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**UNIVERSITY OF LOUISVILLE**

**THE HISTORY OF THE  
NATIONAL YOUTH ADMINISTRATION IN KENTUCKY**

**A Dissertation**

**Submitted to the Faculty**

**Of the Graduate School of the University of Louisville**

**In Partial Fulfillment of the**

**Requirements for the Degree**

**Of Master of Science in Social Administration**

**Graduate Division of Social Administration**

**By**

**MARGARET RUTH HOPPER**

**Year**

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Youth Administration in Kentucky

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**DATE:**

8/17/44

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## **INTRODUCTION**

## INTRODUCTION

One of the emergency social programs set into operation during the depression period by Franklin Roosevelt's New Deal was the National Youth Administration. This agency, nurtured in its beginning in 1935 under the wing of the Work Projects Administration, was catapulted to separate status in the Federal Security Agency in 1939. It evolved into a War Production Training Program in 1942, and expired quickly when Congress refused to grant funds for the continued operation of the program during the fiscal year, 1943-1944. The original purpose of the Youth Administration was to provide work relief to unemployed young people between the ages of 16 and 25 and to help needy students remain in school by paying wages for work performed under school auspices. Later the out-of-school phase of the effort added training courses and initiated a resident work center plan for projecting its services. With the coming of the war period the entire work project program was devoted to training young persons for employment in war industries. Just as NYA completed one year totally geared for war, the program was discontinued.

The purpose of this study is to record a chronological history of the National Youth Administration in Kentucky. In giving a setting for the program in this state,

we considered briefly the problems facing young people in the depression period and described particularly the conditions encountered by NYA on its arrival in Kentucky. The body of the dissertation is devoted to recounting the manner in which the new agency met youth difficulties using the resources at its command and developing new techniques with which to approach the old problems. Finally we reexamine the record to determine whether or not NYA fulfilled its purpose in Kentucky.

Experiences of the past should be of value in planning for the future, and it is our sincere hope that this account of the kinds of assistance given by NYA, the extent of its operations, and the cost of the program may serve as a reference for individuals and groups seeking solutions to the Youth Problem in Kentucky. At this writing in 1944 difficulties facing young people have taken a different form from the depression trials, but it is our belief that the post-war period will see a vigorous recurrence of the problems of securing adequate education, employment, and other youth essentials. We feel that all the information and understanding that can be assembled on the issues facing youth will be needed if Kentuckians are to be provided with widest opportunities. NYA in this state pioneered in several important instances, and it is to record the services of that program that this paper is written.

Not discussed intensively here but of considerable

interest to the social service student, however, are the personnel records, special studies of the youth worker and his environment, publications of NYA, and the experiments with resident work centers undertaken by the Youth Administration. Comparisons of the operation of NYA in Kentucky and in other states would likewise be fruitful. Because of the many phases of the work and because of the constantly shifting nature of the program, subjects of profitable social study using NYA material are almost limitless.

This History of the National Youth Administration in Kentucky was begun immediately after the abolition of NYA by Congressional vote in June, 1943, and much of the material was drawn from unpublished records, letters, memoranda, and charts. Fortunately we were able to locate most of the information needed for our history before the Kentucky branch of the National Youth Administration destroyed all files not requested for the national records. A large part of the tabulated material on the Youth Administration in Kentucky was sent to Cleveland, Ohio when Kentucky was made a part of Region V with Michigan and Ohio in July, 1942, but with the assistance of Mr. Ed H. Terry, who served as Director of the Division of Youth Personnel in Kentucky and later in the Personnel Division of Region V, we were able to salvage the statistics which were necessary to give a picture of the extent and the cost of the Youth Program in the state. The cooperation of the personnel of

NYA at a time when a program which was dear to their hearts was closing in their faces and when their own personal employment conditions were uncertain was unstinting. Their kindness is more than appreciated.

**CHAPTER I**

**KENTUCKY IN THE NATIONAL PICTURE**

## CHAPTER I

### KENTUCKY IN THE NATIONAL PICTURE

#### The Youth Problem

Among the many social, economic, and political problems facing the United States as a result of the great depression of the 1930's was the Youth Problem. Before 1929 there had been difficulties in the way of young people as they sought to build for themselves a home, an economic position, and a citizenship that could be respected, but at no time in the history of our country had youth come up against the frustration of these aims quite so forcibly as in the demoralizing days of the depression.

In the decades of rapid population growth and vast unsettled plains in the western portion of this nation young people with courage, ambition, and willingness to work could carve economic security for themselves for little more than staking out a claim to their portion of our rich natural heritage. Most occupations were simple rural enterprises, and education needs were few and rudimentary. Not until the latter part of the nineteenth century were public educational opportunities available on an extensive scale. Highly specialized technological requirements and scientific

mechanical production came even later.<sup>1</sup>

The growth of population, the effect of industrial expansion and organization on society, and the occupation of the fertile western lands have brought the American people face to face with a population problem. Various groups of the population have problems peculiar to themselves, and youth, one of the major groups, had the related questions of education and employment to solve. Job specialization demanded a more deliberate and exacting form of vocational training; intelligent participation in community affairs called for a more extensive and prolonged period of general education; and the complexity of social affairs required an orientation and counseling period before youth could face society with any degree of understanding and self confidence.<sup>2</sup>

Evolving from the circumstances of the times was the Youth Problem with its many phases, almost as many as there were young people who combined within themselves innumerable variations of a similar theme. In educational opportunity available to individual young people there was great inequality. Families with the largest number to educate had the least money to use for that purpose. Nearly a

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<sup>1</sup> P. O. Johnson and O. L. Harvey, The National Youth Administration, (Washington: U.S. Government Printing Office, 1938), Staff Study Number 13, p. 1.

<sup>2</sup> Ibid., p. 1-2.



constant inverse ratio existed between the birth rate for any given group and its economic status. Those families who enjoyed the richest cultural resources failed to replace themselves, whereas those who had the lowest incomes had the highest number of children per family. Our present secondary school is still a highly selective institution adapted to the needs of a small minority of our population. The public schools of this country have been supported on the theory that they serve as an instrument for the maintenance of equality of opportunity, but in view of the very great inequalities in educational opportunity that exist, one may well question, if present tendencies persist, whether the public school system may not become a positive force in creating those very inequalities in American society which it was designed to reduce.

Another big slice of the Youth Problem in the depression period was the difficulty of finding employment, when the school experience had ended. The gap existing between school and employment reached ominous proportions. In Maryland in 1935 it was found that between 40% and 46% of out-of-school and employable youth did not obtain full-time employment at the expiration of a year after leaving school. The average period of delay at that time for the

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<sup>1</sup> Howard M. Bell, Youth Tell Their Story, (Washington: American Council on Education, 1938), "Foreword."

youth who dropped out of school before the age of 16 was three and a half years, and the average duration of unemployment of all youth was a year and eleven months. Twenty-six per cent had never been employed.<sup>1</sup> It was estimated that the number of young people out of work in 1936 for the country as a whole was 4,700,000. This meant that over a third of all unemployed were between 16 and 24 years of age. From one-fifth to one-fourth of those who had jobs worked only part time. The number of jobless varied with the economic conditions, and during the most severe depression years at least two young persons out of five, the country over,<sup>2</sup> who sought jobs were unable to find them.

Related to the two major needs, adequate education and employment opportunity, which faced depression youth were the other phases of the Youth Problem. Among these was the feeling of economic security which was largely absent in adults as well as youth in those days. While unemployment was widespread, employed youth faced serious difficulties. Rates of pay were low; hours were long; many youth had to contribute to the support of their families. So many jobs led only to blind alleys. A large number of persons preferred professional or semi-professional occupations, but the majority were forced into unskilled and semi-skilled

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<sup>1</sup>  
Ibid.

<sup>2</sup>  
Maxwell S. Stewart, Youth in the World of Today,<sup>3</sup>  
(New York: Public Affairs Committee, Incorporated, 1938), p.3.

work. Youth seemed to be confronted with an occupational future in an industrial economy that was becoming more mechanized, less concerned with highly developed mechanical skills, less given to practical instruction outside the industrial plant, and more insecure for the laborer with a single vocational skill. Adequate guidance would have helped alleviate some of the employment difficulties, but only a small minority of youth were receiving anything like sufficient vocational guidance. The increasing complexity of twentieth century living combined with the depression's disappointments made the future seem dismal and the present hopelessly confused.<sup>1</sup>

Vocational training was insufficient. There was too little relationship between the types of jobs youth entered and the training which they had received. Occupational training facilities for trade employment in rural areas was practically nonexistent. Not only were vocational schools inadequate, but secondary schools as well offered an ill-suited program to a large percentage of youth attending them. It seemed likely that soon almost 100 per cent of youth would remain in school up to the age of 18 or through senior high school.<sup>2</sup> Obviously the high school curriculum which had been drawn up as college preparatory would no longer meet the needs of all the people, a comparatively

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<sup>1</sup> Bell, op. cit., "Foreword."

<sup>2</sup> Ibid.

small proportion of which could expect to enter college. Some unemployed youth would like to return to school to continue studies economic necessity had forced them to terminate. Often, however, the school program had nothing more to offer that interested them, or the costs of further schooling were prohibitive. Even when education itself was free, maintenance costs prevented many youth from availing themselves of existing facilities. Social workers and school principals attest to the fact that children of lower income brackets drop out of school earliest, and generally the representation of students in college is directly related to family income. Even before the depression college opportunity was sometimes provided needy youth by scholarships, low tuition fees, and alternate periods of work and study, but it was not until the depression that it was generally recognized that there is a similar need for financial assistance to high school students.<sup>1</sup>

In times of mass unemployment, short working hours, and low pay the use of leisure time emerges as a social problem. In cities the question of recreation is largely one of money. With income down commercial entertainment could be purchased less often. Many of the simple outdoor amusements are no longer possible either in the country or the city. Small homes do not lend themselves to attractive

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<sup>1</sup> Johnson and Harvey, op. cit. p. 5.

social gatherings. There is often little choice but to look outside the home for fun. Even for those with jobs there is usually a lot of leisure time. With little money the finding of satisfactory recreation represents a very real problem, comparable to that of finding a job.<sup>1</sup>

Another need of youth is health education, including social and personal hygiene. In addition the question of youth attitudes toward social issues and the implications of these attitudes for citizenship development are major national concerns. Youth's indifference to the ballot and general scorn for politics,<sup>2</sup> although regrettable, is often a reflexion of adult opinion. Nonetheless further education to civic responsibilities and the value of individual opinion and initiative must be offered if youth is to become versed in the citizenship on which progressive democracy is founded.

