program surveys were made of civilian organizations which could be of assistance in the war effort.

Library services, including the preservation and repair of library materials and indexing and transcribing services, were furnished public and school libraries. In addition, extended services were offered to unequipped libraries and to communities where no regular library services were available, through the circulation of 30,000 project-owned books, some of them being brought to remote defense areas by bookmobile.

Various other clerical services were furnished, some of the more important ones providing for unemployment surveys, the compilation of naturalization records, the making of road and bridge indexes, traffic surveys, and juvenile delinquency studies. Special assistance to Army camps, defense councils, and other "war effort" bodies was furnished soon after the declaration of war.

The music phase of the recreation program was originally operated as a separate project, inaugurated to provide emergency work for unemployed musicians. It provided teachers, community music leaders, and performers in dance bands, concert bands, concert orchestras, and vocal groups to communities in approximately one-third of the counties in Indiana.

Services offered by adult education teachers were aimed primarily toward furnishing educational opportunities to those adults who, for a variety of reasons, had been deprived of such opportunities in youth. The most successful work was done in such practical fields as reading, writing, arithmetic, home and family education, vocational education, first aid, gardening, and workers' education.

Workers' education developed, in January, 1940, into a separate workers' service project, sponsored on a state-wide basis by the Indiana Department of Commerce and Industries, Division of Labor. It furnished a wide range of services to workers' groups in establishing and operating libraries, teaching classes, conducting social science work shops, conferences, forums, recreation and craft activities, and workers' holiday camps. It concentrated its efforts largely in industrial centers throughout the state.

Specialized instruction was also furnished by the national citizenship education project to aliens endeavoring to fulfill their educational requirements for United States citizenship. This phase of educational activity successfully prepared approximately 13,000 aliens in Indiana for the educational examination for American citizenship, 6,000 of these being first taught to read and write.

Graphic services provided skilled and semi-skilled assistance to publicly owned museums and to visual instruction departments in public schools. With the coming of war, activities were quickly redirected to

3. Graphic services.
4. Writers' program.
5. Clerical services.
 - a. Historical and cultural records, surveys, and inventories (including vital statistics and plat books).
 - b. Library services.
 - c. Tactical maps for the Army.
 - d. Real property inventory (including low income housing survey).
 - e. Services to defense organizations.

The above services were of sufficient range to provide employment opportunities for skilled, semi-skilled, and unskilled "white-collar" workers, and to furnish communities throughout the state help in activities for which there was the greatest local need.

Recreation services offered by WPA supplemented existing city recreation programs and promoted the organization of recreation activities in urban and rural communities having insufficient funds to finance their own recreation programs. The services included recreational activities for all age groups in athletics, dramatics, music, social recreation, special events, handicrafts, hobbies, work shops, game rooms, playgrounds, and recreation centers. As a result of interest created by WPA, more than seventy communities appropriated tax funds for their part of the recreation program.

With the coming of war, the recreation program became active in providing recreation facilities in every defense area in the state. The Farm Security Administration, trailer camps, reformatories, federal housing projects, army posts, naval stations, and community servicemen's centers received assistance in the form of leadership, program planning, and equipment.

assigned to assist doctors and nurses in public health offices, laboratories, and clinics, and to supplement the staffs of public hospitals and institutions. The most valuable phase of this work was the training of non-professional workers for hospitals. This training of WPA employees resulted in practically one hundred per cent employment of the trainees by the hospitals concerned. Some of the hospitals were so impressed by the practicality of the idea that they are now giving workers induction training modeled on the WPA course for trainees. At the time the WPA program closed, over ninety-seven per cent of all WPA trainees in hospitals or institutions had been offered private employment by the agency or institution in which they were working, many cities and counties appropriating special funds to employ them.

The last project to be added to the defense health and welfare section was the child protection program, which was a continuation of the service originally offered by the war services section through the nursery schools and play schools. Part of this program continued to be operated by WPA after the closing of all other projects, pending the approval of applications which had been made by several communities for federal funds, under the terms of the Lanham Act, with which to continue operation of child protection centers for the children of mothers gainfully employed.

War Services Project. The major service programs -- within the section known since July, 1942, as the War Services Project -- found to meet most satisfactorily the needs of various communities and to utilize the skills of "white-collar" workers available for assignment were the following:

1. Recreation (including music).
2. Adult education (including citizenship education and workers' service).

proper cooking and serving facilities in the schools, and the lack of proper feeding habits on the part of parents and school authorities. The trained home economists who were added to the WPA supervisory staff were able to show considerable progress in making parents and teachers nutrition conscious. WPA workers were given intensive training in menu planning. In order to insure the children's receiving balanced meals, food production and food preservation were made a part of the project. Many schools have continued the school lunch service begun by WPA.

During the peak employment period of WPA, other benefits were rendered the schools through the school matron service. Matrons were assigned to improve sanitary conditions by keeping rest rooms and drinking fountains clean. Although this service was probably useful as a means of preventing the spread of infectious diseases, it was difficult to regulate, for school principals tended to use matrons merely as assistant or substitute janitors or as assistants to kindergarten teachers.

Commodity distribution was a project written to effect distribution of surplus foods furnished through the Agricultural Marketing Administration. The workers assigned to this project were technically responsible to the district representative of the Department of Public Welfare. Foods were furnished relief clients and to schools for the serving of lunches. The operation of this project was greatly hampered by the WPA rule which limited hours of work. It was often impossible to plan work schedules so that there would be workers ready to unload and store perishable foods as soon as they were received.

Among the latest projects written were the state-wide health projects. Unlike other projects which started on a district basis and were later consolidated on a state-wide basis, these projects originated on the state level, sponsored by the State Board of Health. Workers were

and so were born cleaning and renovation projects. These were written to permit women and some men to wash walls and woodwork and do a general renovating job in court houses, city halls, libraries, jails, school-houses, hospitals, and other tax supported buildings. This project gave employment to thousands of unskilled persons.

When many local welfare agencies who had been approached for suggestions on social service tasks which might be performed by WPA workers reported that many relief and low income families suffered acutely when emergencies arose in the family, such as the birth of a new baby, illness or absence from the home of the homemaker, and illness of other members of the family, a housekeeping aide project was written. This project employed women, and trained them to do the simple homemaking tasks normally performed by the mother. This project grew in popularity and size until it became necessary to employ a state supervisor and district supervisors who were trained home economists.

Many school authorities early reported to the defense health and welfare section that their children were suffering greatly from malnutrition, which evidenced itself in the quality of their school work. Out of this need for good and well balanced food was born the school lunch project, sponsored on a state-wide basis by the State Superintendent of Public Instruction, and co-sponsored locally by principals of schools and by township trustees. Many schools welcomed most eagerly the assistance offered them by WPA in preparing and serving hot lunches. Much of the food served was furnished by the government, which had bought up surplus farm supplies. The school lunch project, from the beginning, had great community appeal, as evidenced by the many instances of co-sponsorship by parent-teacher groups, sororities, clubs, and other civic groups. Early operating difficulties of this project were principally the lack of

any specific job properly planned.

Engineering surveys, the final category, under ordinary circumstances would be extremely beneficial, but in this state there seemed never to be a sufficient number of qualified unemployed personnel available to carry on the many desirable projects presented. Practically all necessary engineering help available was already utilized in this state in either administrative or supervisory capacity in connection with the eight preceding categories.

SERVICE

Defense Health and Welfare. This section was responsible for the employment of most of the women workers on WPA. When it was found that the women of a certain community needed relief work, the district ~~chief~~ ^{director} of the section would consult with the township trustee, who was responsible for the dispensing of relief funds. Trustees gladly cooperated in organizing projects accommodated to the skills of these women. Project proposals were largely prepared in the district office and presented to the trustee for approval and signature. Thus began the sewing project, which was later written on a state-wide basis and, at one time, employed 4,000 women over the state. As the individual projects grew in size, some up to four or five hundred in a single unit, it became necessary to provide supervisors of sufficient training and experience from the non-certified rolls.

Since it was not possible to employ on the sewing project all women needing employment, those responsible for project planning consulted other agencies in the community to determine what other useful services were best adapted to fit the skills, or lack of skill, of these women. It was often found that the cleaning of public buildings had been neglected,

of this type that were presented.

Community sanitation projects, which furnished sanitary privies, were sponsored by the State Board of Health and the U. S. Public Health Service. As operated in this state in 1941 and 1942, they were excellent for the employment of common labor and a minimum amount of skilled labor.

The agricultural rubber and metal scrap collection program was developed when, upon the declaration of war and the development of the rubber and steel shortages, the War Production Board asked for assistance in an organized agricultural scrap collection program. The job was given on short notice to the Division of Engineering and Construction, and constituted one of the largest organizational tasks undertaken by the division during its existence. The program got off to a rapid start through the fine cooperation accorded by farmers, state and county salvage committees, local newspapers, and various state and county departments.

Collection centers were organized, at which all scrap was held. Scrap was accounted for by a thorough and accurate record system. The majority of all persons assigned to the project were needy unemployed. The success of the undertaking is best demonstrated by the many letters on file from representatives of steel companies to the effect that the program was a means of keeping their plants in operation.

One of the outstanding contributions made to the success of this war service was the furnishing of trucks, including drivers and gasoline, by the State Highway Commission. The value of this contribution in dollars was great, and the regular availability of the trucks made possible rapid and efficient collections.

The outstanding feature of the agricultural scrap collection, from the work relief standpoint, was the positive demonstration that unemployed people could be organized into a well knit operating unit to accomplish

Water conservation and flood control projects, during the time that unemployment in this state was at its maximum, employed a great number of unskilled workers and performed much useful work. As the program developed, however, it was found that, while small earth dams could be built almost entirely with hand labor at a cost not out of proportion to their value to the public, larger earth dams called for mechanized equipment. Dams were constructed to furnish water supply for the larger cities and to provide means of flood control. These projects, generally, since their sponsors' contributions were low, were used only during those times that employment was needed for great numbers and other projects were not available in the particular locality.

Projects for the construction of recreation facilities were found to be excellent for the employment of large numbers of common laborers, as well as a small number of skilled. The most important of these projects were in parks, ranging from small parks in the rural communities to the larger state parks on which thousands of men were employed. Included in such construction were swimming pools, roadways, pathways, rustic bridges, baseball diamonds, tennis courts, and various other facilities for public recreation. Much grading, seeding, and planting was done. A number of fish hatcheries were also constructed under the sponsorship of the State Conservation Department.

Airports and airways projects were important in their use of the unemployed and also from the standpoint of benefit to the general public. With the exception of airports constructed by the Army and Navy, most of the important airports in the state were built or reconstructed by the WPA. Assistance in constructing a number of the service airports was also provided. At no time was WPA in a position to accept all the projects

the building of culverts and bridges, and, in cities and towns, the construction of curbs and walks.

The outstanding project in this state operating in this category was the state highway project sponsored by the State Highway Department and set up to operate in any county in the state. The sponsors were willing to have WPA operate units of this project in those counties where the need was the greatest. In addition to the state highway project, it was found necessary to operate a county-wide road project sponsored by the county commissioners in each county of the state. During the time that the unemployment need was greatest, the city street program operated in almost every city and town in the state.

Public utilities projects were found to be extremely useful in that they employed a greater number of skilled workers than road projects and furnished larger sponsors' contributions. Work done on sewers and sewage treatment plants exceeded the work done on water systems. All classes of sewers were built, ranging from small laterals servicing the residents of one block to systems for entire cities and towns. Treatment plants were built ranging from small primary systems to large plants servicing cities of 50,000. These larger plants were almost entirely constructed during that period when WPA had a large number of skilled men on its rolls.

Public building projects were important during the period that unemployment was the greatest in this state. During this time when a great number of men experienced in the building trades were on our rolls, many public buildings were constructed. These projects were not found to be useful in the employment of any large number of unskilled workers, but they were necessary and useful in striking a proper balance in the program as a whole between the skilled and unskilled labor. Sponsors' contributions in this category far exceeded those in any other.

approximately nine to one in 1938 to three to one in 1942. The average monthly expenditure per person did not vary sharply between the two operating divisions, although sponsors' contributions were consistently heavier within the Division of Engineering and Construction.

ENGINEERING AND CONSTRUCTION

From 1938 on, the Division of Engineering and Construction made a study of what would constitute a construction program that would most adequately meet the needs of any unemployment situation in the state and provide various communities with the most essential construction. For the purpose of study, the various projects were divided into the following nine categories:

1. Highways, roads, and streets.
2. Public utilities (sewers, water systems, etc.).
3. Public buildings.
4. Water conservation (low and earth dams, flood control).
5. Recreation facilities.
6. Airports and airways.
7. Community sanitation.
8. Agricultural rubber and metal scrap collections.
9. Engineering surveys.

Highway, road, and street projects, during the entire life of the WPA, employed by far the greatest percentage of workers on the program. They also employed more diversified skills in addition to common labor than any other category. All classes of roads, streets, and highways were improved, these improvements ranging from the improvement of berms and side ditches to construction of the latest up-to-date heavy traffic highways. Improvements also included the drainage of these highways,

employment occurred in the harvesting season, particularly in the fruit growing industry in southwestern Indiana. They also occurred in the tomato canning season. Extensive assignments of women to domestic service, laundries, hotels, and to positions as seamstresses at Fort Benjamin Harrison were also made.

The greatest difficulty in making placements was encountered when attempts were made to place Negro workers, even in communities reputedly tolerant in this respect. The percentage of Negro workers placed in defense industries was far below the percentage of Negroes to the total population.

