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Civilian Conservation Corps Program of the United States Department of the Interior (March 1933 to June 30, 1943)

Conrad L. Wirth

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CIVILIAN CONSERVATION CORPS PROGRAM

OF THE
UNITED STATES DEPARTMENT OF THE INTERIOR

March 1933 to June 30, 1943

A Report to Harold L. Ickes
Secretary of the Interior

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

January 1944

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UNITED STATES
DEPARTMENT OF THE INTERIOR
CIVILIAN CONSERVATION CORPS

1150 Merchandise Mart
Chicago 54, Illinois

Memorandum for the Secretary:

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

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

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

"It is recommended that an organization similar to the Civilian Conservation Corps be established on a permanent basis and designated the 'Conservation Corps,' and that such an organization be a joint enterprise of the Federal departments and agencies administering

and protecting the natural resources of the Nation. The purpose of the Corps should be to provide a pool of manpower and funds for those agencies charged by Congress with the development, protection, and use of the natural resources of the United States. The main objectives should be:

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

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

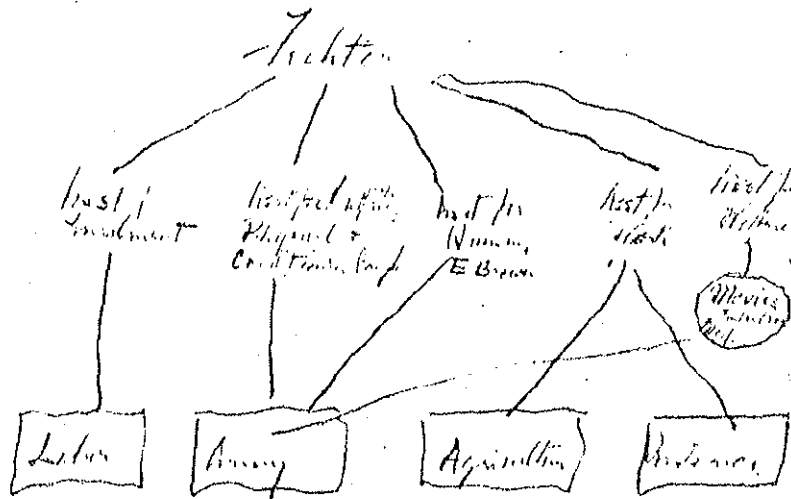
I greatly appreciate the privilege of having been associated with the departmental CCC program, and the help given me in carrying out the work.

Respectfully submitted.

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

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I want generally to check on
 the location scope etc of the Camps,
 sign work to be done etc.

FDR

President's Sketch Diagram for CCC Organization—1933.

UNITED STATES
DEPARTMENT OF THE INTERIOR
CIVILIAN CONSERVATION CORPS

1150 Merchandise Mart

Chicago 54, Illinois

JANUARY 1944.

FINAL REPORT TO THE SECRETARY

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

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

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

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

I believe that the Department of the Interior accomplished much in a far-reaching conservation program through the use of the CCC.

This could not have been accomplished without the cooperation and understanding of each and every bureau of the department and the steady support and advice of Mr. E. K. Burlew and Mrs. J. Atwood Maulding.

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

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

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

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

OBSERVATIONS

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

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

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

4. While the CCC did give employment to many boys, it was over-emphasized by some persons as a program to take "youth out of the streets." This fact led many to believe that only those in very poor circumstances or those of low mental or even low moral stature were eligible for enrollment in the Corps. The CCC program was looked on by many as a relief program rather than a conservation program. A good conservation program can do much toward the relief of the unemployed, but its main objective should never be thought of as relief.

5. Besides providing advantages for the boys, developing and protecting the natural resources, and making the general public conscious of the value of the natural resources, the CCC program brought together many subdivisions of Government and made them realize that the protection of the natural resources was a problem common to all.

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

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

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

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

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

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

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

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

departments to hold together the organization that they had helped to build and needed so badly. In the last years of the CCC, the advice of the Advisory Council was seldom sought on important policy matters.

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

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

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

e. The use of two finance agencies, namely, the Treasury Department for regular functions, and the finance officer of the War Department for the CCC, caused unnecessary additional work.