There is need for community planning for youth. The organization of social service work in the United States is very complex. Composed of a network of agencies, local, county, state, and federal; public, private, and semi-private; religious, philanthropic, and profit-making, the social organization has been motivated largely by individualism and laissez-faire. With little conscious social plan-

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<sup>1</sup> Stewart, op. cit., p. 25.

<sup>2</sup> Bell, op. cit., "Foreword."

ning institutions and agencies arose whenever needs were recognized. Our hundreds of agencies offer no well integrated program for the handling of community problems. There are wide gaps in our services to youth, particularly for those in the older age groups. Often agencies work with little or no regard for one another with the result that the treatment of social problems is undertaken by institutions or agencies acting in their individual capacities rather than from a unified approach.<sup>1</sup>

And so, the Youth Problem reveals itself a many-sided issue requiring an equally complex solution. Unemployed youth out of school were caught in an alley with two blind ends. On the one hand, without training or experience they were of little if any value to an employer; current laws relating to accident liability and insurance influenced employers to give preference to older youth; and the demand for higher educational qualifications has grown more and more insistent. On the other hand, without resources to prolong their schooling, or without confidence in the programs offered by the schools, these unemployed youth could not afford further vocational preparation conducive to a living wage. As a result, unless given direct encouragement and considerable rehabilitation, they almost inevitably constituted a focus of social maladjustment.

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<sup>1</sup>  
Ibid.

Upon them was the curse of not being wanted with all its concomitants of insecurity and personality disintegration. The possibilities of their engaging in anti-social behavior under such circumstances were obvious.<sup>1</sup> Thus facing the nation during the depression years, along with many other symptoms of a diseased economy, was the Youth Problem becoming increasingly serious as the lean years took their toll of youthful optimism and the will to do. Early in the administration of Franklin Roosevelt this condition was recognized, and plans were laid to assist young people to find a way out of the alley of two blind ends.

#### THE NEW DEAL ANSWER

The Youth Problem evidently had forced itself sufficiently upon the consciousness of the nation for the Congress to be able at the outset of the Roosevelt Administration to create an agency for the benefit of unemployed youth. The new federal agency, the Civilian Conservation Corps, set up in April 1933 put 250,000 unmarried young men between the ages of 18 and 25, from families on public relief rolls, to work in forestry, park, and soil-erosion camps throughout the country. Almost immediately this program won general public approval. To the triple C constituency were added some 28,000 war veterans, 14,800 Indians,

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<sup>1</sup> Johnson and Harvey, op. cit. p. 6.

and nearly 25,000 older men from relief rolls in areas near CCC camps. By 1935 the age limits were spread to include young men from 17 to 28. August, 1935 saw the peak of the CCC program with 505,782 enrollees.<sup>1</sup>

At the outset the CCC was thought of primarily as a conservation and relief program designed to accommodate only a small segment of needy youth. At first little attention was given general education or occupational training of the boys although 84 per cent of them had not completed high school, 44 per cent had not completed the elementary grades, and some were illiterate. In later years the educational program of CCC was considerably expanded, but the cost of CCC, approximately \$1200 annually for each enrollee, limited the number of participants, and, moreover, the program offered nothing to girls.<sup>2</sup>

Later in 1933, after considering several schemes, the University of Minnesota began a program of student aid at the college level, supported by funds provided from the Federal Emergency Relief Administration. In February of the next year this form of aid, still under the control of the FERA was extended throughout the country, and involved prior to the establishment of the Works Progress Administration, a

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<sup>1</sup> Betty and Ernest K. Lindley, A New Deal for Youth, (New York: Viking Press, 1938), p. 9-10.

<sup>2</sup> Ibid., p. 10.



total expenditure of almost \$15,000,000.<sup>1</sup> Some 75,000 students earned an average of \$15 a month on work projects developed by the colleges.<sup>2</sup>

During 1934 FERA set up several educational camps for unemployed young women. This project grew to encompass 47 camps with an enrollment of 3000 women, most of whom were 20 to 25 years of age. For periods of one to four months they were given elementary training in home economics, care of health, simple types of handcraft such as book-repairing, the preparation of hospital and household supplies, and various creative arts.<sup>3</sup>

With the beginning of economic recovery the shortage of skilled workers in many lines was revealed. In June, 1934 the President created a Federal Committee on Apprenticeship Training to help the States to "inaugurate or continue programs in accordance with basic standards for apprenticeship training."<sup>4</sup>

During the pit-depression period of 1932 and early 1933 thousands of young people "bummed" their way around the country. Transient camps set up by FERA gave temporary care to youth on the road; in May 1935 54,000 youth were in transient camps. Some older youth found emergency employ-

<sup>1</sup> Johnson and Harvey, op. cit., p. 6-7.

<sup>2</sup> Lindley, op. cit. p. 11.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

ment with FERA, the Civil Works Administration, and the Works Progress Administration. Another service to youth was the use of FERA, CWA, WPA, and PWA funds to renovate school buildings and other educational facilities throughout the country.<sup>1</sup> The first two years of the New Deal, then, witnessed several major experiments as the federal government took over more and more the burden of relief which threatened to bankrupt both municipalities and states.

In 1935 there were nearly 21,000,000 youth between the ages 16 and 24 years in the United States, of whom approximately 5,000,000 were out of school and unemployed.<sup>2</sup> Not including CCC camps or other special federal programs there were 2,877,000 youth on relief more than 1,250,000 of whom were seeking work but could not find it. A majority had no skills. Most of all they needed regular activity and the feeling of being useful. The magnitude and the long term social hazards of the idle youth problem became more apparent in 1933 and 1934, and cognizant individuals began to urge the federal government to try to treat the condition more comprehensively. Among the most influential were Mrs. Franklin Roosevelt, Mr. Charles W. Taussig, President of the American Molasses Company, Mr. Harry L. Hopkins, FERA Admin-

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<sup>1</sup>  
Ibid., p. 11-12.

<sup>2</sup>  
Aubrey Williams, Report of the National Youth Administration, (Washington: mimeographed, May 16, 1939), p. 1.

istrator, and other officials of FERA, the Children's Bureau, and the Office of Education. President Roosevelt felt at first that the CCC program, college aid, and the other emergency programs which affected youth were all of the relief appropriations that could be rightfully labelled for youth. He felt concern, too, that a federal youth agency might be construed as a step toward the political organization and regimentation of youth. In the spring of 1935 following the appropriation of \$4,880,000,000 for work relief, he decided to take the risk. On June 26, 1935, he established by Executive Order No. 7086 the National Youth Administration and tentatively allotted for its use during the ensuing fiscal year \$50,000,000.<sup>1</sup>

The two major objectives of the program were:

1. To provide funds for the part-time employment of needy school, college, and graduate students 16 to 24 years of age so as to enable them to continue their education; and
2. To provide funds for the part-time employment of youth from relief families on work projects designed not only to give the young people valuable work experience, but also to benefit the communities in which they live.

Four government agencies wished to administer the program. Competition was especially spirited between the

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<sup>1</sup> Lindley, op. cit., p. 13.

<sup>2</sup> Johnson and Harvey, op. cit., p. 7.

Office of Education and the relief officials. The President finally designated Mr. Aubrey Williams, Deputy WPA Administrator as Executive Director of NYA. Two committees gave other groups a voice in the drafting of the program. An executive committee of departmental officials and a National Advisory Committee made up of 35 representatives of business, labor, agriculture, education, church and welfare groups, and youth were appointed.<sup>1</sup>

NYA took over from FERA the college student aid plan and expanded it in two directions to include a few graduate students and a large number of high school boys and girls. Three other main divisions of work were set up including part-time work for out-of-school and out-of-work youth in relief families, related training and encouragement of constructive leisure time activity for these youth, and vocational guidance and placement for all unemployed youth. Also inherited from FERA were the educational camps for unemployed young women which were conducted for two years and closed when NYA officials arrived at the conclusion that all that was done in these camps could be done more efficiently by other methods. Temporarily NYA took over the financing and supervision of the Federal Committee on Apprentice Training, but on June 1, 1937 this committee was

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<sup>1</sup>  
Lindley, op. cit., p. 14.

transferred to the Department of Labor.<sup>1</sup>

In addition to an executive director and the executive and national committees, a deputy executive director and youth administrators in every State, the District of Columbia and in New York City were appointed. State advisory committees were named by the national executive director to advise as to the most desirable type of youth program for the State, to offer proposals for the development and execution of the program, and to promote interest in it. Each State director set up machinery for the administration of the National Youth Administration program in his State dividing his area into districts, each usually comprising several counties. For each district a supervisor was appointed, and responsible to district supervisors were project supervisors who provided direct contact between the Youth Administration and the young people engaged in its projects. Local advisory committees organized variously on a district, county, or other community basis assisted local officials by sponsoring projects, obtaining contributions, planning projects, interpreting youth needs, and promoting the program generally. NYA worked in close cooperation with local, state, and other federal governmental agencies and with numerous nongovernmental organizations including the

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<sup>1</sup>  
Ibid., p. 14-15.

<sup>2</sup>  
Johnson and Harvey, op. cit., p. 9-11.

colleges and high schools that administered student aid.<sup>1</sup>

Due to the limited amount of money appropriated, which amounted to about \$10 per idle youth and the terms of the appropriation it was necessary to give first attention to youth in families on relief. In the beginning three basic decisions were reached; that the administration of the program should be decentralized, that the fullest efforts should be made to enlist the active cooperation of all state and local agencies interested in youth, and that ample room should be left for experiment.<sup>2</sup>

Accordingly the youth program was launched in the summer of 1935 and got under full swing during the fall school semester of that year. Proceeding as planned the program was adapted to the states and the situations presented by their local communities.

#### KENTUCKY 1935

To understand the story of the National Youth Administration in Kentucky it will be helpful to keep in mind the geographic and economic factors which affect the standard of living and the culture patterns of the inhabitants of the state. Kentucky was explored and opened for settlement

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<sup>1</sup> Lindley, op. cit., p. 15.