In spite of the difficulties encountered, approximately seventy-five per cent of the workers assigned to training classes did not return to WPA ranks upon completion of their courses. Whether or not all of them obtained other employment as a direct result of their training is controversial. However, the fact remains that training did accomplish its purpose, whether by means of teaching new skills or in cultivating latent ambitions to seek private employment and contribute more effectively to the war effort. The training program, beyond question of a doubt, proved to be one of the most potent factors in realizing the early liquidation of the WPA program.

PROGRAMS

Until the last two years of WPA operation, construction projects as contrasted to service projects received comparatively more emphasis in Indiana than they did in the United States as a whole, judged by the number of workers. Available statistics reveal that the ratio of construction employees to service employees changed gradually from

job standards.

Until late in 1942 assignment documents indicated the type of training to which the worker was being assigned. At that time this practice was discontinued, since the qualifications of remaining workers had retrogressed to such a point that it was impossible to determine without trial the course of training for which the assignee was best adapted. Thereafter the type of training was determined by the school.

Placement. The United States Employment Service was designated as the placement agency for WPA workers who had completed courses of training. That service was also responsible for monthly registration of WPA employees. It was also to keep the Employment Division informed of opportunities for private employment, although not much was done in this respect until a reemployment representative from WPA was assigned directly to the Indianapolis branch office of the USES.

The vocational directors of training schools were most helpful in placing trainees completing their courses. Without their assistance many more trainees would have been returned to WPA project employment. In many instances local industries kept in close touch with these directors, requesting recommendations from them.

During 1942 the Indiana State Personnel Division requested the assistance of the Division of Training and Reemployment in securing vocational assistants in state institutions. WPA representatives conducted examinations prescribed by the personnel division. Although a considerable number of those taking examinations passed them, the number of placements made was insignificant, chiefly because wages offered were not sufficiently high to induce workers with dependents to leave their home communities.

Outstanding examples of massed placement of WPA workers in private

Machine Shop	Gas Welding	Parts Inspection
Foundry	Sheet Metal	Instrument Reading
Core Making	Pattern Making	Auto Mechanic
Electric Welding	Aluminum Riveting	Electrical Assembly

In-Plant. In-plant training was initiated as a part of the program early in 1942, providing for the placement of WPA employees within a war industry plant to receive training directly connected with duties subsequently to be performed as plant employees. While they were in training they were to be paid by the government at the hourly rate which prevailed within the plant for beginning workers. In spite of efforts made to publicize and popularize this type of training among industries, little in-plant training was completed, industry doubting the work abilities of WPA employees and lacking necessary machines and space for a training group.

Selection. The original purpose of the training program was to refresh skills of workers who had been compelled by economic conditions to accept other than their accustomed type of employment. As soon as this group had received training, it became necessary to interview the remaining workers whose records gave evidence that they might qualify as trainees. Based upon these interviews, a file was set up in the Employment Division, from which future assignments could be drawn.

In the fall of 1942, when it became apparent that most of the persons employed by WPA or available for assignment were persons not readily employable by private industry because of age or physical handicaps, a state-wide survey was made of all persons remaining in the file. Each worker was interviewed and placed in one of four categories: available for immediate placement in farm or defense industry employment, for other private employment, for training, or unemployable judged by prevailing

concerning the type of facilities required and the content and amount of training necessary. The co-sponsor was to engage instructors and provide the necessary facilities and materials.

Until July, 1941, the training program was operated as an adjunct to the Employment Division. At that time the training program was established as a separate Division of Training and Reemployment, with a state director and a director in each district. This organization was changed in July, 1942, to one comprised of a state director, a general superintendent, three assistant general superintendents, and thirteen area reemployment representatives. The latter were responsible for maintaining quotas of trainees in schools and for making placements in private employment of trainees and others on WPA rolls. To the above organization was soon added a woman assistant general superintendent in charge of the placement of women in private employment, who supervised directly four women representatives working in Indianapolis, Gary, Terre Haute, and Fort Wayne. This organization was reduced in size as the number of available workers on WPA projects was reduced.

As an adjunct to the training program, there was operated in Evansville, Indianapolis, South Bend, and Fort Wayne, a relatively small Airport Servicemen Training Project, sponsored nationally by the War Production Board and co-sponsored by the Civil Aeronautics Administration and the United States Office of Education. This project was designed to train men up to thirty-five years of age as ground men in the servicing of airplanes. The instructors were assigned out of Washington and paid from WPA funds. They succeeded in placing in private employment practically all of the workers who completed the training course.

Classes. As the training program developed, classes were established offering the following types of training:

sort or another were returning to private employment, aided by the easing of employment restrictions which had previously kept their maximum age limits low. The persons remaining on WPA were those who found it exceedingly difficult to secure private employment because they were too old, physically handicapped, or had had no training in skills useful to the war effort.

Early in July, 1940, representatives of WPA, the State Department of Education, the United States Employment Service, and the National Youth Administration met to draw up co-ordinated plans for an effective training program. Training was to be limited to those crafts designated as important to national defense by the Office of Production Management. The project was sponsored nationally by the advisory committee to the Council of National Defense, and co-sponsored by the Office of Education. It was co-sponsored in the state by the State Superintendent of Public Instruction. The State Director of Vocational Training was appointed a representative of the co-sponsor on the state level. Plans provided for the organization of a council of administrators and of advisory and craft committees for each school to be set up by the co-sponsor.

The council of administrators was to be composed of the supervisors of the school for war production training, the manager of the local USES, the local representative of the NYA, and representatives from the WPA and CCC where available. The advisory committee was to be composed of persons representing those industries reasonably expected to absorb the trained persons issuing from the school, the number being equally divided between management and labor. The craft committee, subsidiary to the advisory committee, was to be made up of workers already in industry and performing functions similar to those in which trainees were to be schooled. This committee was to be available for consultation and for technical information

They also furnished cooking equipment and serving utensils. From WPA funds was furnished the basic nursery school equipment, which included tables, chairs, cots, and some indoor and outdoor play equipment. A quarterly teaching supply fund of \$7.50 (later \$10.00) was established for the project purchase of toys, tricycles, wagons, and miscellaneous small play equipment. The project also bought cod liver oil for the children, and paint to be used on government owned play equipment.

War Services. Most of the phases of the war services project were operated with very little expense for equipment. Some educational supplies, such as books and reference materials, were necessary for the adult education phase. Recreation was furnished athletic supplies and craft-shop machinery and materials.

Most phases of the project were so set up as to require only a part-time use of rooms, which were furnished by co-sponsors or other cooperating agencies. They also furnished most of the equipment and materials which were needed.

TRAINING AND REEMPLOYMENT

During the early period of WPA operation, economic conditions were such as to preclude the possibility of placing appreciable numbers of workers in private industry. The program was therefore designed to prosecute projects that would employ workers, insofar as possible, in fields similar to those of their previous employment. With the advent of World War II these conditions were reversed, with the result that a WPA training program was inaugurated in July, 1940, in order to train workers for opportunities that were rapidly developing in war industries. Growing numbers of WPA employees who had previously had skilled training of one

and efficient starting of projects. Such a plan was especially necessary because of the slowness of the bid method in procuring of rental contracts. The supply section also was invaluable as a means of purchasing the more commonly used materials and supplies in large quantities at advantageous prices, and in the distribution of surplus property accumulated on completed projects. The central purchase of materials and supplies and subsequent resale to projects made it possible to furnish needed items promptly, and enabled project engineers to maintain planned schedules of construction.

SERVICE

Defense Health and Welfare. On the clothing project, housing and utilities were provided by the township trustee, who acted as local co-sponsor. He also furnished storage rooms or cabinets, pattern racks, cutting tables, findings, and a percentage of the textiles. All sewing machines and parts and a portion of the textiles were furnished from WPA funds.

On other defense health and welfare projects, housing was furnished by the local co-sponsors. Uniforms for workers on the school lunch, housekeeping aide, and health projects were made from federal textiles by the sewing projects.

Housing, utilities, most of the food, and some play equipment for nursery schools were furnished by the local community. Nursery schools were housed in community centers or settlement houses, in public school buildings, or in residences owned or rented by local co-sponsors. The latter were responsible for adapting these buildings for use as nursery schools by making necessary alterations of plumbing or construction.

FACILITIES AND EQUIPMENT

During the first three years of WPA operation, project offices, working space, and storage space were either furnished by sponsors or project-built. Likewise, all equipment was obtained either from sponsors or rented from private owners. This arrangement was not satisfactory from the job appearance standpoint, adequacy of facilities, or from the viewpoint of economy. Often it meant the accumulation of a much larger stock of implements than was necessary.

The establishment of a supply section with centrally located warehouses was the solution to the problems of supplying projects properly and economically with neat project buildings, selected construction equipment, implements, and project signs. A state warehouse located in Indianapolis, the most logical central point to serve projects on a state-wide basis, established a production and implement repair unit. These units built standard-section job shanties and garages which were easily erected or dismantled, and repaired implements.

ENGINEERING AND CONSTRUCTION

Implements such as shovels, picks, axes, and wheelbarrows were handled with greater efficiency and economy with the establishment of the supply section. This section also purchased dump trucks, load luggers, and other heavy construction equipment for rental to projects. The main value of supplying equipment in this manner was the flexibility of assignment to projects needing such equipment quickly. No attempt was made to meet the entire equipment need of projects through supply section ownership, the principal purpose being to acquire sufficient equipment to enable prompt

insisting that road or street sections be fully completed before new work was begun. Any work program using a preponderance of hand labor will attain much better results by following this unit method of construction.

The higher type construction projects, such as public buildings, sewer systems, water systems, airports, and hard surfaced roads, were all well received and were acknowledged to be outstanding contributions to the public welfare.

SERVICE

The nature of project operations ^{of} with the Division of Service Projects made it necessary to maintain a wide range of contacts with professional, welfare, and educational groups within the community. It was necessary to rely a great deal upon sponsor committees and to depend upon such groups to maintain close contact with those persons interested in helping improve project services. Since the services in several fields ran parallel to or supplemented similar work already being done in those fields locally, it was doubly necessary that close contact be maintained with a variety of interested groups in each community. ^{for} ~~the~~ most ^{instances} ~~part~~, the state supervisor made the necessary contact at the state level, and district and local supervisors functioned in a similar manner in their own communities.

Inasmuch as all project work undertaken was useful to the community, projects were appreciated in proportion to the extent that the community was informed of the service rendered. Local prejudice faded on such occasions when adequate publicity was given to project operations or when demonstrations of the effectiveness of projects in the community were made during pre-arranged days or weeks of public inspection.

RELATIONS TO COMMUNITY

Generally speaking, there was satisfactory local acceptance of the WPA program, ~~whether it worked with tools or with people~~. Some of the early criticism of the ineffectiveness of WPA labor, however, was justified. It resulted chiefly from the necessity for assigning masses of people to projects which no one had had time to plan well in advance.

An early operating difficulty which remained a problem until greater centralization of authority was established in the state office stemmed from the appointment of local project supervisors. Certain sponsors, influential individuals, and pressure groups were intent on their right to participate in the selection of project superintendents and other key project workers. A great many of the persons recommended were not qualified, either by experience or education, for the jobs. When the control of assignment of such persons was restricted to the state office, much of the local "pressure" was removed. The qualifications of all applicants were checked carefully and a policy maintained of not assigning persons to supervisory positions for which they possessed no qualifications.

ENGINEERING AND CONSTRUCTION

In operating street and road projects, a great deal of criticism was made, at first, of the slowness of progress. Some of the criticism was fair, for, in the anxiety to provide useful work for large numbers of persons, operations were undertaken over too large areas, with the result that, while reasonable progress was attained, it was not apparent to the public because of failure to complete units progressively. This situation was corrected by restricting work to smaller areas and by

the state. Such supervision by means of field trips to the district was successful in eventually straightening out misunderstandings, but was a slow and expensive method.

INSPECTION

At more or less regular intervals personnel from the state staff in both the intake and certification sections and the assignment and labor relation sections made visits to the district offices for the purpose of assisting in the mechanics of the operation of the district employment office. The intake and certification personnel also visited the local offices of the certifying agency to assist in the clarification of procedures.

Only occasional inspection of projects was made by persons responsible for assignment in the district offices. If the staff had been sufficiently large, and if time had permitted, it is reasonable to suppose that such project inspection to see work actually being performed on the projects would have been helpful in effecting proper coordination of the operating divisions and the Division of Employment.

SEPARATIONS

Separation of individuals from WPA employment because of improper conduct or improper work habits was made only after the worker had been given several chances. Other separations were made because of project reduction or completion, or because of the reduction of available funds. Most separations were completed in the district offices, but a few were made out by project employment officers, especially in those instances which called for the closing of entire projects or units of projects.

The most important records used by the Division of Employment were those having to do with the certification of ~~clients~~^{persons}, assignments, and separations. The certifying documents originated with the certifying agency and were forwarded to WPA for review and acceptance. After certification had been accepted, notification was sent to all relief agencies with whom the ~~client~~^{worker} had been registered. The assignment and separation documents, until late in the program, were awkward to handle, since they came in pad form. Later issues of documents were much improved, since they came in fan fold form, ready for use with the carbon already inserted by the manufacturer.

Another important form was one used for tabulating employees' past work histories so that necessary information could be placed on the worker's record card for use in making assignment. This form was used during interviews conducted by the certifying agency's personnel at the time persons applied for certification, with the hope that a complete picture of the person's employment possibilities could be obtained. The value of the information obtained during the original interview was uncertain because the social workers who interviewed applicants were not always properly qualified as occupational interviewers, and because the applicant often chose to give information concerning only that part of his work history which he thought would insure his immediate employment.