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

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

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

SUMMARY AND RECOMMENDATIONS

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

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

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

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

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

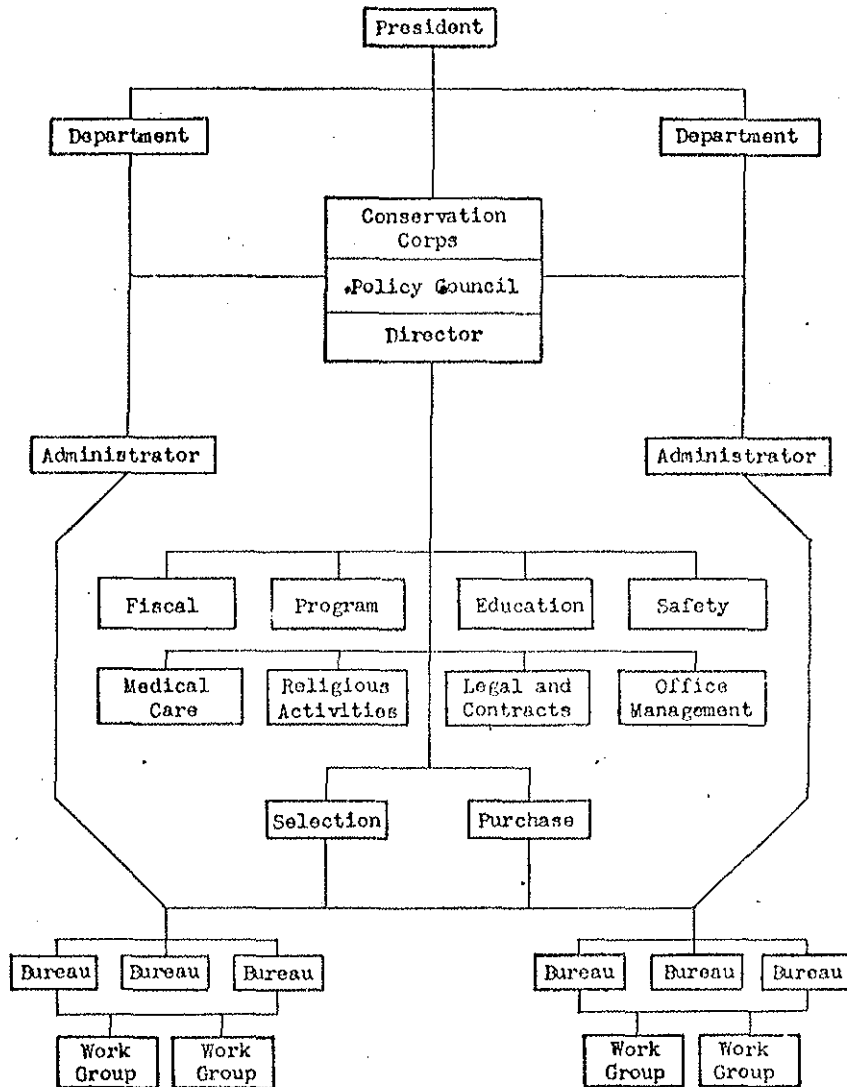
1. Development and protection of the natural resources of the country for the use and enjoyment of the present and future generations;
2. Teaching the workers and others the real necessity and the importance of proper use of the natural resources;
3. The coordination and integration of a nationally planned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

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

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

ORGANIZATION DIAGRAM

CONSERVATION CORPS



A brief explanation of the general functions of the various units of such an organization follows:

1. The President shall appoint the director.

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

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

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

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

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

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

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

e. *Medical Care.*—Uniform health regulations and a central system

of hospital care are desirable. Again the same relationship as outlined under "Education" should apply.