<sup>2</sup> Ibid. p. 14-15.

by the colorful trapper and hunter, Daniel Boone, and became the second state admitted to the union. Although a border state Kentucky is located just south of the Ohio River line, and it has the aspects of the southern group. It was estimated in 1935 there were 2,614,589 inhabitants, and the state comprises an area of 40,598 square miles. Only two states, Texas and Georgia, have a larger number of counties, and Kentuckians take boundaries seriously even to the extent of putting county names on automobile license plates.<sup>1</sup>

From a geographic and economic standpoint, and in the minds of her citizens, Kentucky is divided into five sections, each with certain characteristics. In the extreme western section of the State is the Jackson Purchase bounded by the Ohio, Mississippi, and Tennessee Rivers and the Tennessee line. This is largely a farming area with cotton, tobacco, and corn being raised. The largest city in the Purchase is Paducah, population 33,541, famous as the home of Irvin S. Cobb. East of the Purchase is the Pennyrile region, also a farming section with mostly dark tobacco and corn being raised. Here are cavernous limestone passages, notably Mammoth Cave. Except for a few counties in which

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<sup>1</sup> General Report, Resume of Kentucky Youth Program, April 25, 1936, National Youth Administration for Kentucky, state office files.

coal mining is done, the Pennyryle is typically rural with a mixture of good and poor land. There are no large cities<sup>1</sup> in this region.

Next moving east is the Knobs, the least definite of the regions consisting of rolling, unfertile lands in the shape of a horseshoe, which separates the Bluegrass region from the Pennyryle and from the Mountains. The famous Bluegrass region of Kentucky is the center of the burley tobacco and thorough-bred horse industries and contains some of the largest farms and some of the richest farm land in the country. Many of its counties have considerable wealth, but some of the finest farms are owned by persons not living in the state. This too is a rural section its largest city being Lexington with a population about 50,000. In the Eastern and Southeastern sections of the state are the Kentucky Mountains, home of the purest Anglo-Saxon stock in America, but beset with the perplexing problems of diminishing natural resources and little available farm land. Here there are some agriculture and extensive mining. Ashland, population 30,000, is located in the northern section of the mountains and is the principal industrial center of that region. Harlan County, scene of many mountain shootings, is a coal mining center said to be the most densely

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<sup>1</sup>  
Ibid.



populated rural area in the United States.<sup>1</sup>

Louisville, Kentucky's only large city, population 319,077 in 1940,<sup>2</sup> (1943 estimates place metropolitan Louisville in the half million class) is located on the Ohio River. Despite the city's size, downtown Louisville gives the impression of a much smaller community as there are few tall buildings, and one thoroughfare, Fourth Street, is truly the "main street" of Louisville. Except for the cities already mentioned the only centers of large population are Covington and Newport in northern Kentucky, which are directly across the river from Cincinnati and comprise a part of its trade area. With these areas as exceptions, Kentucky's problems are almost entirely rural. Transportation in many sections is poor, and some roads are impassable at certain seasons. As a contrast to wealthy Jefferson and Fayette counties, Menifee County in 1935 had no railroad, drug store, or bank, and had just recently acquired a doctor; Elliott County had only 2 telephones and 11 radios; Martin and Leslie Counties had almost nothing, and until shortly before 1935 not even a road.<sup>3</sup>

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<sup>1</sup>

Ibid.

<sup>2</sup>

Population of the United States, Census of 1940, p. 16. Louisville Industrial Foundation estimates the population of the city to have been 326,687 in 1935.

<sup>3</sup>

General Report, op. cit.

The 1930 United States Census showed 428,845 youth in Kentucky. This number can be broken down into the following classification.

Urban	%	Rural	%	White	%	Negro	%
130,449	30.4	298,396	69.6	393,164	91.4	36,681	8.6

By age groups and sex classification reveals the following:

16-17 years of age,	105,622 (24.6%)	Male	213,511 (49.6%)
18-24 years of age,	323,223 (75.4%)	Female	215,334 (50.2%)

There were 94,400 relief youth in Kentucky in May, 1936. Of this group there were:

Urban	12,200 (12.9%)	White	88,900 (94.2%)
Rural	82,200 (87.1%)	Negro and other	5,500 (5.8%)

16-17 years of age,	24,700 (26.2%)	Male	45,000 (47.7%)
18-24 years of age,	69,700 (73.8%)	Female	49,400 (52.3%)

It should be kept in mind while interpreting these figures that the percentage of youth in rural areas is much larger than in the urban sections in Kentucky, and the per cent of these between 16-17 is larger than any two year division of the 18-24 age group.<sup>1</sup>

Youth in Kentucky during the depression years faced much the same problems as other young people in the nation except that a larger portion of the difficulties were rural in nature. The National Youth Administration brought with it hope for partial solution at least of some of the hardships.

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<sup>1</sup> Otis C. Anis, Basic Information on NYA Workers in Kentucky, (Prepared on NYA Work Project under supervision of the Division of Educational Aid, November 1, 1936), p. 5-6.

**CHAPTER II**

**THE INITIAL YEAR**

## CHAPTER II

### THE INITIAL YEAR

#### Organization

The first meeting of the National Advisory Committee of the National Youth Administration was held August 15, 1935, and shortly afterward with the confirmation of their appointment in Washington, the State Directors were assembled for conference with the national administrative and advisory officials. The purpose, scope, aims, and organization of administrative forces for the new Youth Program were discussed and plans for a nation wide set-up were drawn leaving the organization of the administrative personnel in each state largely to the State Directors.<sup>1</sup>

By the middle of September Mr. Frank D. Peterson, Kentucky NYA Director, had appointed and had had approved by Washington a clerical staff and administrative assistants including Robert K. Salyers, Assistant Director (on a part time basis from the University of Kentucky), Otis C. Amis, Director of Vocational Information and Community Activities, and Arch Bennett, Director, Works Projects Information.

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<sup>1</sup> Lindley, *op. cit.*, p.x and xi and L.L. Valentine, *Review of Activities 1935-1936*, (National Youth Administration for Kentucky, mimeographed, February, 1937) p. 9-10.

Directors of regional offices to be established in Ashland, Covington, and Paducah had been tentatively selected. A state Advisory Committee had been named, and the list sent to Washington, but Mr. Williams requested that a mixed board be set up. At first Mr. Peterson did not consider it advisable to ask a Negro to serve on the State Advisory Committee in "our border line state." Subsequently both youth and Negroes were given representation, however.<sup>1</sup> County Youth Councils were also appointed tentatively, and in the first month of operation the state office contacted the following organizations interested in young people: Parent-Teacher Associations, Women's Clubs, Boy and Girl Scouts, Young Men's and Young Women's Christian Associations, American Legion, Service Clubs, county and home demonstration agents, fraternal organizations, church groups, park and playground officials, chambers of commerce, city and county officials, labor groups, and welfare agencies, namely Red Cross, Salvation Army, child welfare bureaus, and family societies.<sup>2</sup>

The Kentucky State Advisory Committee held its first meeting October 15 in Louisville. Members of this group came from different sections of the state and brought with them experience in industry, agriculture, education, and

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<sup>1</sup> See Appendix A for a list of the first Kentucky Advisory Committee members.

<sup>2</sup> Frank D. Peterson, "First Report to Washington," September, 1935, p. 1, 3.

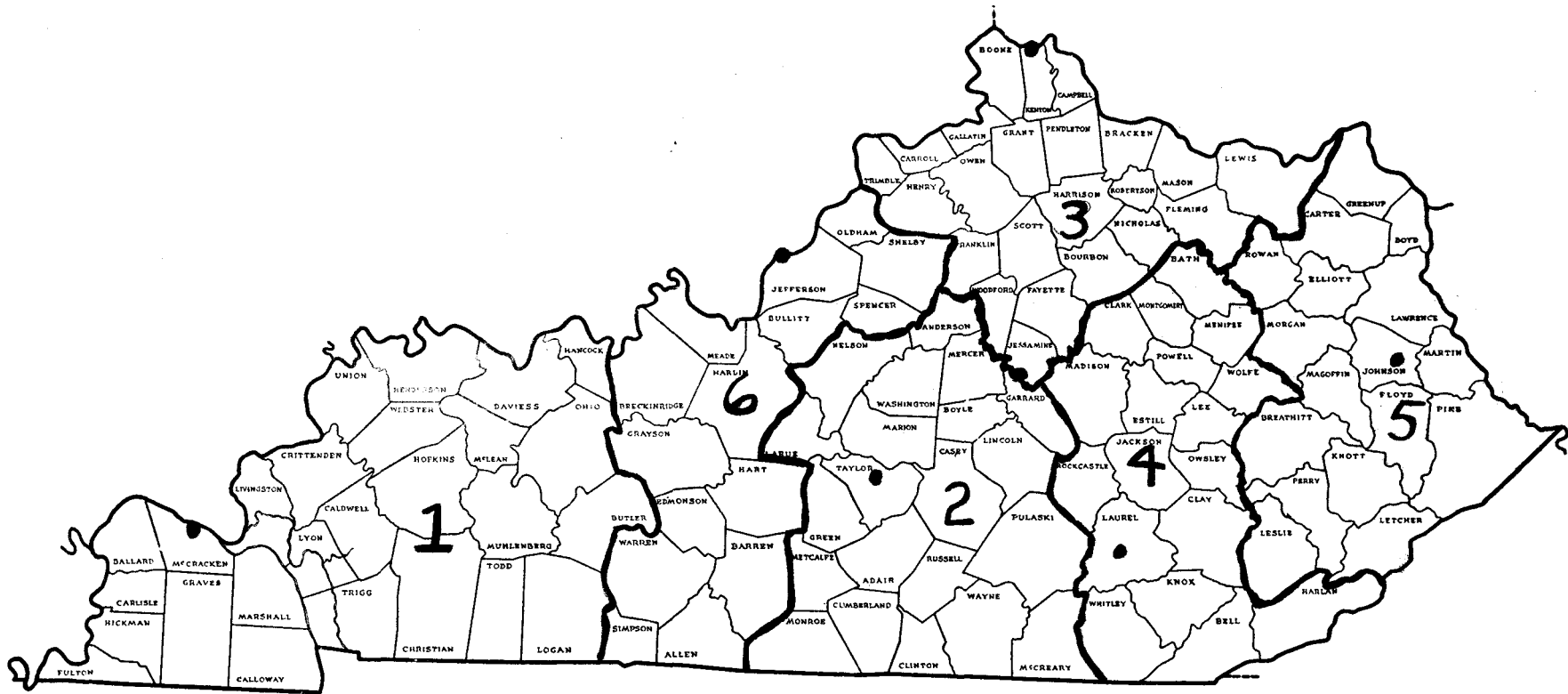
commerce. The Committee discussed the national policies of NYA, and the members were asked to give publicity and assist in stimulating interest in the new program as well as to advise the state administration in the formulation of plans suitable to the operation of NYA in Kentucky. By November 1, County Youth Councils composed of from five to nine members were set up in each of the 120 counties in the state. These councils included such community leaders as county officials, educators, county agriculture agents, representatives of many organizations interested in young people, and the county relief worker. Among the functions suggested to these groups was the taking of a survey of youth needs and making a study of local facilities set up to meet these needs.<sup>1</sup>

At the same time that the advisory groups were being formed a division of administrative authority throughout the state was taking place. Six districts were laid out each including a number of counties.<sup>2</sup> A district manager was placed over each and made a member of the state administrative staff. These managers reported directly to the state office and received instructions from the state departmental heads. Most of the efforts of these managers to develop the

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<sup>1</sup> Valentine, op. cit., p. 9.