The many changes and revisions of employment procedures could have been explained and interpreted to the various district offices more satisfactorily if time and availability of personnel had permitted regular in-service training. Very seldom did all district offices arrive at the same interpretation of instructions. It became necessary to send state office personnel to the field to insure uniform interpretation throughout

assignment forms, separation forms, and correspondence relative to certified cases, all of which had formerly been kept in separate containers, were consolidated in a single folder in chronological order so that a complete and continuous history of the movements of each case could be readily reviewed. This consolidation was immensely difficult because it called for the inauguration of an entirely new filing system at a time when practically all project workers were affected by the eighteen months' continuous employment clause. The change in filing system was followed by a revision of the worker's record card and the installation of the electrofile system of card selection. This system of complete reference folders and mechanical selection for assignment remained in effect until the end of the program and represented a decided improvement over previous methods.

Other records were currently maintained, such as statistics indicating the number of cases in the certification process during any given period, the number of cases rejected by the WPA staff after processing by the certifying agency, and the number of, and reasons for, separations. There was also maintained a record of the number of cases currently being investigated, so that reports could be submitted as to the overall state need. Such information was helpful in formulating requests for funds and in the allocation within the state of such funds as were allotted.

A careful record was kept of assignments and terminations for the purpose of keeping within employment authorization limitations. The efforts made to conform as nearly as possible to the employment authorization granted the state kept both state and district staffs in periodic turmoil because of the necessity of dismissing or assigning workers in order to meet quota figures.

available for WPA employment made necessary many shifts in the methods of keeping records and handling documents. For instance, the 1936 Act provided that no aliens were to be knowingly employed. This ~~same~~ Act *also in actual need has not formally been* provided that persons ~~no longer necessarily had to be directly on relief rolls~~ *were* eligible for certification to WPA. Such provisions caused considerable additional work for administrative personnel in revising methods of record keeping. The Employment Division was, in fact, almost constantly in the process of revising and improving documentation and filing procedures.

Not until 1939 did the system used for the tabulation and posting of information and the handling of forms in reference files, though more or less similar, conform to a set pattern in all districts. Until this time the state Division of Employment had been acting in the capacity of advisor rather than supervisor. Instructions pertaining to employment practices were issued from the central office, but a certain leeway was permitted the state and in turn the districts in the application of these instructions. There had been some attempt to centralize and standardize practices during the latter part of 1938, but not until the end of that year was a concerted effort made to introduce a pattern to be followed by all district offices. At this time a comprehensive handbook of procedures was completed and released to the district offices to supersede the bulletin method of transmitting instructions. This was followed by field visits of state office personnel for the purpose of interpreting and assisting to place in effect instructions contained in the new handbook.

Late in 1939 additional streamlining of procedures in the handling of forms and filing of documents was effected. Certification forms,

labor relation problems became relatively insignificant.

Racial. Throughout the operation of the WPA in Indiana, the proportion of Negroes employed on the program was considerably higher than the proportion of Negroes in the total population. The Division of Employment received very few complaints charging discrimination against Negroes. On most projects they worked side by side with white men. Only on a few of the Service Division projects was it found necessary to refrain from placing Negro workers in certain locations, usually because sponsors refused to have other than white workers assigned.

Veterans. In the first Emergency Relief Appropriation Act of 1937 provision was made that veterans of the World War and Spanish American War who were in need of relief should be given preference in employment by WPA. Because of this preference the veteran without dependents found himself assigned or retained in employment, while the non-veteran priority member of a large family group was laid off or waited indefinitely for assignment to a project. Such situations invariably brought letters of complaint.

Individuals. Employment relations with individuals presented no unusual problem, aside from the voluminous amount of correspondence that it entailed and the time consumed in investigating and replying to individual inquiries.

There were a few chronic complainers who were misfits on whatever project they were placed. They were given consideration by the Employment Division far beyond that which they would have been given in private employment.

RECORDS

The changing provisions in the various Relief Acts which made funds

factor whereby workers on projects were to be paid at a rate not less than the minimum being paid for the same type of work in private employment in that locality. It was necessary to make a complete survey of the state and establish wage rates for various types of work in various locations. This action almost immediately resulted in labor relations problems. The unions in each locality demanded that the wage paid be the union rate. In many cases rates were established which were far in excess of what had been currently in effect for work on projects. Because of security wage limitations it became necessary to reduce the number of hours which men could work to the point where it was extremely difficult to prosecute work on a project with any semblance of efficiency. The high hourly rate paid to the skilled worker caused him to work much fewer hours per month than the 130 hour month worked by the common laborer, and naturally this was a source of constant irritation to the latter. Furthermore, after union scales had been adopted, there was a concerted effort by the business agents of the various unions to force WPA to give preference to union men under union scales. In some locations where the unions were strong and aggressive this was done, only to result in a further demand by the union agents that, after the required number of union men were placed on a job, the non-union workers be dismissed. This assumption on the part of union agents that the job had automatically become a union job was in contradiction to the purpose of the Relief Act, which prohibited such discrimination. Complaints were also received from ~~union members~~ union members not on WPA that the WPA worker on union scale made use of his free time to go out on the open market, where he violated his own union agreement and underbid other union men on work to be performed by private contract. As soon as the prevailing wage factor was abolished,

to try to obtain private employment, because the short hours and fairly high pay made them prefer to remain on WPA.

QUALIFICATION AND ASSIGNMENT

In the first months of WPA operation, assignments were more or less indiscriminate. An effort was soon made to rectify and to make more complete the information on the worker's ^{occupational} record ~~card~~ so that more emphasis could be placed on the qualifications of workers for particular types of jobs.

The issuance in the fall of 1939 of the first handbook to set out explicit rules governing employment proved to be a forward step in the organization. For the first time the operating divisions in the state office and in the districts received instructions tending toward uniform employment practices and clarification of job classification. Certainly any similar program which may be set up in the future should have job classifications for all types of employment set up before any attempt is made to put a program in operation, in order to avoid the innumerable controversies of the early days of WPA. Generally the system in effect at the time of liquidation of WPA, whereby jobs were definitely classified under various wage ^{rates} scales with provisions that workers be assigned a given number of hours in a given period, was effective and workable. It is important, however, that careful analysis be made of the rate of pay established for various classifications to avoid having a certified worker on a project earning more than he could obtain by the same employment in private industry.

EMPLOYEE RELATIONS

Union. The Relief Act of 1936 put into effect a prevailing wage

REQUISITION

The issuance of requisitions for workers was the responsibility of the operating divisions, and the responsibility of filling such requisitions with qualified persons was that of the employment division. Originally there was no uniform guide for the classification of workers, as in many instances the worker's record cards did not reveal a full or true work history and also the number of persons available with special skills was reduced as the program proceeded. As a result, there was a natural tendency on the part of the project supervisors who wrote requisitions to personalize them. The operating division reasoned that it would be more efficient and more economical to have returned to the project persons who had had project experience in given types of work rather than to accept new people whose skills were untried. ~~All through the program there was constant division of opinion as to the relative emphasis which should be placed on need and on ability.~~

Another operating difficulty which was never entirely adjusted to the satisfaction of the Division of Employment was the natural tendency of the project supervisor to ask for reclassification upwards of his better workers, even though the granting of such a request might mean that the worker was working out of classification. For instance, a laborer who had never had any experience in carpentry might in the course of his work handle building materials. On the basis of this slight acquaintance with lumber or other building materials, he might be recommended for reclassification as carpenter. The mistake would not be corrected until the man was later assigned to some other project as a carpenter, where his lack of qualification immediately became evident. These reclassifications of workers sometimes tended to make them unwilling

to enforce current registration with the USES, or to separate from WPA those persons who failed to register. The USES was not in favor of registration every thirty days, because such work interrupted their other activities.

Among the clauses that were written into various Emergency Relief Appropriation Acts which caused the greatest additional burdens to be thrown on the Division of Employment, were those which called for review of need and for the lay off of those workers who had had eighteen months' continuous employment. A review of need was first made in 1936. It was very costly and resulted in comparatively few cancellations. It served a useful purpose, however, by helping keep before the public the fact that the WPA was basically a relief program.

The laying off of WPA workers who had had eighteen months' continuous employment began in the fall of 1939. The major portion of the certified load was affected by this provision of the Relief Act. Even before their thirty day waiting period had elapsed, they began to deluge the Employment Division with letters requesting speedy reassignment. The Employment Division, unfortunately, was not sufficiently well staffed so that individuals could be reinvestigated, recertified, and reassigned within a short period of time.

Although the eighteen months' continuous employment ruling achieved some of the good intended by the Act, it was felt that the same results could have been achieved much more economically if the Employment Division had been authorized to introduce a plan ~~of work rotation~~ ^{in which} ~~Under such a~~ ^{plan} it would be one of the functional responsibilities of the assignment section to observe the length of time that a case had been certified or awaiting assignment when placing persons on a project.

supplying the ISES with copies of WPA assignment ^{documents} ~~records~~ was discontinued. ^{than} ~~It was during this same period that~~ the ISES turned over to each WPA district office a block of identification numbers which they had assigned to registered ^{workers.} ~~clients.~~ These identification numbers were thereafter used by the WPA employment staff. The employment service remained in the picture, however, throughout the life of WPA because of the requirement ^{that each certified worker must be registered} ~~that certification be contingent upon registration~~ with ISES. To effect the necessary coordination between the two offices, the WPA certification procedure was revised about a year after the inception of WPA to include on each certification document the primary and secondary occupational classification and identification number.

The functions of the ISES, insofar as its relations with WPA were concerned, were taken over by the United States Employment Service in January, 1941. During practically the entire life of the WPA program one of the major employment requirements was that certified ~~clients~~ ^{persons} maintain current registration with the USES. A later requirement which was introduced at the time of the establishment of the Division of Training and Reemployment was that after WPA employees had received training, the USES should make note on their file cards of such training, ^{supposedly} ~~so that they could be referred more quickly to private employment.~~

At no time throughout the life of WPA was there satisfactory co-operation between the two agencies. Current registration with the USES was a matter receiving only sporadic attention. It was evident that the certified WPA worker did not receive equal consideration with other unemployed persons in the matter of referrals to private industry. Several attempts were made to achieve a better working relationship, but not until very late in the program was any workable procedure instituted

Certifications during the early months of the program ~~were made~~
~~only in proportion to the funds available for assignments~~ ^{when} ~~were being issued.~~ This method
 resulted in so much confusion and delay that it was soon found necessary
 to remove such restrictions on certification and make all certified cases
 available for assignment at such times as requisitions could be honored.
 Such a plan allowed for a backlog of available persons without making it
 necessary to wait for certifications to meet current requisitions. It
 also had the advantage of presenting a much truer picture of the relief
 situation.

The Indiana State Employment Service played a part in the operation
 of WPA in the early months. That organization received ^{copies} ~~many~~ of ~~the~~ all
~~certification documents,~~
~~[certifying material informing them of the cases which had been certified.]~~
 This information permitted the ISES to give preference to certified persons
 in making referrals to other public agencies or programs. This agency
 was also authorized to make original assignments of all newly certified
 cases to the WPA program. This procedure proved very unsatisfactory,
 since it necessitated a duplication of files, and restricted WPA activity
~~only~~ to reassignments of previous cases. The WPA employment service
 sent requisitions for workers to the ISES office, where assignment documents
 were issued and routed through the various channels necessary to maintain
 control. Although this procedure ~~[supposedly]~~ remained in effect for approxi-
 mately a year, it was not adhered to strictly by the WPA assignment section,
 which gradually proceeded to make its own original assignments.

This change in procedure tended to become permanent when the ISES
 began to concentrate its efforts ^{on} ~~in~~ making placements in private employ-
 ment. ~~Shortly after this time~~ ^{on} arrangements were completed whereby WPA
 assumed the responsibility of making all assignments and the practice of

staff were taken over on WPA pay rolls, being replaced gradually by other individuals who remained strictly field supervisors on the GCUR pay roll. The duties of these persons who came over on the WPA pay roll in connection with intake and certification covered such functions as review of cases submitted, answering correspondence, and requesting certification information.

During this period there operated in the district offices a section of administrative staff called the Assignment and Labor Management Division. In this section were kept the worker's record cards used as a basis for assignment. The need for training of this staff was immediately recognized and certain individuals from each district office were sent to the state office where they received intensive training in methods and procedures to be followed in classifying workers in accordance with their work experience. A code method of classifying individuals in occupational categories was placed into effect through the use of metal tabs on the worker's record cards. A classification card with the code system attached was made out for each adult member of the family. Thus there were placed in the files several times the number of record cards necessary to accomplish the assignment of a worker from each family group. In some cases ~~the secondary member of the family~~ the priority worker in the family had part time employment, whereupon a second member of the family group was given an assignment. This unfortunate condition was soon relieved with the withdrawal of all secondary members of family groups from the files. A worker's record card was maintained only for the priority worker in each family group. Only when it was established that such priority person was physically unable to accept assignment was a secondary member of the family established as the priority worker.

by the Cincinnati field office. The weekly employment count, reports of physical accomplishment, production reports of scrap collections, and reports of administrative earnings were left to the state office, where the statistics section was merged with the newly established project control section. This latter section also took over the duties of the former personnel and budget units, in addition to part of the duties of the former office service section.

EMPLOYMENT

During the first few months of operation of the WPA, project assignments were made from among those individuals who had been certified in the past for FERA employment or by the direct transfer of workers from operating FERA projects.