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

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

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

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

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

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

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

6. The bureaus shall have full control of all phases of the work projects on their areas and will be held directly responsible for adherence to the policies and regulations of the Corps. They shall, from time to time, as the occasion arises, meet with the administrator and submit such suggested changes that, in their opinions, will improve the operation and effectiveness of the Corps. All Corps matters of the bureaus must be taken up with the administrator, with the exception of the requisition of men and general supplies, which can be made directly to the "selection" and "purchase" divisions of the

director's office, with the understanding that the administrator will be kept fully informed as each request is made. Appointment of personnel shall be in accordance with civil service and departmental procedure. In selection of personnel under this procedure, special consideration should be given to their qualifications as leaders of young men as well as their other qualifications. Fiscal procedures shall be the same as those prescribed for the regular appropriations by the General Accounting Office and the Treasury Department. Aid to the States and other political subdivisions of government shall be in accordance with specific authorization in basic legislation or in the legislation establishing the Conservation Corps. In any event, the authorization should provide for a joint enterprise wherein both the Federal and State governments assume certain responsibilities in the establishment of standards and in the furnishing of personnel, funds, and materials.

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

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

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

50-MAN CAMP

SUPERINTENDENT

Work program:	Administrative and housekeeping:
2 foremen.	1 clerk.
1 mechanic.	1 recreational leader (with first-aid training).
	1 cook.

100-MAN CAMP

SUPERINTENDENT

Work program:	Administrative and housekeeping:
1 assistant superintendent.	1 recreational leader.
4 foremen.	1 chief clerk.
2 mechanics.	1 clerk.
	3 cooks.
	1 medical aide.

200-MAN CAMP

SUPERINTENDENT

Work program:

1 assistant superintendent.
7 foremen.
3 mechanics.

Administrative and housekeeping:

1 recreational leader.
1 chief clerk,
2 clerks.
1 physician.
1 storekeeper.
4 cooks.

400-MAN CAMP

SUPERINTENDENT

Work program:

1 assistant superintendent.
14 foremen.
5 mechanics.

Administrative and housekeeping:

1 assistant superintendent.
1 recreational leader.
1 chief clerk.
1 assistant chief clerk.
3 clerks.
• 1 physician.
1 accountant.
1 storekeeper.
6 cooks

The advantages of the organization as roughly described above are briefly these:

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

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

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

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

5. The bureaus would have the full responsibility for all of the activities of the Corps on the areas under their administrative jurisdiction, including camp management, which they did not have under CCC. This arrangement would eliminate the conflict that existed under the old set-up between the Army and the technical services as

to camp location, campground development, division and release of men, etc. It should also reduce the general overhead costs and permit the use of smaller camps at a reasonable man-month cost. It would also make possible the use of small groups of men without the establishment of camps where the area to which they were assigned had the facilities available to take care of the men.

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

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

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

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

Another arrangement that could be made is that of absorbing some sixty to seventy thousand veterans in supervisory positions as they return from the war. Experience from the last World War indicated that many of the veterans were allowed to shift for themselves for too long a period and consequently were not able to readjust themselves to civilian life. It is my belief that a certain number of the veterans who do not go back into their old jobs, or cannot find new ones, could be brought into central schools and be trained to fill many of the jobs

that would be required in camps of the Corps. These schools could be some of the present Army posts that will not be needed by the Army after the war. The Corps would need cooks, foremen, storekeepers, clerks, accountants, superintendents, and various technical personnel, most of whom could be war veterans. I realize that 60,000 veterans is a small number compared with the whole; nevertheless, it is 60,000. The war veterans will have employment preference over those who did not join the armed forces, and it would be to the advantage of the technical agencies to recognize this fact and take it upon themselves to see that the veterans they get are properly reoriented and trained for the work. This statement is not made as a criticism of the civil service policy or of the veterans, but merely as a practical approach to the problem.

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

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

APPENDIX

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

	Bureau of Reclamation	Fish and Wildlife Service ¹	General Land Office	Grazing Service	National Park Service	Office of Indian Affairs
On June 30:						
1933.....			9		444	
1934.....			14		4,731	829
1935.....	50		14	98	7,031	1,180
1936.....	227		25	601	5,890	986
1937.....	284		27	600	6,203	866
1938.....	295		18	631	4,303	782
1939.....	346	463	50	889	3,506	609
1940.....	362	387	67	950	3,400	646
1941.....	379	369	62	898	3,228	613
1942.....	165	209	44	305	1,219	534
1943.....			1		30	5

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

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

Fiscal year	Bureau of Reclamation	Fish and Wildlife Service ¹	General Land Office	Grazing Service	National Park Service ²	Office of Indian Affairs
1933.....			1		99	
1934.....			12		3,274	804
1935.....	83		12	14	5,181	900
1936.....	377		22	486	5,928	852
1937.....	431		24	535	5,210	792
1938.....	449		16	546	3,981	828
1939.....	527	63	60	964	3,822	840
1940.....	555	408	69	1,108	3,832	852
1941.....	550	433	72	1,045	3,769	852
1942.....	372	325	48	546	2,268	840
Total.....	3,344	1,229	336	5,244	37,367	7,560

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

² Includes operations in Hawaii, Alaska, and the Virgin Islands.