<sup>2</sup> See Fig. 1.



NYA DISTRICTS  
IN KENTUCKY  
JUNE 1936

Fig. 1

program of NYA within their territory were in conjunction with local County Youth Councils. Although it would have been possible to work directly with the youth themselves, it was felt to be wise social policy and helpful in gaining support for the program to interpret and gain interpretations from the citizenry of the communities which NYA hoped to serve.<sup>1</sup>

With the appointment of sufficient personnel and the sharing of knowledge as to its purpose the Kentucky Youth Program was ready to help ". . . do something for the nation's unemployed youth" who ought to have their chance in school, their turn as apprentices, and their opportunity for jobs.<sup>2</sup>

#### THE IN-SCHOOL PROGRAM

After considering how best to administer the Youth Program in order to meet the needs of all eligible youth, if possible, it was agreed by the national administrators that the program be divided into two major categories. One group was termed the school group and the other called the non-school group. First we shall examine the process by which

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<sup>1</sup> Peterson, "Monthly Report to Washington," December, 1935, p. 2.

<sup>2</sup> Franklin Roosevelt, statement on signing Executive Order No. 7086, June 26, 1935.



the program for the school group was set into operation in Kentucky.

College Aid.--For efficiency in administration the school group was divided into three classifications based on grade level. There were graduate aid, college aid, and assistance for high school students known as School Aid. In order to get the Youth Administration in operation in time for the beginning of the academic year, 1935-1936, the Kentucky State NYA office invited representatives of Kentucky colleges to meet in Louisville, August 27. All Kentucky colleges except two small junior colleges were represented at this conference. An explanation of the program was given, application blanks were passed out, and projects for the student aid participants were discussed.<sup>1</sup>

To be eligible for employment from the undergraduate College Aid program according to standards set up by the National NYA office a student had to be able to do "high grade" college work, had to be financially unable to attend college without assistance, and should carry at least three-fourths of the normal class program required by the college attended. Students were not required to be residents of the state in which the college attended was located. All institutions of college grade, public and private were eligible to participate in the program provided they were non-profit

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<sup>1</sup>  
Peterson, "First Report to Washington", September, 1935, p. 1.

making in character. The Kentucky State Department of Education had final authority in determining eligibility.<sup>1</sup>

Quotas were assigned each college on the basis of the college enrollment of October, 1934, the year before NYA was established. A number of students equal to twelve per cent of the college enrollment at that time was entitled to receive employment at an average rate of \$15.00 a month. The money allotment given each college was based on this quota. The number to receive NYA in each college was not inflexible, and in the first year because the colleges were not able to get under way at the beginning of the school term due to lack of organization, because many colleges decided to "spread" the funds by lowering the amount paid each student, and because a supplementary amount was given NYA in Kentucky, the colleges did not remain within their quota limits but granted help to more students than their quotas called for. The plan of "spreading" allotments over more students met with approval by the state and national NYA offices.<sup>2</sup>

It became the policy of the student aid program in Kentucky to determine eligibility and administer funds in as decentralized a manner as possible. Usually one of the college administrators or faculty members served without compensation as NYA administrator. He determined eligibility,

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<sup>1</sup> Valentine, op. cit. p. 13.

<sup>2</sup> Ibid., p. 16.

assigned jobs, kept time, and assumed responsibility for the program in his college. In making application for part-time employment through NYA, students were advised to apply through either the college president or the NYA supervisor in the college. The National Youth Administration accepted the recommendation of school officials as long as the college remained within the financial limitations agreed upon. If the institution in which the prospective student wished to enroll had no openings, it was suggested that he investigate other colleges that interested him to learn if their<sup>1</sup> quotas had been filled.

The determining of which student applicants could do "good work" was left to the colleges to decide. The state office did not set up a scholastic standard to which all eligible students should measure up. Various schools used different methods for determining the academic requirement. Usually an average grade of "C" or higher was expected.<sup>2</sup> Former school records were used at first application, and the maintenance of good standing was expected. Some institutions asked that three certifications of financial need on the part of students accompany applications. These certifications could be signed by professional or

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<sup>1</sup>  
Ibid.

<sup>2</sup>  
Peterson, Frank D., Radio Discussion of Youth Problems and NYA Activities in Ky. and Ind., WAVE, Louisville, Ky., 6:30 P.M., December 15, 1937, p. 4.

prominent business men in the community.

Decision as to the type of employment was left largely to the college presidents and NYA supervisor with the state NYA office offering numerous suggestions which served as a basis for the planning of the colleges. For misuse of NYA funds a college could have been dropped from the list of eligible institutions and the allotment might have been distributed among the other institutions in the state. It was particularly emphasized that NYA funds were not to be used as a method of reducing the school expenses by being substituted for payment to other students who were employed and paid by the college. The Youth Administration was clearly intended to supplement regular college employment.<sup>1</sup>

Among the suggested activities for which students might receive National Youth Administration aid were the following:

- (1) Individual instruction and tutoring in academic subjects to other students needing such help but unable to pay for it themselves.
- (2) Recreational instruction in nearby mining or industrial communities in such activities as basketball, volleyball, baseball, or swimming.
- (3) Social Welfare Work. College students could be assigned to assist local welfare agencies in the collection of data, compiling statis-

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<sup>1</sup>Valentine, op. cit. p. 14-15.

- tics as well as the routine function of the agency.
- (4) Forums. Discussion groups on social issues were encouraged.
  - (5) NYA workers might be enlisted in biological, historical, chemical, psychological and other types of research.
  - (6) Preparing bibliographical material for campus or community agencies, re-cataloguing, and other library functions provide jobs for students.
  - (7) Clerical work other than the routine procedure could be done by NYA students. The assembling of new materials on student budgets and expenditures, emergency typing, filing, tabulating, etc. offered employment.
  - (8) Work in fine arts by qualified students was an appropriate NYA function. The lettering and designing of posters and other publicity in connection with health, safety, and other public welfare campaigns was suggested.
  - (9) There were numerous community agencies such as the Boy and Girl Scouts, day nurseries, community health services and others which might be served.

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A record of the time spent in each of these or other occupations by NYA students was kept by the college officials. Upon receiving this report the state NYA office paid by check the student recipients through the college supervisor. During the first year of its operation in Kentucky 2,896 undergraduate college students were given employment by the use of \$231,861.50 from the NYA. Below is shown a

TABLE 1

COLLEGES RECEIVING NYA HELP IN KENTUCKY, 1935-1936<sup>1</sup>

COLLEGE	ALLOTMENT	STUDENTS AIDED	1934 ENROLLMENT	QUOTA FOR NYA	
Asbury	\$ 7,915.00	76	474	57	
Berea	11,910.00	102	689	83	
Bethel Woman's	1,990.00	20	122	14	
Campbellville	2,887.50	40	155	18	
Caney Jr.	1,585.00	17	90	11	
Centre	6,120.00	58	360	43	
Christian Normal	910.00	20	54	6	
East Ky. Teachers	14,805.00	179	850	102	
Georgetown	5,665.00	77	334	40	
Kentucky Wesleyan	3,265.00	34	197	23	
Ky. Industrial	8,145.00	150	374	45	
Lees Jr.	3,832.00	67	183	22	
Lindsey Wilson Jr.	2,260.00	25	138	16	
Lou. Pres. Sem.	1,410.00	13	83	10	
Morehead Teachers	10,695.00	92	625	75	
Mt. St. Joseph	1,450.00	13	85	10	
Murray Teachers	13,785.00	137	766	92	
Nazarath	2,395.00	24	142	17	
Nazarath Jr.	1,585.00	14	92	11	
Paducah Jr.	1,342.50	15	68	8	
Pikeville Jr.	5,040.00	62	298	36	
Sacred Heart Jr.	1,990.00	23	119	14	
St. Catherine Jr.	1,207.00	16	67	8	
Sue Bennett	3,165.00	34	177	21	
Transylvania	8,070.00	184	468	56	
Union	4,440.00	43	261	31	
U. of Kentucky	48,105.00	667	2832	340	
U. of Louisville	72,592.00	311	1619	194	
West Ky. Indust.	3,880.00	73	202	24	
West Ky. Teachers	24,420.50	310	1427	171	
<b>TOTALS</b>	<b>30</b>	<b>\$231,861.50</b>	<b>2,896</b>	<b>13,351</b>	<b>1,598</b>

<sup>1</sup> Source: L. L. Valentine, Review of Activities, 1935-1936, February, 1937, p. 19.

table giving the names of the colleges, their monetary allotments, number of students aided, their 1934 enrollments, and their NYA quota during the school year 1935-1936.<sup>1</sup> Of this group 278 (10.8%) were candidates for college and non-professional degrees. An analysis of the students aided reveals the following:

TABLE 2

UNDERGRADUATE COLLEGE STUDENTS AIDED  
BY RACE AND SEX 1935-1936

RACE	Total	TOTAL	SEX	
			MALE	FEMALE
White		2896	1780	1176
Negro		2621	1866	1055
		275	154	181

TABLE 3

FIRST YEAR AND UPPERCLASS COLLEGE STUDENTS AIDED  
BY NYA IN KENTUCKY, BY RACE, 1935-1936

RACE	Total	TOTAL	SEX	
			FIRST YEAR	UPPERCLASS
White		2896	1236	1660
Negro		2621	1117	1504
		275	119	156

<sup>1</sup> See page 38.

<sup>2</sup> Source: Valentine, op. cit., p. 20.