During the early months of the WPA program a tremendous effort was made by the Employment Division to employ the people who were in greatest need and in numbers as large as available funds would permit. Only minor importance was placed on vocational qualifications of the workers or on their physical fitness. This procedure was not illogical at the time because the projects which were available for operation did not require skilled workers. Large numbers of men were assigned almost overnight to projects which had been written hurriedly with only the most sketchy planning.

During this early period, the investigation of cases applying for certification was still carried on by the same county staffs that had been employed by the FERA and under the supervision of GCUR field representatives of the state office. Many of the field supervisors of the certifying

With the inauguration of WPA, an entirely different approach was made to the reports and statistics problem. With minor exceptions, all reports and analyses were prepared in the Cleveland area office, which serviced Indiana, Kentucky, and Ohio. From each of these states copies of such pertinent documents as pay rolls, invoices, reports of sponsors' contributions, and reports of physical accomplishment were sent to the Cleveland office, which at one time employed over six hundred persons in servicing the WPA and certain other agencies. Appraisals of results under this procedure were controversial. Uniformity of reports throughout the country was achieved, but at considerable cost and with alleged sacrifices in accuracy.

Official recognition of the fact that the area statistical offices had grown to unwieldy proportions was made in December, 1937, when they were abolished and a statistician appointed in each state. From that date on, reports and statistics were no longer under the control of the Division of Finance, the state statistician being accountable directly to the state administrator. In the beginning the duties of the statistician were mostly advisory, since actual preparation of reports was made by existing staffs of the various operating divisions.

Reports prepared in the office of the state statistician embraced the whole field of WPA operation, covering the work of all divisions. The principal reports were those based on the weekly employment count, financial data, physical accomplishment and recording of production, and economic and unemployment conditions within the state. Tabulation methods involved the use of punch card equipment, peg-rail installations, and hand tabulations.

In October, 1942, many of the prescribed reports were taken over

information already compiled by the state Division of Finance, except that the latter compilation was not in a form readily usable by the operating divisions. Satisfactory control of project funds was not established until after the centralization of finance functions in the state office. Inaccuracies and guess-work were eliminated when a document showing the exact status of project funds, prepared by machine in the state office, was forwarded at regular intervals to each project.

Cost systems were long a controversial subject insofar as WPA was concerned, since it was generally recognized that it was unfair to compare WPA unit costs with those of private contractors. Nevertheless, costs had to be kept in some manner for a proper control of project operations and to provide a basis for estimating the cost of proposed work. Lacking specific instructions, project personnel, on many types of WPA projects, developed cost records on individual projects which were not uniform with cost records on other projects. To correct this fault, a uniform procedure, simple and flexible, was devised in the state office and made mandatory for those projects where cost records were practical.

REPORTS AND STATISTICS

Under the FERA, most source data for reports had been gathered by report and pay roll clerks located in each county, working under the technical supervision of traveling auditor-statisticians. Tabulations and summarizations required for the preparation of Washington reports were made by the state statistician of the GCUR, who employed a force of statistical clerks for that purpose. This system of reporting was continued as long as there remained persons on FERA work projects, which was seven or eight months after the advent of WPA.

district offices, field audit and inspection was carried on by supervising timekeepers working out of the district offices, and by two field examiners working out of the state office. After the centralization of the Division of Finance, the area supervising timekeepers continued in the field, their title eventually being changed to area project examiners. A comprehensive system of audit and inspection was evolved whereby the area project examiners, under the direction of the state examiners, made regular inspections of all projects in their areas, and filed weekly reports with the state office. The scope of this audit and inspection was broad, since it covered all expenditures of federal funds, involving timekeeping for individuals and for rental equipment, the purchase and disposition of tools and materials, and examination to determine whether the work done was within the scope of the project authorization. As in the case of compensation, the employment of qualified area project examiners, properly supervised from the state office, is believed to be the best method of handling audit and inspection.

FISCAL CONTROL

Shortly after the beginning of the WPA program, it became evident that existing controls of project funds were not adaptable to the needs of the operating divisions. Since these divisions were responsible for keeping project expenditures within authorized limitations, they were compelled to develop and maintain their own controls. The controls which were devised for providing current information relative to the status of project funds and transactions were, from an accounting standpoint, extremely unorthodox and lacked any semblance of uniformity among districts. In effect, these controls represented a duplication of

the figure for liquidation purposes. Furthermore, there was no possibility of the pay roll and personal earnings records being out of balance.

COMPENSATION

During the early months of the WPA program, supervision of compensation functions was placed in the Division of Labor Management, both in the state office and in the district offices. With the merging of the Division of Labor Management and the Division of Intake and Certification into the Division of Employment in the spring of 1936, responsibility for compensation in each district office was given to a compensation clerk working under the supervisor of finance, although state supervision was under the Division of Employment. In the summer of 1937 all compensation responsibilities were vested in the Division of Finance, both on the state and district level. During all of this period, death claims were handled in the districts separately from other compensation matters, and were under the jurisdiction of the Division of Finance. Upon removal of finance functions from the district to the state office, compensation was placed under a state compensation officer responsible to the director of the Division of Finance, who employed traveling adjusters to carry on the work in the field. Later much of this traveling was eliminated by making area project examiners responsible for checking and forwarding the forms prepared by project timekeepers. The latter method of control proved quite satisfactory, and it is believed that, given adequately trained project and area personnel, no other field supervision would be necessary.

AUDIT AND INSPECTION

During the period when finance functions were localized in the

PAY ROLLS

Prior to the consolidation of finance functions in the state office, pay rolls were prepared in the district offices and forwarded directly to the disbursing office. These pay rolls were typed from time reports after necessary extensions and checks had been made. Although it represented a marked improvement over the method used under FERA, the system of preparing pay rolls in district offices resulted in heavy peaks and valleys, with accompanying delay in payment to the worker, despite all attempts to smooth out the flow of documents by staggering pay roll dates in the several counties. A notable improvement was made when the work was centralized in the pay roll section in the state office in 1937. The improvement was due in part to the smoother flow of documents possible when dealing with ninety-two counties, and in part to economies possible in the actual preparation because of centralized supervision. Later procedures, which established uniform pay ending dates for state-wide projects in all counties, further smoothed the flow of time reports into the state office.

The personal earnings record for each employee, in a sense a by-product of the pay roll, was kept in both the district and the state office. Consolidation eliminated this dual record keeping, but the posting from the pay roll remained a laborious and costly procedure until the installation of the Underwood Elliott Fisher pay roll machines in the summer of 1941, when personal earnings cards were machine posted at the time of the typing of the pay roll. A further advantage accrued from the installation of these machines in that it was no longer necessary to total the postings to the individual earnings record in order to check against the total pay rolls, since the machine automatically accumulated

timekeepers, who were later called ~~area~~ project examiners. Training of timekeepers in their exacting duties was accomplished by meetings and by personal instruction, aided in later years by a comprehensive timekeeping manual which gave detailed instructions on the preparation of time reports, personal service and equipment, and compensation documents.

Early in the program time cards for each project were prepared in the district offices, showing the name and pertinent data for each person assigned to the project. These cards were forwarded to the project at the beginning of the period and returned to the district office at the end of the period with the hours worked entered thereon. After the time cards had been audited, the prescribed time report was typed in the district office. Later the complete preparation of the time report was transferred to the project level, and the use of the time card was confined to units of large projects.

The actual work of timekeeping on the project involved a physical check at least four times a day. A system of marking was devised which indicated opposite each individual's name his presence or absence at the time these checks were made. Thus at any hour the time sheet revealed the amount of time worked by an employee from the beginning of the period to the hour when the last check was made. Pay rolls were prepared from the time sheets, at first in the district office and later in the state office.

Since certain types of projects, notably adult education, required persons to work as individuals rather than in groups, an individual time card was provided for each of these workers. These time cards were transmitted to the project timekeeper for entry on the time report.

Material Encumbrances. Throughout the life of the program encumbrances for material purchased were handled on an individual liquidation basis. The only significant change in this procedure was at the time the district controls were eliminated.

Labor Encumbrances. By far the greatest volume of finance work was that occasioned by time reports and their accompanying documents. Particularly burdensome was the estimate of the labor encumbrances necessary to cover labor on the project during the ensuing period, which was forwarded to the state office from the district with the time report for the current period. In the larger district offices preparation of the encumbrances for the ensuing period and the liquidation documents with their over-and-under adjustments, each constituted a full time job for a clerk. This system was continued for some time after finance functions were consolidated in the state office.

Substantial economies in personal services, supplies, and equipment were effected when the procedure was changed to permit preparation of an estimated blanket encumbrance for the month to cover all projects in the state. This permitted liquidation of the exact amount of the time reports without the preparation of a liquidation document for each, since liquidation could be made from the total of all pay rolls in the state and only a single encumbrance adjustment was necessary.

TIMEKEEPING

Timekeeping on WPA projects was always a responsibility of the Division of Finance, even though the person who kept time had other duties under the jurisdiction of another division. Field supervision of timekeeping was one of the principal duties of the area supervising

it was possible to prepare pay rolls more expeditiously and at the same time post personal earnings records. These installations made it possible to release a large number of persons in the division.

No further changes of material importance occurred in the organization of the Division of Finance until October, 1942, when most financial duties were transferred to the field office in Cincinnati, Ohio.

ENCUMBRANCES

In the period from July, 1935, to late 1937, prior to the consolidation of finance functions in the state office, duplicate sets of encumbrance controls were maintained in the state and district offices in addition to the memorandum records kept on projects. Such dual control served no good purpose and was a constant source of annoyance because of the difficulty of keeping the controls in step. The centralization of finance functions in the state office in December, 1937, eliminated this difficulty, since it was relatively easy to balance encumbrance records in the state office with those on projects.

Equipment Encumbrances. Early in the program encumbrances for equipment rental covered the entire contract period, but purchase orders were processed in advance for each month's requirements. Adjustments were required at the end of the month to reflect the actual amount of each invoice. Much superfluous clerical work was eliminated when later procedure provided for the issuance of purchase orders covering several months or, in some cases, the life of the contract. This provision reduced greatly the number of purchase orders and the number of adjustments necessary, at the end of the period covered by the purchase order, to bring the encumbrance into agreement with the amount of the invoice.

timekeeping, inspection and audit of project records, compensation, and investigation to determine whether the work being done at the project site was within the scope of the Presidential letter authorizing operation.

In December, 1937, the title of the division was changed from the Division of Finance and Statistics to the Division of Finance, as a result of the liquidation of the area statistical office and the appointment of a state statistician. (For some time the actual preparation of statistical reports was done by the division involved under the technical supervision of the statistician. Later a statistics section was created within the Division of Administration.)

In October, 1938, a revolving fund known as the supply fund was created to acquire and distribute materials and equipment purchased for project use. The property accounting officer and staff were under the jurisdiction of the Division of Finance, although paid from funds allotted for supply section operation. The creation of the supply fund resulted in the abolition of the former tool and equipment section.

Toward the end of 1939, the adoption of a uniform state administrative plan on a national basis required that the Division of Finance be represented in each district office; whereupon a district finance officer, whose duties, in this state, were somewhat nebulous, was appointed.

During 1939, when the attitude of the central office regarding the use of labor saving office equipment was liberalized because of the curtailment of administrative funds, analyses of WPA accounting requirements were made by a number of companies specializing in bookkeeping equipment. As a result, four Burroughs bookkeeping machines were installed in December, 1939, to take over all project ledger posting. In December, 1941, four Underwood Elliott Fisher machines were installed, with which

of administration in Indiana, as shown by the fact that the number of districts was first reduced to nine, then to six, then to five, then to four, and finally eliminated altogether in the summer of 1942. This gradual consolidation and final elimination of districts is illustrated in Charts V to IX at the end of this report.

This early trend toward centralization was carried to its logical conclusion by the Division of Finance and Statistics (so renamed in February, 1936), when in December, 1937, a complete centralization of all finance functions in the state office was achieved. The economy of centralization became immediately apparent. With ninety-two counties involved, an even greater degree of flexibility in staggering pay roll ending dates was obtained than was possible when county units were enlarged to districts. The uniformity in the flow of documents, coupled with other economies, made it possible to perform all finance functions in the state with a staff forty-three per cent smaller than that formerly required.

Two major sections were set up in the state office -- the voucher section and the pay roll section. A tool and equipment section and a compensation section were also established. All finance activities concerning fund and project control were centralized in the voucher section. Ledgers were maintained by county and by project, to which were posted all encumbrances and liquidations as reflected by such documents as pay rolls, requisitions, and all documents on sponsors' contributions. The pay roll section received time reports directly from the field and prepared pay rolls for all project employees in the state. Finance functions outside of the state office, performed by area finance officers under the supervision of three state field examiners, included

at the close of each pay period, which meant an over-staffing during the intervening periods.

When the WPA was inaugurated in July, 1935, eleven administrative districts averaging eight counties each were established, in recognition of the difficulties inherent in the county setup. The consolidation of several counties within a district and the staggering of their pay roll ending dates overcame, to a large extent, the wastefulness of over-staffing to meet peak load requirements. District supervisors of finance and reports were appointed, who were responsible for control of funds within the district. They also assisted individual projects in the maintenance of suitable registers, control of equipment contracts, tools and machinery, preparation of pay rolls, posting of individual earnings records, and supervision of compensation. In addition, they performed personnel and office service functions, maintained complete files of assignment documents for use in checking time reports, and directed the preparation of various administrative financial and statistical reports.

In addition to the district offices, area offices were established within each district to bring control closer to the project level. The Division of Finance and Reports was represented in the area office by area supervising timekeepers.