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

Fiscal year	Bureau of Reclamation	Fish and Wildlife Service ¹	General Land Office	Grazing Service	National Park Service ²	Office of Indian Affairs ³
1933 and 1934.....			\$12,084		\$14,917,963	\$9,539,051
1935.....	\$381,681		69,759		13,419,177	14,071,432
1936.....	1,375,116		50,723	\$2,426,828	27,968,113	9,315,278
1937.....	1,315,195		35,423	1,942,381	17,968,776	8,227,406
1938.....	1,387,696		35,904	1,964,733	14,314,446	7,965,523
1939.....	1,630,554	\$225,546	162,682	3,641,663	12,981,289	6,946,163
1940.....	1,643,532	1,282,792	212,907	3,049,597	12,479,193	7,038,388
1941.....	1,341,474	1,072,228	368,738	2,777,351	10,485,487	5,990,431
1942.....	770,030	691,208	251,243	1,319,737	5,582,181	5,776,450
1943.....	54,280	51,431	14,619	112,888	529,541	759,463
Total.....	9,862,545	3,323,205	1,214,112	17,225,978	130,119,019	72,667,283

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

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

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

⁴ 1935 and 1936.

Distributions of standard CCC camps in continental United States

CCC period	Dates embraced by CCC period ¹	Bureau of Reclamation	Fish and Wildlife Service ²	General Land Office	Grazing Service	National Park Service	Others under Interior Department	Total Interior	Total Agriculture	Total others ³	Grand total
1	June 1, 1933, to Sept. 30, 1933			1		172		173	1,254	31	1,458
2	Oct. 1, 1933, to Mar. 31, 1934			1		304		305	1,128	35	1,468
3	Apr. 1, 1934, to Sept. 30, 1934	8		1		428	* 34	471	1,133	34	1,640
4	Oct. 1, 1934, to Mar. 31, 1935	9		1		429	* 51	490	1,125	25	1,640
5	Apr. 1, 1935, to Sept. 30, 1935	30		2	31	561		624	1,997	104	2,635
6	Oct. 1, 1935, to Mar. 31, 1936	37		2	45	489		573	1,731	103	2,427
7	Apr. 1, 1936, to Sept. 30, 1936	34		2	45	430		511	1,321	75	2,111
8	Oct. 1, 1936, to Mar. 31, 1937	34		2	45	425		507	1,505	75	2,090
9	Apr. 1, 1937, to Sept. 30, 1937	34		2	45	379		460	1,335	54	1,849
10	Oct. 1, 1937, to Mar. 31, 1938	34		1	45	320		490	1,137	47	1,694
11	Apr. 1, 1938, to Sept. 30, 1938	40		4	72	305		421	1,073	6	1,500
12	Oct. 1, 1938, to Mar. 31, 1939	42		4	57	311		444	1,056		1,500
13	Apr. 1, 1939, to Sept. 30, 1939	44		5	90	311		450	1,050		1,500
14	Oct. 1, 1939, to Mar. 31, 1940	44	34	6	91	310		485	1,015		1,500
15	Apr. 1, 1940, to Sept. 30, 1940	44	36	6	89	310		485	1,012	3	1,500
16	Oct. 1, 1940, to Mar. 31, 1941	44	36	6	89	368		483	1,008	9	1,500
17	Apr. 1, 1941, to Sept. 30, 1941	36	29	4	53	223	* 23	368	* 730	5	1,103
18	Oct. 1, 1941, to Mar. 31, 1942	26	20	4	34	73	* 36	198	* 397	5	600
19	Apr. 1, 1942, to June 30, 1942	7	5	3	3	39	* 37	114	* 250	5	369

¹ In some instances program changed within the period.