College Aid in Kentucky was received enthusiastically and got under way the first year with little difficulty. Kentucky newspapers, college officials, and the general public felt college aid was a wise investment of the public funds. It was the opinion of Rev. F. Newton Pitt, Superintendent of Schools of the Diocese of Louisville that this help very definitely sent many students to college and kept them there who otherwise might never have had college training.<sup>1</sup>

Graduate Aid.--Help was given a limited number of graduate students who were unemployed and who sought to complete the Master of Arts or Doctor of Philosophy degrees. Candidates for other professional or graduate degrees were eligible for assistance under the College Aid program. The type of employment, qualifications for eligibility, and method of payment were similar to those of College Aid. First year graduate students could receive as much as \$25.00 a month for their work and students doing advanced graduate study could receive \$30.00 as a monthly average. As in College Aid it was permissible for graduate funds to be divided among more students than quotas called for. News that funds would be available for graduate students did not reach the two colleges which were eligible for these allotments until most of their shares of the money had been used for under-

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<sup>1</sup>  
F. Newton Pitt, An Evaluation of the Student Aid Program in Ky., address, (mimeographed by Ky. NYA) p. 15.



graduate men and women. These colleges were the University of Kentucky and the Western State Teachers College. Funds for this purpose were given on the basis of the number of non-professional Masters and Doctors degrees granted between July 1934 and June 1935. In the school year 1935-1936 NYA assistance amounting to \$5026.39 was given 47 Kentucky graduate students.<sup>1</sup>

High School Aid.--Due to the many school districts in Kentucky which were eligible for NYA School Aid and a shortage of clerical help in the high schools this phase of the program got under way more slowly than the College and Graduate Aid. Quotas for each eligible high school were based on the relief load carried in the community, the school census, and an estimate of need from school officials.<sup>2</sup> Kentucky was given an allotment of 6423 school aid jobs but by "spreading" payments 9032 were actually aided during 1935-1936.<sup>3</sup>

To be eligible for School Aid students had to be single and between the ages of 16 and 25. Certification of the county relief worker that the child's family was receiving assistance at first had to accompany application, but this ruling was relaxed to permit high school pupils to

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<sup>1</sup> Peterson, Monthly Report for June, 1936, p. 3.

<sup>2</sup> Ibid., October, 1935, p. 2.

<sup>3</sup> Ibid., July-August, 1936, p. 1.

get NYA employment if their families were eligible for public assistance but had not been placed on the relief rolls. Students meeting all other requirements could be helped in grades seven and eight regardless of the organization of their school system on a junior and senior basis. Students taking post-graduate courses in high school were eligible if preference had been given to undergraduate students and if the applicant were carrying at least three-fourths of the normal course load in subjects which he had not taken previously.<sup>1</sup>

All schools lower than the college grade, both public and private could participate in the NYA program provided they were not profit making in character. As with the colleges, the high schools selected students to receive help on the basis of qualifications set by the National Youth Administration. The term "worthy student" was used in the requirements for eligibility, and it was assumed that youth from relief families who were trying to remain in school were "worthy" and should receive assistance. The principals and superintendents of Kentucky secondary schools made the final decisions as to which students should receive the funds within the allotment given them. From the beginning the Kentucky State Administrators emphasized the necessity of carrying out projects to employ pupils receiving NYA aid,

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<sup>1</sup> Valentine, op. cit., p. 22-23.

with assignment on a scholarship and need basis to be used only in rare instances. At first, due to the newness of the program and the difficulties of setting up appropriate projects, a large number of the grants were given for excellence in scholastic performance, but the percentage rapidly decreased as the schools were able to work out their projects. By the end of the school year no more than three per cent of the youth in school received help on a scholarship basis. The ruling that students could work more than three hours on Saturday (prohibited at first) helped place the payment plan on an employment basis. About two-thirds of Kentucky children lived in rural areas and attended rural schools making it necessary for them to travel long distances on foot, horseback or automobile to get to school. Those who took buses had to leave home early and at the end of the day catch the bus immediately after school closed, making it difficult for some students to work the proper number of hours during the five school days. With the relaxed Saturday ruling they could assemble on Saturday and work continuously on any number of projects. The state office emphasized the value of the experience to be gained by the student in doing his work at a regular time, accounting for it by filling out time reports, and performing it in a satisfactory manner. Schools were urged to give work which would develop the native abilities of the youths or aid them in determining a vocation which they might be

suited to follow.<sup>1</sup>

Working out projects was a problem for the secondary schools which were often understaffed and hard pressed to give proper supervision to setting up worthwhile activities. The state office asked that the work done should be "socially desirable and . . . not include those tasks which in the past have been done by students as a part of the personnel of the institution." Ordinary maintenance and janitorial jobs and other routine activity that would be carried on anyway were not to be financed by NYA funds. Recommendations were made in regard to projects. These included: clerical work, library work, checking student exercises, papers, and problems, poster advertising, work on school paper, care of athletic equipment, student safety guards and traffic directors, care of stage equipment, property and makeup, tutoring, assisting in social service work, and conducting forums. For these services high school students were to receive not more than \$6.00 a month for nine months.<sup>2</sup>

The following Table shows the number of students engaged in each of fourteen occupations during the first year of NYA School Aid in Kentucky.

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<sup>1</sup> Peterson, op. cit., December, 1935, p. 4.

<sup>2</sup> Valentine, op. cit., p. 24.

TABLE 4

NUMBER OF HIGH SCHOOL STUDENTS ENGAGED  
IN FOURTEEN NYA SCHOOL AID OCCUPATIONS  
IN KENTUCKY DURING 1935-1936

1

TYPE OF EMPLOYMENT	NUMBER EMPLOYED
Clerical Work . . . . .	1,380
Library Work. . . . .	942
Checking Problems, Papers, etc. . . . .	615
Poster Advertising. . . . .	109
Working on School Property . . . . .	1,325
Caring for Athletic Equipment . . . . .	254
Student Safety Guards, Traffic Directors . . . . .	81
Care of State Equipment . . . . .	66
Individual Instruction and Teaching . . . . .	94
Assistants in Cafeteria . . . . .	323
Assistants in Social Service Work. . . . .	206
Assistants in Laboratory. . . . .	342
Extra Janitorial Service. . . . .	647
All Others . . . . .	704
Total . . . . .	7,088

The final report of the Division of Finance and Statistics for the year 1935-1936 showed that 9,032 students participated in the School Aid program with a total expenditure of \$294,227.84. An extra allotment of \$96,000 had been given Kentucky because of drought making it possible to extend the state quota by 1,777 students at \$6 per month each for nine months. The additional funds brought the Kentucky number of School Aid units to 7,888 which number

<sup>1</sup> Source: Valentine, op. cit., p. 25.

was increased to 9,032, the actual number of students<sup>1</sup> assisted, by the policy of "spreading" funds.

In general it was felt that the School Aid program operated smoothly and met with public approval. The administration of it proved more difficult than had been thought at first, though school executives cooperated well. Drought, an intensely cold winter, and the distances separating students from projects and superintendents from some of their county schools, and technical problems such as the case of students living in one school district attending school in another, all made the year an eventful and sometimes a trying<sup>2</sup> time.

#### THE NON-SCHOOL GROUP

The second large classification of youth to be served by the National Youth Administration was the non-school group. This body of young people was composed of both those who had completed high school or college and were unemployed as well as youth who had left school earlier and were unable to find work. The age range for this phase of the program was from 18 to 24 years. The process of getting in touch with the out-of-school youth was more difficult

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<sup>1</sup> Peterson, Monthly Report, July-August, 1936, p. 1-3.

<sup>2</sup> Frank D. Peterson, letter to Richard R. Brown, Assistant Executive Director, National Youth Administration, February 5, 1936.

than reaching the in-school group who were easily reached through school personnel. It was necessary, therefore, for the organization of the out-of-school program to be highly refined and to be handled by National Youth Administration officials from top to bottom. As has been shown <sup>1</sup> the Kentucky administration named officials on a state and district level to bring the work program down to the individual youth. Voluntary County Youth Councils were also named to assist the district managers to understand and to work effectively within the local communities. When work projects were actually set up there were added to the staff of the program in Kentucky, project supervisors who remained with each local work unit. The appointment of supervisors brought the Youth Administration down to the local level and became the final link between the young people and the program.

At first it was proposed that inasmuch as NYA was a part of the Works Progress Administration it might be most economical to place young people on regular WPA projects on a supplementary basis to work one-third time, but in Kentucky on October 12, 1935 there were still insufficient projects to care for heads of families who were first on priority lists for employment with that program. On the other

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<sup>1</sup>  
Supra, p. 19-21.

hand, in November, 1935 there were already over 8,000 men and more than 1200 women between the ages of 16 and 25 employed on WPA projects having qualified for assistance under that program. It became apparent, then, that WPA could not take care of additional youth who were in need of and eligible for work relief. Moreover there were 18,956 young men between the ages of 18 and 28 in Civilian Conservation Corps camps from Kentucky in the fall of 1935.<sup>1</sup>

It was learned by the Kentucky NYA office from County Youth Councils and other sources that in this state in addition to the projects undertaken by other government agencies there remained a demand for recreation and community projects, music projects, the construction of playgrounds and swimming pools, manual arts projects, health and delinquency surveys, improvement of public property projects, clerical assistance in schools and county and city offices, rural library service, and domestic training units.<sup>2</sup>

Accordingly the National Youth Administration office issued to the Kentucky State Director a bulletin setting up a standard for the development and operation of National Youth Administration Federal sponsored projects.<sup>3</sup> The four

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<sup>1</sup> Peterson, Monthly Report for October, 1935, p. 3, and Monthly Report for December, 1935, p. 6.

<sup>2</sup> Ibid., November, 1935, p. 9.

<sup>3</sup> Valentine, op. cit., p. 26.



types of projects recommended by the government were:

1. Projects for youth community development and recreational leadership. This project was designed to provide part-time employment of young people from relief families as leaders and assistants in the establishment, organization, and conduct of recreational and community activity in playground, athletic fields, watersports areas, camps, parks, community houses, indoor recreation centers, gymnasiums, community activity, arts and crafts, manual activity, and others.
2. Projects of Rural Youth Development. To provide part-time employment of young people from relief families in rural communities in improving and beautifying school grounds, minor repair of public buildings, aiding reforestation, aiding the work of state experimental farms and agricultural work; development of county or community centers; spreading better farming, sanitation and health practices in rural communities; vocational agriculture; maintaining and enlarging rural library service.
3. Public Service Projects. To provide part-time employment of young people from relief families as assistants in various public services to conduct activities outside the normal scope of these local governmental agencies, such as traffic checks and control, sanitation, health, and investigation of local and state governmental records.
4. Research Projects. To provide part-time employment of young men and women from relief families in a variety of local research projects in local history, tax records, safety campaigns, biological and agricultural experimental assistance and other types of research.