It was soon found that the division of the state into eleven districts resulted in inequitable loading because of the difference in economic conditions within the districts. The maintenance of a full administrative organization in those districts with a small certified load was wasteful. Furthermore, the unwieldy number of districts made it difficult to maintain uniform standards of performance throughout the state. Because of these facts there was a constant tendency toward centralization

FINANCE

In formulating the organization plan of the WPA Division of Finance, originally known as the Division of Finance and Reports, due consideration was given to certain inherent weaknesses which had developed in the operation of the finance unit of its predecessor, the FERA. The latter program was administered in Indiana by the GCUR on a county basis, in the following manner. Finance functions such as pay roll preparation, posting of project ledgers, control of funds, preparation of reports, and posting of individual earnings records were supervised by a pay roll clerk responsible to the county work director. In addition to his finance duties, the pay roll clerk supervised employment functions such as assignment, transfer, reclassification, and termination of workers, and the care of case folders. He was also responsible for the preparation of project applications and material requisitions, and for performing certain services for the social workers. Other reports covering food and clothing distribution by township trustees were prepared by a commodity distribution clerk and a report clerk. A measure of uniformity and control throughout the state was secured through the employment of ten field auditor-statisticians working under the joint direction of the director of finance and the state statistician.

The individual county setup was unsatisfactory from an administrative standpoint since there was a wide disparity in case loads, even between adjacent counties, which made it difficult to prevent over-staffing in some counties and under-staffing in others. In addition, the county unit required the maintenance of a staff sufficient to meet peak demands

where there were shortages of building-trade workers. These are examples of how cooperative and intelligent planning made it possible to obtain the maximum amount of valuable public facilities from the labor and funds available.

SERVICE

Defense Health and Welfare. Early in the history of WPA it was found that a sizable proportion of the persons certified as in need of work were women, most of whom were the breadwinners of the family. In order to meet their need for work quickly, sewing projects were written, sponsored mainly by the township trustees from whose relief rolls the women were removed when assigned to a sewing project. During the life of WPA no other project was devised which permitted the mass assignment of women workers so easily or satisfied township trustees so well as the sewing project. However, it was not possible to employ all the women who needed work on this project. The planning section, mentioned above, after contact with various community agencies, recommended and developed other types of projects, which are discussed later in this report.

War Services. The activities of the War Services Project, originally a part of the Women's and Professional Division, were generally planned to provide such cultural services as could be rendered by professionally trained and skilled "white collar" workers wherever there was a need for such programs in a community and wherever qualified certified workers were available. Original plans provided for the development of several major cultural programs, including adult education, recreation, clerical, and museum aid. Later there was an expansion of fields of activities to include many other projects.

ENGINEERING AND CONSTRUCTION

A majority of the FERA engineers and construction superintendents who were taken over by WPA had sufficient experience to enable them to carry on construction work with a minimum of pre-planning during the first few months.

The first projects approved and operated under the new program were for a continuation of public work under construction on the FERA program. These projects covered county road work, city street improvements, construction of schools and other public buildings, and construction of sewers. While they did not provide adequately for the employment of all workers in their usual skills, they did provide a means of putting a large number of unemployed to work immediately, and, considering the magnitude of the job, supplied work for a larger number at their usual skills than had been thought possible.

As stated previously, however, this situation was gradually remedied through the installation of the project planning section. Efforts at planning projects for local material utilization were particularly effective, not only from an employment standpoint but also as a means of supplementing federal funds for materials, as well as sponsors' funds. In the stone belt, where practically all skills were related to fabricating stone, many useful buildings and sewers were constructed of stone. In rural areas the production of aggregate for road construction provided some skilled work and helped conserve funds without adversely affecting private industry. In coal mining areas miners were used effectively in building sewers by the tunnel method, which, while not utilizing local material, did keep these people occupied on work with which they were familiar. Utilization of architectural concrete design for buildings also permitted construction

development of projects of a diverse type. Through the cooperation of the staffs of the district operating divisions and the county officials, projects were developed which provided in some degree a much needed reservoir which could be adjusted to the employment needs.

As the work program developed, it became apparent that a centralized planning department was necessary to analyze employment needs and to establish projects to meet fluctuating demands. A planning section was established in the state office to study state-wide employment needs from records provided by the employment division and the state statistician, and to maintain an adequate reservoir of projects. This involved the following functions:

1. To determine the types of projects needed.
2. To maintain a state master plan of operations.
3. To maintain a state master register of projects.
4. To advise sponsors in counties, by letter and personal contact, when more projects were needed.
5. To provide technical assistance to sponsors in the preparation of project applications.
6. To prepare and distribute instructional series of bulletins on project eligibility to sponsors, district, and other field staff.
7. To establish standard project application procedures.
8. To make field inspections of proposed projects to determine their eligibility and validity.
9. To hold regular district meetings for education of field personnel and to review program eligibility requirements.
10. In the Division of Engineering and Construction, to provide engineering review of plans, specifications, and cost estimates to determine structural stability and accuracy.
11. To interpret new regulations received from the central and regional offices by informational bulletins or district meetings.

The operation of this section proved effective in providing the necessary planning and control of the program and is recommended as an essential component part of any future public work program.

failed to adjust the subjects and methods to the level of the project workers. In 1942, when WPA employment was falling rapidly, the state supervisor and the district supervisors of training were transferred to other positions, and their former functions were transferred to the education program.

A different kind of training program came into being at the time of the establishment of the Division of Training and Reemployment, which is discussed in another section of this report.

PLANNING

The transition from the FERA program to the WPA work program was accomplished so quickly that preparation of diversified projects and adequate training of project supervisory personnel were not possible at the start. Some alleviation of the difficulties was obtained through the utilization of the administrative officers and supervisors from the FERA program as a nucleus for the administrative staffs in the eleven district offices. These experienced persons were located advantageously in those areas with the most difficult unemployment problems.

During the first weeks of the program, because of the urgent need to put people to work as quickly as possible, there was little opportunity to assign workers to jobs involving their usual skills, despite the fact that preservation of these skills was one of the objects of the program. Experience soon indicated that the types of projects developed for an area should reflect the types of skills and the materials available within the area. The wide range of skills and the materials found in the industrial, coal mining, quarrying, and agricultural areas required the

were set up for many local communities on a weekly, bi-weekly, or monthly basis, usually depending upon whether the communities were urban or rural.

Training within the Division of Engineering and Construction was normally less intensive and, as a rule, was restricted only to such activities as required technical instruction in administrative procedures and project operations.

As operating standards became higher, and as more trained WPA workers entered private employment, it became more necessary to provide basic training for the remaining workers. This need resulted in the setting up of a training program for all WPA employees, to which a state training supervisor, charged to the adult education project, was assigned in March, 1941. He, with the assistance of district supervisors of training, was responsible for the coordination of the training of all WPA employees, including supervisors and certified workers. Attempts were made to give workers training in attitudes so as to improve their performance on projects and to better their chances of securing private employment. Specific job training was also provided. The extent of this training program was affected by the nature of project activities, the number and type of personnel employed, and the location of the projects. A more or less regular in-service training program was maintained constantly, especially in the larger cities and on projects employing a majority of professional and skilled workers. Such training was provided on project time. Reports of activities were submitted to the district offices and to the state office.

In these in-service training meetings, the discussion method was used extensively. Such conferences were successful on the supervisory level but broke down somewhat on the project level when supervisors

state safety section, which operated under the Division of Engineering and Construction but which was responsible for the conduct of the safety program for all WPA projects and activities within the state. It was responsible for safety inspections, and a regular system of safety reports, educational posters, and safety meetings. A statistical control system was maintained, which gave each district and area its standing in relation to other districts and areas. This was found to be effective in the reduction of accidents.

IN-SERVICE TRAINING

Originally in-service training was the responsibility of project supervisors. The extent of this training varied considerably according to the nature of the project and the type of personnel employed. In 1936 and 1937, a pioneering foremanship training program was set up. As early as 1938, the state office prescribed that district staff meetings be held regularly, at least twice a month.

It was natural that the need for training of supervisors and project workers was felt most acutely within the Division of Service Projects. The most intensive pre-service and in-service training programs were developed on the nursery school and adult education projects. The former project provided a regular three-weeks' pre-service training for all newly assigned teachers in a well equipped demonstration and training center. Follow-up in-service training was also provided. The adult education project conducted several state-wide training institutes, held during the summer, usually for a period of three weeks, and held usually at one of the state universities. Other state and district-wide training programs were also established. Regular in-service training programs

were set up to show the location of correspondence held for future action. An out-card system showed the whereabouts of correspondence removed from the files. All material designated for central files and that requested released was expedited by an hourly messenger service.

PUBLIC RELATIONS

The Division of Public Relations, which was one of the original eight divisions of the state office organization, was short lived. From 1937 on, a limited publicity service was provided by the state administrator, who was responsible for furnishing the public with information concerning the WPA organization and its operation. Such information was supplied on request to educational institutions, civic, trade, and professional institutions, editors, writers, teachers, and other interested groups. This service was of some assistance in making the various communities of the state aware of project activities and in simplifying public relations problems. This administrative function was for a time placed in the hands of an information section (as shown in Chart III). The information section also assisted projects in the preparation of publicity releases.

Division heads and state supervisors did much to establish satisfactory working relations with professional groups at the state level. Local supervisors were relied upon to make most of the contacts with local co-sponsors. In many instances sponsor committees, set up on state and local levels, were helpful in promoting state and local publicity.

SAFETY

The development of safety consciousness was the function of the

when Mr. John K. Jennings assumed the duties of state administrator, the accumulation of records within each division had grown to alarming proportions, and their lack of accessibility was rapidly becoming a difficult problem because of non-standardized filing systems within divisions. The new state administrator established, under the direction of a state supervisor of files and records, a filing system which made easily and immediately available to administrative officers in all divisions a complete central file of documents, the more important ones cross-indexed.

This central file unit processed all material according to active and intermediate status. The active file included all documents of the current fiscal year, the intermediate file all documents for the six months previous. Every six months the intermediate files were retired, the most important documents among them for microfilming. Current and intermediate files were color-labeled to identify each division, subdivision, and subjects in five major file sections: administrative, general, employment, procedural, and projects. The administrative section was filed according to name, in alphabetical order, with current filing forward; general files according to name, with numerous subject files throughout the section; employment, by name in alphabetical order; procedural, according to designated division⁷, in numerical order; projects - the major section - on the basis of individual project files in county order, and work projects in numerical order, with recurring reports and forms filed in specified folders, and correspondence according to origin. A series of project reference registers were maintained to enable the identification of all projects according to description, and work project, official project, and state serial numbers.

The central file intake system included all departments except compensation. All materials were date-stamped upon receipt. Intake cards

Assistant director of finance

State examiner (one or more as dictated by the size of the program) representing the state director in the field.

State compensation officer

Chief of the voucher section (in charge of pay roll preparation, earnings records, and clearance of travel vouchers)

Chief of accounts section (in charge of fund controls, project registers, and encumbrances other than pay roll)

State property accountant (responsible for records of federal equipment, materials, and tools for the entire state)

The state Division of Employment comprised an executive section, an intake and certification section, and an assignment and labor relations section.

The activities of the state Supply Section included responsibility for the acquisition, storage, issuance, maintenance, and disposition of property under the rules controlling the supply fund account.

OFFICE MANAGEMENT

The original administrative organization of the state WPA office, inherited from FERA, included a Division of Personnel and Office Management. This division was abolished in August, 1937, and its functions transferred to the Division of Administration in the person of the assistant state administrator, later known as the deputy state administrator.

RECORDS AND CONTROL

The keeping of records and the establishing of an adequate system of record control were originally considered functions of each of the divisions established in the state administration. By April 1, 1937,

of construction projects was given the district director, the state director maintaining an instructional, advisory, and technical line of authority. Placing of operating responsibility in the district director permitted maintenance of effectual administrative relationships at this level.

The Division of Service Projects, established under that title in the fall of 1942, was originally established as the Division of Women's and Professional Projects in 1937. Between those two periods it was known successively as the Division of Professional and Service Projects, the Division of Community Service Programs, and the Service Division. In July, 1942, when all districts were eliminated and the state was divided into three areas, the two sections of the Service Division were known as the Defense Health and Welfare Project and the War Services Project. Each section was in charge of a chief, an administrative appointment. Under each chief were the state supervisors of the phases of projects, and a staff of field, district, and local supervisors. The Defense Health and Welfare Project comprised four programs: feeding (including food preparation and serving, food production and preservation, housekeeping aide, and commodity distribution); clothing; health (including institutional service and health-clerical); and child protection (including all services for pre-school children formerly operated as nursery schools and play schools). The War Services Project included three programs: education, clerical, and recreation, which, in turn, were broken down into several phases discussed later in this report.

Under the supervision of the state director, Division of Finance, and directly accountable to him, were the following:

August, 1937, was as follows:

Division of Administration	55
Division of Finance and Statistics	89
Division of Operations	28
Division of Women's and Professional Projects	17
Division of Employment	6
Division of National Youth Administration	<u>30</u>
Total	225

The near-final administrative setup, representing the most workable organization plan, was in force with only minor changes from July 1, 1942, until the liquidation of WPA in 1943. (Chart III shows this administrative organization, including its extension to the district.) As of September 30, 1941, the state office administrative personnel was divided as follows:

Division of Administration	59
Division of Finance	69
Division of Operations	38
Division of Training and Reemployment	2
Division of Employment	10
Division of Community Service Programs	<u>11</u>
Total	189

The final administrative organization shows several changes of title, and the addition of a Division of Supply, which, however, never really functioned as a division in this state. Under this setup there were six major divisions, as follows:

Office of State Administrator

Division of Engineering and Construction
 Division of Service Projects
 Division of Training and Reemployment
 Division of Finance and Control
 Division of Employment
 Division of Supply

Divisional Administration. The state Division of Engineering and Construction was originally known as the Division of Operations. At the time the program started, the division was organized into four sections:

administrative, project control, requisition, and camp management. The project control section processed project applications, maintained records pertaining to project operations, and allotted project funds to district offices. The requisition section processed all requisitions for material, equipment, supplies, and services submitted by projects. The camp management section directed the business affairs and project work of camps which had been taken over from the Transient Service Program. (Most transient camps were closed within the first six months of operation because of the large number of worker check-outs.)