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

³ Army and Navy.

⁴ Soil Erosion Service.

⁵ National Defense.

⁶ Includes 27 on National Defense.

⁷ Includes 53 on National Defense.

⁸ Includes 92 on National Defense.

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

EMERGENCY CONSERVATION WORK

(ECW)

AN ACT

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

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

SEC. 2. For the purpose of carrying out the provisions of this act the President is authorized to enter into such contracts or agreements

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

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

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

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

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

Approved March 31, 1933.

CIVILIAN CONSERVATION CORPS

(CCC)

AN ACT

To establish a Civilian Conservation Corps, and for other purposes

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

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

SEC. 3. In order to carry out the purpose of this act, the director is authorized to provide for the employment of the Corps and its facilities on works of public interest or utility for the protection, restoration, regeneration, improvement, development, utilization, maintenance, or enjoyment of the natural resources of lands and waters, and the products thereof, including forests, fish and wildlife on lands or interest in lands (including historical or archeological sites), belonging to, or under the jurisdiction or control of, the United States, its Territories, and insular possessions, and the several States: *Provided,* That the President may, in his discretion, authorize the director to undertake projects on lands belonging to or under the jurisdiction or control of counties, and municipalities, and on lands in private ownership, but only for the purpose of doing thereon such kinds of cooperative work as are or may be provided for by acts of Congress, including the prevention and control of forest fires, forest tree pests and diseases, soil erosion, and floods: *Provided further,* That no projects shall be undertaken on lands or interests in lands, other than those belonging to or under the jurisdiction or control of the United States, unless adequate provisions are made by the cooperating agencies for the maintenance, operation, and utilization of such projects after completion.

Sec. 4. There are hereby transferred to the Corps all enrolled personnel, records, papers, property, funds, and obligations of the Emergency Conservation Work established under the act of March 31, 1933 (48 Stat. 22), as amended; and the Corps shall take over the institution of the camp exchange heretofore established and maintained, under supervision of the War Department, in connection with and aiding in administration of Civilian Conservation Corps work camps conducted under the authority of said act as amended: *Provided*, That such camp exchange shall not sell to persons not connected with the operation of the Civilian Conservation Corps.

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

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

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

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

Sec. 9. The compensation of enrollees shall be in accordance with schedules approved by the President, and enrollees with dependent member or members of their families shall be required under such regulations as may be prescribed by the director, to make allotments of pay to such dependents. Other enrollees may make deposits of pay in amounts specified by the director with the Chief of Finance, War Department, to be repaid in case of an emergency or upon completion of or release from enrollment and to receive the balance of their pay in cash monthly: *Provided*, That Indians may be excluded from these regulations: *Provided further*, That the pay of enrollees shall not

exceed \$30 per month, except for not more than 10 per centum who may be designated as assistant leaders and who shall receive not more than \$36 per month: *Provided further*, That not to exceed an additional 6 per centum of such enrollees who may be designated as leaders and may receive not more than \$45 per month as such leaders.

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

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

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

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

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

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

SEC. 16. The director and, under his supervision, the heads of cooperating departments and agencies are authorized to consider, ascertain, adjust, determine, and pay from the funds appropriated by Congress to carry out the provisions of this act any claim arising out of operations authorized by the act accruing after the effective date thereof on account of damage to or loss of property or on account of personal injury to persons not provided for by section 10 of this act.

caused by the negligence of any enrollee or employee of the Corps while acting within the scope of his employment: *Provided*, That the amount allowed on account of personal injury shall be limited to necessary medical and hospital expenses: *Provided further*, That this section shall not apply to any claim on account of personal injury for which a remedy is provided by section 10 of this act: *Provided further*, That no claim shall be considered hereunder which is in excess of \$500, or which is not presented in writing within one year from the date of accrual thereof: *Provided further*, That acceptance by any claimant of the amount allowed on account of his claim shall be deemed to be in full settlement thereof, and the action of the director or of the head of a cooperating department or agency upon such claim so accepted by the claimant shall be conclusive.

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

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

Approved, June 28, 1937.