Within these broad limitations it was not difficult for County Youth Councils and district managers to discover

need for such projects in most Kentucky communities. To set up a project a Youth Council or civic agency realizing the need for NYA help could submit an application to the state NYA Director whose approval secured federal support. In Kentucky the director usually checked each project with the national office before encouraging the interested parties to begin work. Officially the sponsor of any of the four types of federal projects was the National Youth Administration, but the national government recommended strongly that there be some public organization or official, quasi-public, or a private, non-profit agency to act as a cooperating sponsor. Not only could the already established group lend advice and encouragement and spread interest in the new enterprises, but they were also asked to contribute building space, utilities, or tools. Almost every project in Kentucky had a sponsor and contributions from these sources amounted to a sizable percentage of overhead expenses. State NYA Directors were expected to use 90% relief youth on work projects and secure supervisors and other personnel needed from the remaining 10% who were not required to be from families receiving public assistance. Actually Kentucky hired only 4.9% of its personnel for the work project program from non-relief persons, and secured the other 95.1% of its personnel from relief rolls.<sup>1</sup>

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<sup>1</sup>  
Ibid., p. 29.

The WPA furnished District NYA Managers lists of young persons between 16 and 25 from families on relief. Together the WPA Assignment Officers and the NYA District Managers selected youths for the various projects from these lists. NYA did not affect a family's eligibility for WPA. Of the money allotted each state for work projects, the National Youth Administration required that 61 per cent be spent on Community Development and Recreational Projects, 21 per cent on Rural Youth Development, 13 per cent on Public Service Projects, and 5 per cent on Research Projects. Allotments were made to states in blanket amounts for a three months period and were granted on the basis of the relief load in the state. To correspond with the allotment period projects were set up on a three month's basis with estimates of the costs of labor, supervision, and materials serving as a basis for the amounts given each project. The wage scale for project supervisors was flexible according to the security wage set for the community in which the project was under operation. Youth could earn one-third the security wage with a minimum of 36 and a maximum of 46 hours worked each month. In Kentucky 44 hours was the uniform requirement. In no case could a youth earn more than \$25.00 a month.<sup>1</sup>

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<sup>1</sup>  
Ibid., p. 29-30.

Many problems faced the state office in its attempt to set up the work projects. District Managers had to use much initiative in developing ideas, securing sponsors, and fitting the projects to the various communities. Usually the counties that had the highest relief loads also had limited facilities around which projects might be centered, and the inhabitants of such areas were often unable to make contributions to the effort. In many rural districts the youths were often widely scattered and were faced with inadequate transportation. It would have been less difficult had district managers been able to set up like projects in many counties, but an effort was made to fit the needs of the local communities necessitating individual attention to each project attempted. In addition most of the young people available had had little training or experience and could not be readily fitted into existing organizations. Administration difficulties in securing complete lists of eligible young people, in getting registrations with the National Re-employment Service and receiving proper certification from the WPA office even after projects had been approved and allotments obtained plagued the state NYA staff in the early period of work projects. WPA assignments to NYA were slow in coming because of the press of other work, and often District Managers had to retrace their steps to clear away obstacles in getting workers assigned. Usually there was a considerable shrinkage in the number of youths assigned and

these reporting especially as records were not always accurate. Until January, 1936 the project program was unable to gather much momentum, but with the setting up of the new project procedure by the federal government<sup>1</sup> at the first of the new year this phase of the NYA program began to improve not only in Kentucky but in other states as well.<sup>2</sup>

By June 30, 1936 there were 208 projects operating in 108 counties. There were 9,316 youth workers and 390 supervisory employees. Of the youth employed 5037 were boys and 4279 were girls. The total expenditures on works projects as of June 15, 1936 were \$373,587.38. The total estimated value of the work done as of June 30 was \$562,332.74.<sup>3</sup> Table 5 shows the types, amount, and value of work accomplished by these projects during the first year of NYA operation in Kentucky.

#### NEGRO PARTICIPATION

From the beginning the policy of the National Youth Administration in Kentucky was to make no discrimination between the white and Negro populations. The rules governing eligibility, kinds of employment, worthy students, and other

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<sup>1</sup>  
<sup>2</sup> Supra, p. 49.

<sup>2</sup> Peterson, Monthly Report for December, 1935, p. 6-7 and January, 1936 Monthly Report, p. 3, and May, 1936, p. 1.

<sup>3</sup> Peterson, Monthly Report for June, 1936, p. 4-5.

TABLE 5

TYPES, AMOUNT, AND ESTIMATED VALUE OF WORK PERFORMED  
ON KENTUCKY OUT-OF-SCHOOL NYA PROGRAM 1935-1936

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CLASSIFICATIONS AND TYPES OF WORK	NUMBER OF ITEMS		ESTIMATED VALUE
	HOURS	ARTICLES	
CLERICAL	87627		\$ 48,833.50
RECREATION		234 centers	58,377.00
<b>BEAUTIFICATION:</b>			
Buildings		578	54,974.00
Grounds		1,064	102,452.45
Streets, Highways		9,127	1,585.00
Miscellaneous		770	250.00
<b>SEWING:</b>			
Garments Made		16,788	19,120.47
Garments Repaired		8,972	10,081.00
Linen Made		323	252.35
<b>CRAPPS:</b>			
Furniture Made		3,302	21,251.00
Furniture Repaired		8,301	10,124.00
Rugs Made		620	1,285.00
Toys Made		120	72.00
Toys Repaired		912	288.00
<b>LIBRARY SERVICE:</b>			
General	460		230.00
Books Recorded		9,899	8,909.10
Books Classified		11,732	6,751.50
Books Repaired		76,279	53,395.30
<b>MINOR CONSTRUCTION:</b>			
Walks Laid (feet)		5,930	3,571.25
Walks Built (feet)		615	570.00
Tiling Laid (feet)		1,812	1,812.00
Ditches Dug (yards)		14,907	18,333.75
Buildings Repaired		240	6,836.89
Roads Constructed		3/4 mile	550.00
Roads Repaired		14 miles	11,075.00
<b>STATISTICAL AND RESEARCH</b>			
		226,857	28,970.60
<b>MISCELLANEOUS:</b>			
	229815		78,587.68
Shoes Repaired		542	1,084.00
Bridges Constructed		28	3,084.00
Lumber Cut (feet)		22,565	1,342.50
Printing		75,000	7,314.00
Schools		35	1,750.00
Tally Sheets		3,900	800.00
Auto Parkings		235	2,100.00
<b>TOTAL VALUE</b>			<b>\$562,332.74</b>

Source: Valentine, op. cit., p. 37.

matters were identical for both races. Mr. I. Willis Cole, Negro editor, was placed on the State Advisory Council, and Mr. T. E. Brown was appointed Assistant State Director in charge of Negro Activity, which became a special division of the state program. In Kentucky 8.6% of the population is Negro, and that group received 9.4% of College Aid given in Kentucky in 1935-1936, 9.08% of School Aid, and 7.2% of jobs in work projects.

#### VOCATIONAL GUIDANCE

From the first the National Youth Administration was interested in serving the needs of youth for vocational counseling and training. Both the in-school and out-of-school groups were recipients of this service. Several work projects were set up to study vocational problems in the state and to compile scores on intelligence and achievement tests at the University of Kentucky. During 1935-1936 vocational studies with the following titles were made: "Waitress," "Tobacco Industry," and "Radio Service." A bulletin called "Which College Shall I Choose" telling briefly the curriculum offered by each of Kentucky's colleges was completed. Wide distribution was given these pamphlets. A syllabus, "Vocational Information for the Youth Counsellor and Guidance Worker" to be used in presenting a course in guidance to youth workers was drawn up, and a survey to show employment trends in various occupations in Kentucky

was begun. Various men's luncheon clubs were interested in assisting youth with guidance and helped put on programs for a number of young people's groups.<sup>1</sup>

A six point educational guidance program was set up for Kentucky by the National Youth Administration including:

1. A full-time representative of guidance should be placed in the State Department of Education.
2. The recently appointed committee of the Kentucky Association of Colleges and Secondary Schools should be affiliated with the Division of Guidance of the State Department of Education. (NYA was instrumental in getting the Kentucky Association of Colleges and Secondary Schools to appoint a guidance committee.)
3. Guidance courses should be set up for beginning teachers enrolled in the College of Education at the University of Kentucky and the state teachers' colleges.
4. Curriculum revision in Kentucky high schools should be made to include vocational training.
5. Cities of 10,000 or more population should have a guidance director with a counselor in each school.
6. A branch of the National Vocational Guidance Association should be organized in Kentucky in order to bring this service more closely to the teachers of the state. (At the 1936 meeting of the Kentucky Educational Association this branch was set up. NYA was partly responsible for this move.)

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In June, 1936 a Junior Placement Service in Louis-

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<sup>1</sup> Peterson, May, 1936 Monthly Report, p. 13-14.

<sup>2</sup> Ibid., p. 14.



ville was proposed and plans got under way for setting up an office where counseling would be available for youths 18 or under and placement help would be given older, unemployed youth. This Service was to operate in connection with the National Re-employment Service.<sup>1</sup>

A survey of project workers to determine guidance needs was made during 1936 showing the average amount of schooling to be 6 years and 4 months. Of the 6838 workers submitting reports 94.4 per cent had no vocational training, and 62.44 per cent of those having training got their skill from schools. No occupational experience was reported by 53.3 per cent. Three hundred, fifty-nine of the 6838 workers (4.78 per cent) had finished high school, 92 had entered college, and 3 had received degrees. By the end of the first year it was felt that a start had been made on the problems of learning vocational needs and securing counseling and guidance for NYA youth. The bulletins and manuals compiled by NYA were available to all youth in the state.<sup>2</sup>

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In its initial year the National Youth Administration in Kentucky got well under way. A sizable amount had

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<sup>1</sup> Valentine, op. cit., p. 47.

<sup>2</sup> Ibid., p. 46.

been accomplished, and at the end of the twelve months the program continued to meet general public approval especially as voiced in the press. Interpretation of the aims and methods of the program had reached a large public, and the state administration counted on improved cooperation and more efficient operation in the second year of NYA in Kentucky.