The state director and his assistants, at the start of the program, attempted to maintain direct divisional supervision of district and project operations through the use of field representatives working out of the state office. As the program developed, it was realized that a coordination of inter-divisional relationships at district levels was necessary to prevent duplication of authority, conflicting instructions, and overlapping of functions. Recognition of these facts led to a final divisional organization consisting of a state director, assistant state director, state construction section, state planning and control section, and state safety section, in the state office; a district director, district ~~con~~struction section, and district planning section, in the districts. The construction section was responsible for field inspections of projects and maintenance of standards of supervision and construction. The planning and control section was responsible for the establishment of appropriate engineering standards and specifications and the planning of project activities. The safety section was responsible for the conduct of the safety program, not only on construction projects but on all projects within the state. The direct responsibility for supervision and operation

Executive Department, including administrative control	16
Division of Finance and Statistics	38
Division of Operations	45
Division of Employment	14
Division of Women's and Professional Projects	18
Division of Personnel and Office Management	68
Division of National Youth Administration	<u>28</u>
Total	227

By the end of April, 1936, the executive department and its assisting administrative control section had been fused in a Division of Administration. Operating under that Division of Administration were the same divisions which had operated in February, 1936, with the exception of the Division of Personnel and Office Management, which also was absorbed into the Division of Administration. This administrative organization employed 235 persons. (Chart II shows the state office organization as of April, 1936, March, 1937, and August, 1937.)

The organization chart of the state office remained the same until July 1, 1939, when the National Youth Administration ceased to be a division operating under WPA. On April 1, 1937, when Mr. John K. Jennings was made state administrator, the state office administrative staff showed an employment list of 231 persons distributed as follows:

Division of Administration	81
Division of Finance and Statistics	49
Division of Operations	37
Division of Women's and Professional Projects	26
Division of Employment	7
Division of National Youth Administration	<u>31</u>
Total	231

By August 15, 1937, although many operating economies had been introduced, the total number of persons employed on the state administrative staff was not much changed because of the addition of many new functions. The employment breakdown within the state office administrative staff in

toward the state centralization of functions was accompanied by considerable opposition by sponsors, ~~and even by WPA administrative persons.~~ Officials in communities in which district offices were located opposed their elimination. Some sponsors felt that the state office was too far removed, and that their problems would no longer receive individual attention. It was quickly demonstrated, however, that necessary business could usually be transacted by mail. Since the mail service between Indianapolis, located in the geographical center of the state, and any point in the state was in many instances even faster than that between district offices and other points in the district, no difficulties were experienced in this respect.

From its inception in July, 1935, until October 31 of the same year, the WPA organization in Indiana was administered through eight divisions, the directive head of each being responsible to the state administrator. These eight divisions and the number of state office employees in each division (see Chart I) were as follows:

Executive Department	6
Division of Projects and Planning	31
Division of Finance and Reports	15
Division of Personnel and Office Management	55
Division of Public Relations	8
Division of Labor Management	20
Division of Intake and Certification	6
Division of National Youth Administration	7
Division of Liaison Functions and Coordination	8
Total	156

By February, 1936, a section of administrative control had been added to the executive department under the state administrator. Responsible to the state administrator and his executive department were the directors of six divisions:

established. The first group was subdivided into twelve divisions, each division treating a separate subject. Material issued under this form of release consisted of matters relating to policy and fundamental procedures of the more permanent type. The second group was division memoranda, which dealt chiefly with divisional matters of a routine or technical nature. The third group was office management memoranda, which dealt with office practices, procedures, and regulations. The fourth group was termed Indiana General Letters. This series covered information of immediate importance but not necessarily of a permanent nature. It included such matters as revisions of office and project schedules for holidays, and reports on war bond sales. These four groups of releases were approved by all division heads and either the state administrator or the deputy state administrator prior to reproduction, to avoid the release of procedures by one division which might inadvertently affect another.

In the original organization of the WPA in Indiana, the state was divided into eleven districts, each comprising areas as indicated in Chart V. Although these eleven districts represented a very substantial decrease in the ninety-two county administrative units established in the preceding program, it soon became apparent that additional economies in operation and administration could be effected by further reductions in the number of district offices. As shown in Charts V-IX, successive district consolidations were effected which reduced the number of district offices in the state to nine, to six, to five, and to four. Finally, at the end of the fiscal year 1941-42, all district offices were eliminated and their functions transferred to the state office.

The general trend of the administrative organization in Indiana

program, many situations which were not covered by existing procedures. In order to cope with such situations, it became necessary to grant district directors broad discretionary powers. The granting of such powers was expedient, for these men had been chosen from among persons of proved administrative ability, prominent in their localities and trusted by the public. They and all field personnel were urged to maintain satisfactory public relations and to promote local good will without sacrificing the integrity of the program. ~~Although they were expected to maintain friendly relations with sponsors, public officials, and others with whom they dealt, they were constantly cautioned against the acceptance of personal favors, gifts, and other forms of gratuities which might be construed as bids for special favors.~~

In order to insure that administrative rules and regulations were adhered to unhampered by personal influences, and also to broaden the experience of field personnel, a policy of periodic transfer of both engineering and finance field personnel to other areas was adopted. Such transfer of personnel could be accomplished flexibly and effectively only when all areas and districts operated under the same procedures and on identical plans. This consistency in operation was effected by state field staffs representing the various state divisions. Procedural control was maintained by requiring state office approval, and later state office reproduction, of district directives and bulletins. Such releases were reviewed on the theory that the problems and requirements of one district were common to all districts, and proposed releases were, therefore, either approved and released on a state basis or disapproved as unnecessary.

In developing state procedures, four main groups of releases were

the WPA work-relief program threw a new emphasis on standards of production and service. The fact that projects of a much higher type could now be operated and that administrative functions had been centralized in a district office administering several counties instead of a single county as formerly, tended to confuse both personnel and sponsors who had been familiar with the preceding program. Many district employees endeavored to continue under the new program as though they were operating on a county basis. In a number of instances area offices attempted to carry on all of the functions of former county FEPA offices. In so doing, they found it necessary to improvise files and accounting procedures and otherwise duplicate the work already being performed by the district office staff. Such a procedure burdened the offices with unnecessary clerical help and absorbed field personnel in such a mass of needless clerical detail that little time was left for project inspection and general supervision. Attempts to correct this condition by using the educational approach with employees and sponsors were unsuccessful. Not until the adoption of a regulation forbidding the establishment of area offices and providing for the immediate discontinuance of those already in existence, were operations conducted as originally planned. District field employees were instructed to make use of the portable project offices which were located on project sites as contact points, and to leave at those offices itineraries covering their daily activities, which were available to any person from the state or district office who might wish to reach them during the day.

Although a uniform administrative plan had been developed by the central office in Washington, there arose, during the early part of the

generally more adequate wages, thus reducing the number of workers requiring supplemental direct relief. The program gave \$33,000,000 in cash earnings to former relief families during the 1935-1936 fiscal year, beginning with 18,000 workers in August, 1935, and increasing in number to 86,000 in the winter months. Indiana gained national recognition for the speed with which the program was inaugurated and expanded.

ADMINISTRATION

The Works Progress Administration immediately succeeded the FERA program, but its administrative organization followed an entirely different pattern. The primary reason for the difference lay in the fact that, being federally administered, its basic organizational structure was conceived by the central office in Washington and made uniform in all states. A secondary reason for the different pattern was that efforts were made to eliminate certain organizational weaknesses which had made themselves apparent in the operation of the preceding program.

In setting up the administrative organization of the new agency, a multitude of problems arose which motivated gradual organizational changes. In staffing the new agency, personnel for many key technical and accounting positions and some administrative positions were chosen from among those persons who had occupied similar positions in the FERA program. The services of employees possessing some previous experience with unemployment problems and the operation of a work-relief program were thus utilized. Such a policy had many obvious advantages, but it had also certain disadvantages. In many instances employees who had worked previously on FERA found it difficult to adjust themselves to the fact that

The Works Progress Administration* in Indiana was inaugurated in July, 1935. It was set up as a separate agency and was not administered by the GCUR, as was the FERA program. It differed from the latter chiefly in the fact that it was organized more nearly as a work program than a relief program; also, the monthly earnings of a worker were in the nature of a ^{wage}~~salary~~, differing only according to degree of urbanization and kind of work and not in accordance with the needs of the individual as had been the case in the previous program. In addition, the WPA program provided considerably more funds for non-labor items than were available in the former program, with the result that the projects operated were of a much higher standard.

The GCUR continued to certify eligible workers for the WPA program. In general these persons were referred by the local township trustee from among direct relief recipients; however, individuals were permitted to present a direct application. The GCUR staff was authorized to re-investigate any applications referred by the township trustee and assumed full responsibility for determining both the need and physical fitness of persons certified as eligible for WPA employment. They also made periodic reappraisals of unemployable persons on relief rolls, cooperated in the administration of some of the special projects ~~for categorical~~ ~~aids~~ and ~~special~~ service programs, and sponsored or provided sponsors for some of the WPA projects.

The WPA program more than offset the withdrawal in September, 1935, of FERA funds for direct relief, because it employed 20,000 to 30,000 more workers monthly than the FERA work relief program, and provided

* Became the Work Projects Administration on July 1, 1939, when it was incorporated in the Federal Works Agency.

employed from 21,000 to 56,000 workers. This program differed from its predecessor both in eligibility requirements and rates of pay to workers. Eligibility was determined solely on a need basis. Workers were paid the prevailing hourly rate applicable to the work they were performing but were limited to monthly earnings of a predetermined amount, based upon such factors as size of family, outside income, and other individual considerations.

By June, 1934, the GCUR was administering, in addition to direct relief activities, a work program, a surplus commodity program, a gardens and food conservation program, a program for transients, and an education program, and was beginning a rural rehabilitation program. A number of related activities were also carried on, such as a women's work division and the Indiana State Employment Service.

In June, 1934, the percentage of persons on relief rolls averaged 11.3 per cent for the state. The percentage in such counties as Vermillion and Sullivan, in the coal mining area, and Monroe and Lawrence, in the building stone area, exceeded 20 per cent. The case load increased from 95,045 in July, 1934, to 131,810 in January, 1935, then dropped to 110,784 in June, 1935. The total number of persons represented by these cases rose from 363,262 in July, 1934, to a maximum of 497,873 in February, 1935. During June, 1935, 412,951 individuals received aid under the general relief program. At that time, the heaviest percentage of persons receiving relief was found in Vermillion, Sullivan, Monroe, and Lawrence counties, all over 25 per cent; in Parke and Clay counties, from 20.1 to 25 per cent; and in LaPorte, Starke, Howard, Marion, Vigo, Brown, Greene, Pike, Vanderburgh, and Floyd counties, from 15.1 to 20 per cent.

generous grants for meeting relief needs. At that time, loans were made to counties and municipalities by the Reconstruction Finance Corporation. In May, 1933, the Wagner Act created the Federal Emergency Relief Administration, through which outright grants were made to the states out of the funds of the RFC. Additional funds were appropriated by the 73rd Congress for relief purposes in 1934 when the inadequacy of the original FERA grants became apparent. The executive committee of the GCUR was given the responsibility of administering the grants made to Indiana. By June 30, 1934, the Commission was largely responsible for the distribution of relief to nearly 400,000 needy persons in the state. The total of relief funds granted from April, 1933, to June, 1934, amounted to more than \$17,500,000. The Commission had also received from the Federal Surplus Relief Corporation, for distribution, more than 12,000,000 pounds of food stuffs and over 57,000 tons of coal.

The general supervision of the Civil Works Administration program, which operated from November 23, 1933, to March 31, 1934, and which paid out over \$22,000,000 as cash earnings, and at its height employed over 100,000 workers, was entrusted to the GCUR. The selection of eligibles for this program was made from the unemployment files of the United States Employment Service. Unemployment constituted the primary basis for determining the eligibility of workers, with little or no consideration being given to the degree of need. Workers were employed thirty hours per week and were paid at an hourly rate of \$1.20 for skilled work and \$0.60 for unskilled.

The FERA work relief program, also administered by GCUR, followed CWA in April, 1934, and provided over \$26,500,000 in cash earnings in the seventeen months prior to its replacement by WPA in July, 1935. It

BACKGROUND

The relief load in Indiana had increased steadily after 1925. Increasing areas of industrial stagnation, breeding relief problems, appeared in the large manufacturing centers. The position of the farmer was steadily growing worse. Rapidly falling farm prices after 1929 contributed to a drying up of the demand for products of industry. Many manufacturing firms closed their doors. Many banks failed. Professional people found their clientele vanishing. A decreasing market for all types of commodities and services resulted in cumulative unemployment. The general business trend was steadily downward from March, 1930, to March, 1933.

The Outdoor Relief Laws, codified in 1901, constituted the basic relief law in Indiana up to 1933. The machinery which they provided was reasonably adequate up to 1930. In 1931 and 1932, according to the year books of the Governor's Commission on Unemployment Relief (covering the period from April 1933, to June 1936) the hopelessness of coping with the relief problem under the existing setup became apparent. Available funds were exhausted, local units had reached the limits of their borrowing capacities, records and reports could not be kept up to date, and cases could not be properly handled because of lack of trained case workers. The Acts of 1933, passed by the General Assembly of the State of Indiana, vested authority in a central body, the Governor's Commission on Unemployment Relief, to undertake the job of relieving the unemployed and to act as coordinator for the several state agencies engaged in relief of the unemployed.

As early as October 1932, the federal government began making

CONTENTS

	PAGE
BACKGROUND	1
ADMINISTRATION	5
PLANNING	19
FINANCE	23
EMPLOYMENT	35
RELATIONS TO COMMUNITY	48
FACILITIES AND EQUIPMENT	50
TRAINING AND REEMPLOYMENT	52
PROGRAMS	57
MAJOR PROBLEMS AND CONCLUSIONS	69
CHARTS	
I Initial Organization of State Office	
II Middle-Period Organization of State Office	
III Organization of State and District Offices Fiscal Year 1941-42	
IV Project Organization	
V-IX The Gradual Consolidation and Eventual Elimination of Districts	
X The Relation of WPA Employment, 1935-42, to: Manufacturing Employment Direct Relief Cases Unemployment Compensation Recipients	

knowledge which has been acquired in the operation of this program and be relieved of the necessity for pioneering on ground which has already been, at least partially, explored and charted.

FOREWORD

This final report of the Indiana Work Projects Administration attempts to convey in some measure the many organizational and administrative difficulties which were encountered and to discuss briefly the manner in which these problems were met and overcome. It should be recognized that in organizing a program of such magnitude, constituting as it did probably the largest single peace-time undertaking in the history of this or any other nation, there was no precedent which could be followed in either private or public enterprise. Unlike many other governmental agencies which grew gradually and expanded with the nation itself, WPA came into existence full grown without the benefit of having passed through an evolutionary period. It was in effect a giant infant struggling to assume its place among the older and more established departments of government. Under these circumstances, the problems of organization, administration, and public relations were multitudinous, ~~and, lacking any precedent which could be followed, the method of trial and error had to be resorted to in their solution.~~

In the relatively brief period of its existence the entire organization of WPA developed from the experimental stage to one that was ~~both~~ effective and efficient. To say that mistakes were not made would be untrue. Mistakes were made, but every effort was made to profit by them, with the result that they ultimately served to strengthen further the organizational structure.

It is hoped that this report may prove of some value to others who, confronted with similar problems in the future, may profit by the

FINAL REPORT
of the
INDIANA
WORK PROJECTS ADMINISTRATION

John K. Jennings
State Administrator

March, 1943

CITY OF CONNERSVILLE
Connerville, Indiana

Tuesday
January 5th
1943

W.P.A. Office
429 N. Pennsylvania St.
Indianapolis, Ind.

Attn: Mr. Jennings and
Mr. Pike

Gentlemen:

We are of course informed that the W.P.A. is to pass out of the picture in the very near future, and we are wondering about the advisability of such procedure at this time. Of course we would not attempt to say when the war will end, but there are many guesses as to when the end will come, ranging from the latter part of this year on until as much as five years later. It appears that there will be a bad condition existing in so far as jobs are concerned immediately after the closing of the war, while industry is readjusting itself and getting back into peacetime production, and if there is such a period of time, it would seem that there will be need of some agency to help furnish jobs.

Because of the apparent possibility of a shortage of jobs at the close of the war, is it silly to assume that at least a nucleus of the W.P.A. should be kept in effect at the present time and continue during the period of war even though no actual construction work would be done by it? If the government is to help in regards to the job shortage at the close of the war, some agency will be forced to carry this responsibility and because of this, it seems to me that a small nucleus of the W.P.A. organization should be kept intact during the war period so that the representatives could contact the Mayors, County Commissioners and any other sponsors in regards to work which should be done immediately after the closing of the war to help in the job shortage.

This particular paragraph I would like to have you note carefully. The reason that I believe that the W.P.A. would be the most logical agency to provide in advance government work for immediately after the war, is the fact that you yourself, Mr. Pike and several others

Page 2
Jan. 5, 1943
W.P.A. Office

of the organization are acquainted with the Mayors and Commissioners and any other sponsors over the State of Indiana, and we fully understand one another's language. In other words, you and your immediate organization are acquainted with the things that most of us need and the things that most of us have in mind for future government projects, and no other agency has this information. If you personally were to stay in the W.P.A. picture and had with you not to exceed four or five other good men to contact all of the cities and counties and townships in the state for projects to go into effect immediately at the close of the war, I believe you would be rendering a very fine service in easing matters at that time. There is no other agency which is so well qualified to handle a matter of this kind because of the information which you have due to your past years of experience in this work. In fact, you know about as much about what the different sponsors have in mind and what they need as they do themselves, therefore your value in this work.

I just wanted to leave this thought with you, and you are certainly at liberty to use this letter in any manner and in any place you wish, if you believe the suggestion here means anything.

Yours very truly,

CITY OF CONNERSVILLE

/s/ R. W. Castle

Mayor Ross W. Castle

REC:HM

FEDERAL WORKS AGENCY
WORK PROJECTS ADMINISTRATION

429 NORTH PENNSYLVANIA STREET
INDIANAPOLIS, INDIANA

RECEIVED - DEPUTY COMMISSIONER

JOHN K. JENNINGS
STATE ADMINISTRATOR

January 6, 1943

JAN 8 1943

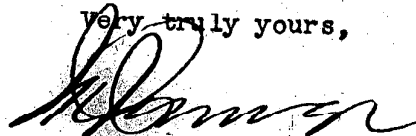
Mr. George H. Field, Deputy Commissioner
Work Projects Administration
1734 New York Avenue, N. W.
Washington, D. C.

Dear Mr. Field:

I hand you herewith a letter received from Ross W. Castle, Mayor of Connersville, Indiana, with reference to post-war planning.

Mayor Castle is a Republican, who heads the Indiana Municipal League.

Very truly yours,



John K. Jennings
State Administrator

Enc.



March 19, 1943

Mr. John K. Jennings
State Work Projects Administrator
429 N. Pennsylvania Street
Indianapolis, Indiana

Dear Mr. Jennings:

George Field has asked me to write you concerning the preparation of your final report.

The outline sent to you was only for your guidance and was intended to be suggestive rather than a straight form to be followed. Many of the states have deviated considerably from this outline and have written on many other subjects in addition to those which we mentioned. We would like to have you feel perfectly free in making this report. As to the length, states have varied greatly. Some have written short reports, twenty-five pages, while some states have written as many as three hundred pages. We would prefer that the reports be double spaced as it makes reading easier, but even this is not a "must" because some of the states have sent them in single spaced. I tell you this in order that you will not have any part of the report copied if you have already prepared some of it in its final form.

We are looking forward with interest to reading your report and I hope that when you come into Washington you will come to see me.

Sincerely yours,

Lyle Saxon

S. Hahn
Mr. Saxon
see me
11/7

FEDERAL WORKS AGENCY
WORK PROJECTS ADMINISTRATION
429 NORTH PENNSYLVANIA STREET
INDIANAPOLIS, INDIANA

JOHN K. JENNINGS
STATE ADMINISTRATOR

April 13, 1943

RECEIVED - DEPUTY COMMISSIONER

APR 14 1943

Mr. George H. Field
Deputy Commissioner
Work Projects Administration
1734 New York Avenue, N.W.
Washington, D. C.

Dear Mr. Field:

I hand you herewith a list of people to whom I
would appreciate your sending a copy of the Indiana
WPA history.

Very truly yours,

[Signature]
John K. Jennings
State Administrator

Attachment

L.S. & E.F.
go over - special up
reproduce



April 22, 1943

Comments on the Final Report of the Indiana Work Projects
Administration

In general the report appears to be satisfactory. However, it is believed the report could be condensed through the elimination of duplicated information and information, while pertinent to the Indiana unemployment problem, is not deemed a part of the Work Projects Administration program in that state. Specific instances are the comments made in the first through the fifth pages of the report dealing with the conditions from 1925 up to the advent of the Work Projects Administration in July of 1935, and the duplicate information given on pages 8 and 25 dealing with the geographical divisions of the state under the program.

It also appears that personalities should be omitted from the body of the report and accordingly references to the State Administrator by name should be eliminated. Two instances of this occur. The first on page 10 where only personalities are involved, and the second on page 15 where inference definitely derogatory to the previous State Administrators is drawn. The same result may be achieved without drawing this inference.

Also in lines 12 and 13 of page 15 the statement is made that on retirement of the intermediate files, the most important documents were microfilmed, leaving the reader to wonder what became of the other documents. This should be clarified as well as the statement that the intermediate file was retired every six months. The report states the current file included all documents of the current fiscal year and the intermediate file included all documents of the six months previous. Obviously the procedure prescribed in the report cannot be effected and clarification should be made.

On page 26 of the report, third paragraph, it is stated that in order to comply with uniform state administrative plans a district finance officer, whose duties in that state were somewhat nebulous, was appointed. Such an appointment reflects poor administration and should not be incorporated in the report.

The first paragraph on page 33, relative to cost accounting deals with a highly controversial subject and since recognition of cost accounting was never made by the Engineering and Construction Division, this reference might well be omitted.

Criticism of another Federal Agency is made in the last paragraph of page 38. It is doubtful if tangible evidence to support this criticism could be obtained nor can the criticism be considered of a constructive nature. It would appear therefore that unless evidence to support the criticism is at hand and a recommendation for changes to alleviate the condition making it possible are made, the reference should be omitted.

On pages 40 and 41 reference is made to reclassification of workers to jobs paying fairly high pay and short hours making them prefer to remain on WPA. If this comment is included it should be expanded to point out that even though such jobs did pay fairly high wages and carried short hours, the workers total earnings were limited to the established schedule of monthly earnings which were considerably below what an average worker in private employment would earn.

On page 62 reference is made to the district chief. It appears this official may be the district manager.

In the conclusion and recommendations on page 72, under item 13, it is recommended that the district planning and control section of the Division of Engineering and Construction be eliminated since it was a duplication of the functions performed by the state staff. If such a conclusion is correct, then it is a failure of the particular organization to function in the manner it was intended or should have functioned. There is a clear division of functions between a district and state office planning and control section and while these functions are necessarily related and similar, there should not be any duplication involved. Accordingly, it appears this recommendation should be omitted.

April 26, 1943

MEMORANDUM

TO: Mr. Lyle Saxon
FROM: George Foster *GF*
SUBJECT: Comments on the Final Report of the Indiana Work
Projects Administration

This report contains very little information relative to the Division of Service Projects. Also the evaluation of services within the Division appears to be somewhat unbalanced.

Page 22, paragraph 2, the statement "no other project was devised which.....so easily satisfied township trustees so well as the sewing project" is highly questionable. Paragraph 3 of the same page includes recreation, education, clerical, and museum aid, within the major cultural program. This is not in line with the usual terminology of the Service Division.

On page 64 much emphasis is placed on matron service projects, and the cleaning and renovating of public buildings. These projects were not generally encouraged by the central office and do not deserve the emphasis which they receive in this report.

The reference mentioned above indicates that the Indiana Administration has put too much emphasis upon the types of service projects which utilized unskilled labor without the necessity for a training program.

FEDERAL WORKS AGENCY
WORK PROJECTS ADMINISTRATION
1734 NEW YORK AVENUE NW.
WASHINGTON, D. C.

May 7, 1943

MEMORANDUM

TO: Mr. Field
FROM: Lyle Saxon
SUBJECT: Indiana Report

The Indiana Report has been reviewed by Miss Foster, who has made some changes in the employment division section, and suggestions for changes in other divisions.

Mr. Foster, of the Service Division, comments:

"This report contains very little information relative to the Division of Service Projects. Also, the evaluation of services within the Division appears to be somewhat unbalanced."

Under the circumstances do you wish the Service Division section rewritten before the report is reproduced.

The Division of Finance had the report for some time but it was never read completely, so we requested its return and received it yesterday with no comments. Do you wish it reproduced without their approval?

The Division of Engineering and Construction has reviewed the report and made criticisms.

FINAL REPORT TO BE SENT TO THE FOLLOWING:

1. Hon. Harry L. Hopkins, The White House, Washington, D. C.
2. Hon. Wayne Coy, Liaison Officer, Office for Emergency Management, Washington, D. C.
3. Hon. Henry F. Schricker, Governor of Indiana, State House, Indianapolis, Indiana
4. Hon. Frederick Van Nuys, United States Senate, Washington, D. C.
5. Hon. Louis Ludlow, House of Representatives, Washington, D. C.
6. Hon. Ray Madden, House of Representatives, Washington, D. C.
7. Mr. Don Scism, Editor, The Evansville Courier, Evansville, Indiana
8. Mr. Henry Marshall, The Lafayette Journal & Courier, Lafayette, Indiana
9. Mr. William Kunkel, The Fort Wayne Journal-Gazette, Fort Wayne, Indiana
10. Mr. S. T. Bryan, 3628 N. Pennsylvania Street, Indianapolis, Indiana
11. Mr. E. H. Kassing, 686 E. Drive, Woodruff Place, Indianapolis, Indiana
12. Mr. R. L. Pike, 2122 College Avenue, Indianapolis, Indiana
13. Miss Mildred Schmitt, 1235 N. Delaware Street, Indianapolis, Indiana
14. Mr. Harry B. Roach, 1438 N. Grant Avenue, Indianapolis, Indiana
15. Mr. D. W. Hufferd, 909 Wallace Avenue, Indianapolis, Indiana
16. Mr. Carl G. Schmid, 1431 Pleasant Street, Indianapolis, Indiana
17. Mr. Gonard Felland, 3109 Park Avenue, Indianapolis, Indiana
18. Mr. M. K. Madden, 4502 Middleton Lane, Bethesda, Md.
19. Mr. Louis Ruthenburg, President, Servel, Inc., Evansville, Indiana

December 5, 1942
Star
Indianapolis, Ind

LAST OF THE WPA

THE WPA has gone the way of the CCC. It has been abolished. An executive order directs all operations be closed in February, 1943, or as soon thereafter as is possible. The WPA, like the CCC, was established to give employment to the victims of depression. Now that there is no depression, and instead is a widespread demand for workers in all lines of endeavor, there is no logical excuse for appropriating funds for made-work enterprises.