**CHAPTER III**

**THE MATURING PERIOD, JUNE, 1936 TO JUNE, 1939**

## CHAPTER III

### THE MATURING PERIOD, JUNE, 1936 TO JUNE, 1939

#### Administration

The period from the end of the initial year of the National Youth Administration in Kentucky until June, 1939, when NYA became a separate branch of the Federal Security Agency and was no longer a unit of the Works Progress Administration, proved to be a time of settling into a program which already had roots in the ground, but which needed constant watchfulness on the parts of the Kentucky administration to keep the intricate organization functioning smoothly, to adjust to the changing national regulations, and to continue to hold the goodwill of the public. As a contrast to the first year which meant the setting up of a brand new program in a rapid, dynamic fashion, year two and those immediately following were less dynamic for the administrators, but they required a different kind of executive skill as the public had had time to sit back and evaluate what had been done. A great deal of interpretative work was done during these days as national and state officials alike filled requests for lectures on the NYA, and many pamphlets describing and explaining the Youth Program were issued to

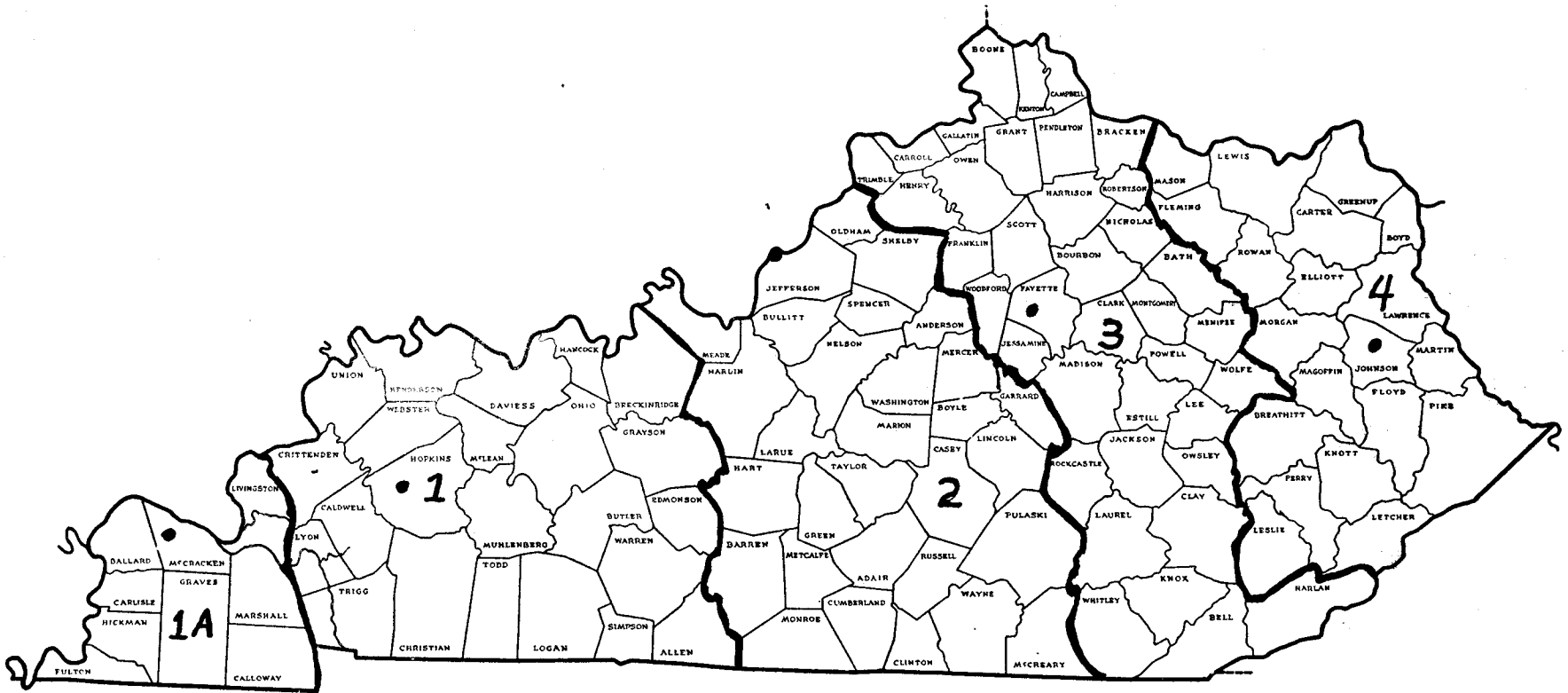
show what had happened to the money appropriated and to reveal that only five per cent of expenditures were used for administrative purposes.<sup>1</sup> In general the youth program was well accepted in Kentucky, and working relations with other agencies in the state were cordial.

In the summer of 1936 Frank Peterson accepted employment with the Kentucky State Government on a part time basis but remained Supervising Director of NYA. From that time Robert Salyers, who had come on the staff in a full time capacity, assumed more and more of the duties of the director until in 1938 he became director in name as well as in function. In the summer of 1937 the Kentucky Administrative Staff lost three members, W. Arch Bennett, Supervisor of Work Projects, Otis C. Amis, Supervisor of Educational Aid, and T.C. Brown, Supervisor of Negro Activities. The budget for state administrative purposes was cut, and the vacancies were filled by placing two district managers in the state office and reducing the number of districts from six to four.<sup>2</sup> Mr. Salyers felt that the fact that NYA administrative wages were lower than corresponding ones in WPA and the temporary nature of the Youth Program probably accounted to a large extent for the swift personnel turnover. These

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<sup>1</sup> Some Facts about Youth and the NYA, (published by the National Youth Administration, Washington, D.C., March, 1940) p. 3.

<sup>2</sup> See Fig. 2.



NYA DISTRICTS  
 IN KENTUCKY  
 JULY 1937

Fig. 2

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changes hampered the program.<sup>1</sup> The four district offices were located in Madisonville (1), Paducah (1a), Louisville (2), Lexington (3) and Paintsville (4).<sup>2</sup>

The division of territory for administrative purposes remained in four districts until July 1, 1939, when a reorganization plan made provision for eleven areas responsible directly to the state NYA office.<sup>3</sup> At this time the state office was organized on a functional basis along the same lines as the national office with three principal divisions, Operations, Employment, and Finance. It was thought that the new organization would bring state office services closer to projects and should result in better interpretation of the objectives and regulations to project supervisors.<sup>4</sup> The Division of Operations was concerned with the setting up and operation of out-of-school work projects and the student work program. The Director of this Division was assisted by State Supervisors in the fields of construction, homemaking, arts and crafts, workshops, resident projects, and the student work program. The Director of the Division of Employ-

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<sup>1</sup> Salyers, Report on the NYA Program, submitted in accordance with Richard Brown's Memorandum dated October 9, 1937, p. 8-9.

<sup>2</sup> Salyers, Monthly Report for July, 1937, p. 2.

<sup>3</sup> See Fig. 3.

<sup>4</sup> Salyers, Monthly Report for June, 1939, p. 1.

ment was assisted by State Supervisors in the fields of certification and assignment, youth personnel, and health and sanitation. This Division was concerned with the certification of eligible youth by local referral agents, assignment to projects, review of youth working on projects, and all group and individual guidance activities. All assignments of out-of-school youth workers were made by the state office Division of Employment. The Division of Finance was responsible for all financial activities, including accounting for funds, preparation of payrolls for all student and out-of-school workers from time sheets sent in from schools and projects, and all contacts with the United States Treasury Accounts Office and Treasury Disbursing Office. All NYA workers employed on the out-of-school projects program or the student work program, received checks mailed by the U.S. Treasury Disbursing Office in Louisville directly to them.

In each of the eleven areas there was an area office in the charge of an Area Supervisor, who was responsible to the State Administrator for general policies and to the Director of the Division of Operations for setting up and operation of work projects. In each area was a Personnel Officer who handled all problems of certification, employment, and review of youth on projects, and a Supervisor of Finance who supervised the timekeeping, accounting, and payment of workers.



Direct supervision of work projects was provided usually by project supervisors. The one or more supervisors on each work project were responsible to the Area Supervisor for the proper operation of the project unit. There were approximately 250 project supervisors employed by the Kentucky Youth Administration in June, 1939, but the number varied from time to time.<sup>1</sup>

Expenditures for the period from July, 1935 through June, 1939 for NYA in Kentucky totaled \$6,500,429. Of this amount \$4,359,999 was expended on the Out-of-School Work Program, and \$2,140,430 on the Student Work Program.<sup>2</sup>

#### PROGRESS OF THE PROGRAM

Student Aid.---Emphasis during the period from September, 1936 through June, 1939 in regard to the Student Aid program was largely on the careful selection and supervision of work projects for recipients of NYA Student Aid. As administration of the program was decentralized as far as possible, the attention of the state office could be placed directly on assisting schools and colleges in designing and carrying out appropriate student jobs. A national Committee on Projects consisting of representatives of secondary

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<sup>1</sup>

Ibid.

<sup>2</sup>

Salyers, Facts about NYA in Your State, (mimeographed by Kentucky NYA and issued about March, 1940) p. 2.

schools and colleges submitted a series of resolutions which Kentucky administrators sent to each school using NYA funds in the state. District and later Area Managers urged the incorporation of these suggestions into local programs. The national committee recommended that insofar as possible projects should be on the intellectual level of those employed and that all projects however menial in nature should be so conducted and supervised as to contribute to an attitude of respect for honest work on the part of students and should be a source of discipline in the development of good work habits and attitudes.<sup>1</sup>

The committee further suggested that careful and broad planning for the projects of the entire campus might be advanced by formation of committees of faculty, or of faculty and students, to serve as advisory or even supervisory councils in evaluating projects and in relating student interests growing out of work on projects to further opportunity for expression and development. Proper supervision is of supreme importance in achieving the real educational values and attitudes for the students, and a participating institution should realize the responsibility and obligation, even with some additional bugetary allowance, in providing consistent and wise administration and supervision of all

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<sup>1</sup>  
Salyers, Planning your Student Aid Work Program  
(mimeographed by Kentucky NYA, September, 1936) p. 1-2.

National Youth Administration projects.