The WPA spent \$0,468,249,000 during the seven years it was in operation. That was at an annual average of more than was spent for all governmental purposes in one year by any President up to Woodrow Wilson and the first World War. Undoubtedly many people were tilted over difficult times. There is also the feeling among some that the way in which WPA money was doled out for "relief" tended to kill initiative on the part of many who looked forward to living the life of Riley at the taxpayers' expense.

There were indications, before the flood of war spending reached its peak, that some in authority cherished the idea of preserving skeleton organizations of the CCC and the WPA around which to build after peace has been declared. But with employment at present heights and the plans for post-war spending and world rehabilitation, the optimist can see no likelihood of there being a dearth of jobs. If there is want again, however, something probably can be devised to meet the situation presented.

December 6, 1942
Courier-Press
Evansville, Ind

Discharge For WPA

PRESIDENT ROOSEVELT'S order for prompt liquidation of the Work Projects Administration is welcome. It is obvious that "a national work-relief program is no longer necessary." It has been obvious for many months.

Equally notable is Mr. Roosevelt's statement that WPA asked for its own honorable discharge. Here is an example of self-sacrifice unusual, if not unique, among government agencies.

Until recently WPA and the other agencies that were created to deal with problems of depression and unemployment maintained a very different attitude. With the conditions that had originally justified their existence rapidly being reversed, they scrambled to take on protective war-function color. They argued that the war effort would be crippled unless they continued to live and to receive appropriations.

And they got such effective support from the White House that Congress had great difficulty in abolishing even one of them, the Civilian Conservation Corps.

Perhaps it will never be possible to strike an entirely fair balance sheet on the performance of WPA. Mr. Roosevelt emphasizes the brighter side when he says that it has "added to the national wealth, repaired the wastage of depression, and strengthened the country to bear the burdens of war." In its seven years it has employed about 8,000,000 persons, and we think there has always been general agreement with the President's contention that it was better for these persons to do "useful work" than to be idle on a dole.

Yet WPA's record was marred by a great deal of bad planning, work that was not useful, waste, silliness and—in 1938—by political abuses which Harry L. Hopkins, then its administrator, made the mistake of attempting to deny. If ever there is a return of the conditions that brought it into being, we hope there can be a better method of dealing with them.

But WPA has atoned for many faults by now admitting that it has become non-essential and inviting its own demise. Is it too much to hope that that other survivor of the depression, the National Youth Administration, will follow suit? Or that Mr. Roosevelt will give the NYA a none-too-gentle hint to demobilize, thereby beating Congress to an achievement which the country will hail with delight?

December 7, 1942
Star
Muncie, Indiana

Last Of The WPA.

The WPA has gone the way of the CCC. It has been abolished. An executive order direct all operations be closed on February, 1943, or as soon thereafter as is possible. The WPA, like the CCC, was established to give employment to the victims of depression. Now that there is no depression, and instead is a widespread demand for workers in all lines of endeavor, there is no logical excuse for appropriating funds for made-work enterprises.

The WPA spent \$1,481,249,000 during the seven years it was in operation. That was at an annual average of more than was spent for all governmental purposes in one year by any President up to Woodrow Wilson and the first World War. Undoubtedly many people were tided over difficult times. There is also the feeling among some that the way in which WPA money was doled out for "relief" tended to kill initiative on the part of many who looked forward to living the life of Riley at the taxpayers' expense.

There were indications, before the flood of war spending reached its peak, that some in authority cherished the idea of preserving skeleton organizations of the CCC and the WPA around which to build after peace has been declared. But with employment at present heights and the plans for post-war spending and world rehabilitation the optimist can see no likelihood of there being a dearth of jobs. If there is want again, however, something probably can be devised to meet the situation presented.

December 8, 1942
News
Indianapolis, Ind.

WPA RECORD

The President on Friday issued an order for "the prompt liquidation of the affairs of the works progress administration, thereby conserving a large amount of the funds appropriated for this organization." The demand for war labor has reduced the WPA in most communities to a mere agency for keeping politicians on the federal pay roll as WPA executives. The order will shift a lot of these people to useful work.

WPA is the successor of CWA, which was the successor of FEPA. All were cut to the same pattern. The Hoover administration had set up the RF to finance industry with a view to creating employment. But the market did not develop. The country was facing the dole. Both Mr. Hoover and the New Deal were opposed to the dole. The New Deal elected to what amounted to a dole with a work requirement. The work was not to compete with private industry. This threw it into the leaf-raking class. It was, however, extensively used for public works and the production of commodities which were given to the unemployed.

The relief was produced, but there was general criticism of the enormous waste of money. Millions were wasted on public works through failure to buy machinery and do the job in the good American way. Loafing was encouraged "to make the job last." Hopkins, the director, frankly played politics with the money. He even tried to use his power to purge congress of Democrats who would not line up with the New Deal. In this way the administration spent some \$14,000,000,000, half of which probably was wasted. It believes that it did a good job, and that opinion is a revealing commentary on what it knows about a good job.

December 8, 1942
Tribune
South Bend, Ind

WPA RECORD.

As the WPA makes preparations to pass away on presidential order judgments of it are varied. The expenditures from its beginning in 1935 to the end of the federal fiscal year last June totaled \$10,388,249,000. Some constructive accomplishments were inevitable with so much money being spent. Where tangible accomplishments could not be pointed out to justify expenditures the backers of the WPA chose to place the emphasis on "maintenance of morale." Of course, it is difficult, if not impossible, to contrive a balance sheet when the major factor is "maintenance of morale."

Whatever value it might have had during the greater part of its existence the WPA was obviously incongruous as defense production caused a change in the national economic situation and as war production came into the picture with a threat of the worst manpower shortage in this nation's history. The consensus is that the WPA was permitted to live too long. In its later existence it became a clear symbol of bureaucratic indifference to reality.

December 9, 1942
Journal-Gazette
FT. Wayne, Ind

WPA Is Going Out

Evidence that governmental measures which are no longer necessary can and will be discontinued is contained in the President's order to liquidate WPA programs throughout the nation.

WPA was instituted to help solve the problem of unemployment in time of a depression. The conditions which gave it birth are gone and WPA is going with them. It helped many people to live during one of the worst industrial periods in our history, but it never was really popular even among the people who were its beneficiaries. Most Americans want the privilege of doing an honest job of work in private industry. No substitute has been found for that.

FEDERAL WORKS AGENCY
WORK PROJECTS ADMINISTRATION
429 NORTH PENNSYLVANIA STREET
INDIANAPOLIS, INDIANA

RECEIVED - DEPUTY COMMISSIONER

865

RECEIVED 14 1942

5/8

JOHN K. JENNINGS
STATE ADMINISTRATOR

December 11, 1942

1942 DEC 14 AM 8 31

W.P.A. MAIL ROOM

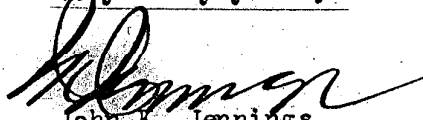
Mr. George H. Field, Deputy Commissioner
Work Projects Administration
1734 New York Avenue, N. W.
Washington, D. C.

Dear Mr. Field:

I hand you herewith copy of a release given to the various News Agencies today, which I hope you will find satisfactory.

I also had an opportunity to make a talk before the Indiana Municipal League, which included the greater part of our important sponsors. This gave me a chance to explain our position in detail.

Very truly yours,


John K. Jennings
State Administrator

Enc.



December 12, 1942
Star
Terre Haute, Indiana

~~5/4~~
JD

GOODBY WPA

The President is to be commended for ordering liquidation of the WPA. The average person will pay his enormous taxes with better grace, and will accept necessary employment re-arrangement with less resentment now that the agency is on the way out.

For its purpose, when it was created, the WPA was one of the soundest experiments of the emergency relief era. It served the double purpose of giving the taxpayers some return for their money, and of helping to preserve the self-respect of those receiving relief.

But those days of emergency unemployment are gone—if not forever, at least until the war has been won.

SLF
Lyle Sander

Farewell to the WPA

AT THE President's order, the WPA is to be liquidated and will soon be nothing but a memory. At its best, it was a heroic attempt to relieve human misery; at its worst, it wasted time and money on projects of the leaf-raking type.

Historians may well speculate on what would have happened in this country, when 10,000,000 or more were unemployed, if it had not been for the WPA or some similar plan. And they will

philosophize, too, on the weaknesses of a system by which, in the midst of plenty, it was impossible for 10,000,000 men to obtain work in private enterprise.

When the account is cast up, it will be found that, though the butt of jest—much of it deserved—the WPA did a vast amount of useful work. It is going too far to say, as Carl Sandburg once did in WPA's defense, that "these 'shovel-leaners' have transformed the face of the nation," but throughout the

country are many permanent evidences of WPA achievement. If Harry Hopkins had been as good an administrator as others who might be named, the country would have obtained much more of lasting public improvements for the billions spent.

Apart from this, as we have previously intimated, the WPA saved the country from grave disorders: indeed, it is not too much to say from revolution provoked by some such demagogue as a Huey Long. So the billions spent, if we had nothing to show for them, were an investment in our very security.

Ten million men and their families of many millions more, under the circumstances, had to become the concern of the nation as a whole. So the WPA was one of the first great applications of a new principle of government, that men have a right to look to government for economic security when private enterprise fails. This is the principle of the humanitarian Beveridge plan in England.

Perhaps we speak a bit coldly of WPA, in terms of its tangible accomplishments and in terms of its value in preserving national security. It did more. It brought warmth to many a fireside otherwise bleak and cold; it clothed men, women and children who were in tatters; it brought food to many an empty stomach; it took the ache from many a heart. Let WPA's detractors ponder that. The pity was that, in so many cases, it represented the barest level of subsistence. It is perhaps, not too much to say that it often represented only the difference between living and dying.

One of the reasons we are fighting this war is to enable society to administer its affairs that such a crude and desperate makeshift as the WPA will never again be necessary. Woe be to our leaders if post-war conditions find our society so poverty-stricken in ideas and so lacking in a fair distribution of the products of the earth that another WPA must be improvised.—St. Louis Post-Dispatch.

Editorial from the Evansville Press
Sunday, February 7, 1943

SKILLED LABOR

John K. Jennings, rapidly winding up the affairs of the WPA in Indianapolis, says he intends to return to Evansville and his milling business.

We can't think of anyone better entitled to come back home for a while and look after his own affairs. Both as local and as state administrator of WPA, Mr. Jennings has done a hard job well.

But in the current war-time multiplication of boards, bureaus, and other government agencies, there is dire need for men of vigor, ability, and experience in public affairs.

We hope that someone with a hard job to do, either state or federal, will have the good sense to recognize that John Jennings is the man to handle it and the persuasive powers necessary to induce him to take it.

514
L. Saxon

February 11, 1943

Journal-Gazette (D)
Ft. Wayne, Ind.

Able Administrator

John K. Jennings, state administrator of WPA, is rapidly liquidating the affairs of that agency in Indiana.

Mr. Jennings has proved himself an able and conscientious administrator and an intelligent and diplomatic public servant. He brought to the WPA post a wide and varied experience in private business which stood him in good stead.

He definitely does not belong to the conventional type of bureaucrat which the public has learned to dislike and mistrust. He is a businessman who has been handling a difficult job for his government.

He says that he intends to return to Evansville and his milling business. He has earned a rest and the right to look after his personal affairs.

But these are unusual times and it is highly probable that Mr. Jennings will soon be called to serve the war effort in some special capacity. Once a man has demonstrated an unusual ability for public service important jobs have a way of seeking him.

May 8, 1943

News

Indianapolis, India.

INDIANA WPA

Unwept, unsung, and all but unhonored, the WPA in Indiana is being laid away. According to official reports, the headquarters has been closed, the money spigots have been shut off.

According to WPA figures, this outfit spent about \$215,000,000 in the state. Accepting the figures as certainly not too low, a fair estimate is that half the money was wasted. This means that at least twice the amount of benefits from the expenditure could have been obtained had the federal government respected the dignity and importance of work and the right of WPA workers to turn out a day's work for a day's pay.

Although taxpayers have been rated as the victims of WPA, they were merely among the minor victims. The WPA did its worst to many of the people that it assumed to help. It denied them the tools and equipment to enable them to work as regular American workers are accustomed to working. It made them feel all the time that the main purpose was not to do a good job in the good American way, but merely to use a job as an excuse for handing necessary living expenses to them. It is to the credit of most former WPA workers that the scars of that humiliating experiment have healed.

The people did, however, gain many public works and other benefits through WPA — about half what they could have had. But more than that they gained the assurance that Communism could not be planted throughout the country by the studied efforts of Hopkins, his faction of social workers, and the politicians who stooped to direct WPA under the conditions imposed by Washington. So the gain to the country is worth considering — and remembering.