In Kentucky the method of assigning Student Aid recipients to work projects generally followed by participating institutions was to request faculty and administrative officers to submit a list of work projects connected with their particular departments or fields, together with descriptions of the work to be performed. Kentucky NYA Administrators recommended that this procedure be supplemented by a systematic exploration of both campus and community for other work of social usefulness and educational value. After the program had been in operation some time a list of unsuitable activities for students was sent school officials which included permanent improvement of private property or furthering of private commercial enterprise, replacement of other paid labor or carrying on normal maintenance work ordinarily paid by the institution, work of a non-public, partisan, propagandistic, or sectarian nature, jobs involving the exercise of institutional authority over students, faculty, or the general public, and research involving house to house or industrial canvassing. Occasionally projects such as those mentioned above were started, but it was necessary for such work to be cleared with the state office. Supervision of projects was done by the head of the school department to which the student had been assigned, by a faculty committee

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<sup>1</sup>  
Ibid., p. 2.

selected for the purpose, by specially designated students from the employed group or by requiring submission of weekly or monthly reports of work accomplished.<sup>1</sup>

Throughout the 1936 to 1939 period a number of problems presented themselves in connection with the administration of Student Aid. Changes in the program recommended by the national office or state administration regarding procedure, quota allotments, and other phases of the program caused misunderstanding particularly on the high school level. Many rural elementary schools and a few rural high schools in Kentucky opened during July and the early part of August. In 1936 special funds were available for early opening schools, but these were cut off the following year. The regular program did not get under way as a rule until late August causing some confusion in the early opening schools. The fact that some students attended private secondary and parochial schools not located in the district of their residence (especially mountain and Negro children having inadequate facilities in their own districts) caused some argument as to which district commuters should be counted in in determining NYA quotas. In order to serve students as justly as possible quotas were allocated to counties on the basis of relief loads and to districts within counties on the basis of school census. Individual

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<sup>1</sup>  
Ibid., p. 10-11.

student applications were used as the control and were charged against the quota of the district in which the student resided. In 1937 to expedite submission of payrolls, principals submitted time reports for the individual schools in contrast to the former practice of having superintendents submit reports on a district-wide basis.<sup>1</sup>

Each year a meeting of college executives in charge of Student Aid was held in Louisville where problems related to the program were thrashed out. Meetings of superintendents and principals of high schools were conducted in each district in order that information might be disseminated and school executives might present their views and make recommendations for the program. A yearly bulletin followed by a summary of its major points was sent each school participating. With the supplies of time reports a summary of payroll procedures was included, and the first installment of checks also brought information as to how they should be dispersed.<sup>2</sup>

In assigning quotas on the basis of relief load some injustice incurred when a county had no certifying agent for a time. To adjust quotas to need, the NYA state office would hold back from assignment as many as 350 units of

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<sup>1</sup> Salyers, Report on NYA Program, Submitted in Accordance with Richard Brown's Memorandum Dated October 9, 1937, p. 1.

<sup>2</sup> Ibid., p. 2-3.

School Aid to be distributed later when actual need became more apparent through student applications. As NYA got to be better known more and more students applied, many of whom were not in need but wanted to earn a little money. School officials were urged to scrutinize the family income figure carefully and distribute jobs only when need was obvious. It was felt constantly by the state office that better work could be done if there were sufficient funds to provide a full field staff to visit individual schools and help iron out in person questions which invariably arose as the overall program was applied to individual cases.<sup>1</sup>

From September, 1935 through December 31, 1939, 46, 871 individuals had received employment through the student work program including 36,673 recipients of School Aid and 10, 198 working for College and Graduate Aid.<sup>2</sup> Between July, 1935 and June, 1939 the total cost of Student Aid amounted to \$2,140,430.<sup>3</sup>

The Out-of-School Program.--When the NYA program for youth who were not in school and who were seeking employment was effectively begun in January, 1936 the major emphasis of the enterprise was giving relief to young people who belonged

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<sup>1</sup>  
Ibid., p. 3-4.

<sup>2</sup>  
Report on the National Youth Administration for Kentucky, about March, 1940, p. 8.

<sup>3</sup>  
Salyers, Some Facts about NYA in Your State, p. 1.

to needy families. As the work progressed, however, training for vocational placement became the chief aim of the administrators of the program. Helping young people to feel they had a use and a place in society was also an early goal. During the fiscal year 1936-1937, NYA projects operated in 107 of Kentucky's 120 counties and supplied part-time employment to 14,056 youths. At any one time approximately 7,000 white and Negro workers were engaged on about 320 projects. Local conditions largely determined the number of hours worked and the rate of pay. There were four wage classifications used: unskilled, intermediate, skilled, and professional and technical. The work month ranged from forty to fifty hours with workers allowed to stay on the job more hours in sections of the state in which lower hourly wage rates prevailed.<sup>1</sup>

A major problem which made itself apparent in the early years of the program and continued to plague state administrators was securing adequate project supervisory personnel. The variety of functions required of supervisors included not only proficiency in the skill necessary to accomplish the work, but the ability to demonstrate and assist young untrained persons in the learning and performance of that skill. Furthermore supervisors were expected to

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<sup>1</sup>  
Caye M. Peters and Arkley Wright, NYA Work Project Program in Kentucky, 1936-1937, December, 1937, p. 1.

execute the mechanical and clerical features of their projects, plan the work, and keep accurate records of the groups' accomplishments. NYA also hoped that these persons would give counseling services to workers.<sup>1</sup> Frequently in monthly reports to the Washington office the Kentucky Administrator remarked that inadequate supervisory personnel hampered the program. Salaries were low, and in the constant turnover of incumbents the best qualified persons seemed to leave. To help train persons for supervision three day institutes were held at intervals in various portions of the state, and manuals were distributed regularly to keep supervisors informed of their job requirements.<sup>2</sup>

In addition to learning the use of some marketable skill while employed on an NYA project youth workers were given the benefit of a number of other services. Bulletins describing various vocations and the opportunities for their practice in Kentucky were mimeographed and distributed free of charge. "Career Conferences" were conducted during which leaders of occupational groups addressed youth workers and answered questions both in the groups and privately if desired. There were study clubs particularly emphasizing health measures. The American Red Cross conducted courses in First Aid, and lectures and motion pictures acquainting

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<sup>1</sup> Ibid., p. 3.

<sup>2</sup> Salyers, Report on NYA Program, p. 6.



the young people with the dangers of disease and the importance of protective diets and sanitation in healthful living were shown. In some instances NYA officials were able to secure free or at cost medical service from public health officers or from doctors particularly interested in the Youth Program. Thorough medical examinations, immunizations, and treatments were secured for many youth workers.<sup>1</sup>

Supervisors were instructed to be alert to employment opportunities for youth in private industry and recommend their workers for jobs even though they be temporary or seasonal in character. Usually it was possible for young people with positions lasting only a few weeks or months to be recertified for NYA projects at the end of their employment under private auspices. Recreation for the young people was recognized as important, and many recreation facilities were used by the young people who had built them as well as by other members of the community.<sup>2</sup>

From the beginning<sup>3</sup> the problem of certifying youth workers and assigning them to projects was difficult to manage satisfactorily. During the period that NYA was a part of the Works Projects Administration certifications from all sources had to come through a county certifying

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<sup>1</sup> Peters and Wright, op. cit., p. 3.

<sup>2</sup> Ibid., p. 4.

<sup>3</sup> Supra, p. 52.

agent employed by the fiscal court and approved by the WPA Division of Employment. There were always a number of counties in Kentucky that had no certifying agent. Where the WPA load was high in a county there was a tendency on the part of the WPA District Offices not to accept certifications for NYA employment. Frequently there were a large number of certifications for WPA in a county, where there had never been a comparable number of NYA certifications. In some instances there was a difference of opinion with respect to the philosophy and objectives of NYA between the office of NYA in Kentucky and those responsible for making certifications. There was good cooperation, however, between the state WPA office and NYA. Because of the lag between the policies of the state WPA office and the actual performance in the counties or districts making up that program, many counties badly needing NYA received practically no certifications in the early years of the NYA work program.<sup>1</sup> It was desirable from the point of view of the NYA for there to be a surplus of certified youth in order that replacements on the projects could be effected speedily. There were nevertheless instances when the number of youth being certified was not large enough to make needed replacements on operating projects.<sup>2</sup> The problem was not solved until the WPA and NYA

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<sup>1</sup> Salyers, Report on NYA Program, p. 5.

<sup>2</sup> Salyers, Monthly Report for April, 1939, p. 1.

programs became separate and the Youth Program was permitted to make its own certifications. The hiring of an NYA Supervising Social Worker to assist in applying standards for certification also helped ease this bottleneck in the program.<sup>1</sup>

In the early years of the work program construction projects suffered from lack of technical advice. As construction was usually minor in nature the co-sponsors, who supplied housing and utilities, would not employ architects, and sometimes the plans drawn up by the co-sponsor and the NYA supervisor were rather crude. For several years there was no one on the Kentucky NYA staff who was technically trained in connection with construction projects, and it was not always possible to secure proper assistance from other sources.<sup>2</sup> By 1939 a trained Supervisor of Construction was placed in the Division of Operations and architectural assistance was available to projects in the state.<sup>3</sup>

During the period from September, 1935 to June 30, 1939 the Out-of-School Work Program employed 24,974 young people in Kentucky. The major accomplishments of this group

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<sup>1</sup> Salyers, Monthly Report for May, 1939, p. 1.

<sup>2</sup> Salyers, Report on NYA Program, p. 7

<sup>3</sup> Report on the National Youth Administration for Kentucky, (prepared for the Committee on Relief and Unemployment in Kentucky by National Youth Administration for Kentucky, about March, 1940) p.1.

included:

2,544 School buildings constructed and improved  
 61,300 Items of furniture made or improved for  
           schools and other public agencies  
 309,510 Garments made for needy families  
       50 Buildings constructed  
       48 Buildings under construction  
 2,881 Items recreational equipment made and  
           playgrounds improved  
       45 Miles sidewalks, streets, paths, etc. made  
           and improved  
 212,226 Books repaired  
 440,610 School lunches served  
       688 Items of landscaping  
 27,786 Pounds of food canned  
 4,612 Street and safety signs erected

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Vocational Guidance.---The functions of the National Youth Administration were not limited to providing Student Aid and part-time employment for out-of-school youth. "The underlying objective is that of helping youth employed under the program to become adjusted to the social order of which they are a part," stated the 1937 Guidance Manual for the use of NYA Project Supervisors. As a means of realizing that underlying objective NYA work project supervisors were urged to provide guidance and counseling. The guidance effort was broken down into five divisions, social, physical, character, educational, and vocational. In order to apply knowledge in these areas where it was most needed project supervisors were expected to talk personally with each individual youth to learn his interests, make a community survey

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<sup>1</sup>  
Ibid., p. 1-2.

of occupational trends, and organize a program of occupational discussion groups. To assist supervisors in this phase of their jobs literature lists in the guidance field and carefully detailed manuals as to procedure were supplied them. A follow up card was to be kept on each youth to show progress or failure, where he went after leaving NYA, the kind of job received including employer, wages, hours, and adjustment to private industry. Supervisors were asked not to neglect cultural and social aspects of living in their contacts with the youth workers.<sup>1</sup>

The state office continued to supply both project workers and schools receiving Student Aid with vocational studies of various occupations open to Kentucky youth. Guidance institutes were sponsored by project supervisors or interested men's service clubs. Discussion groups did not limit their thinking to vocational studies alone but talked about such related matters as personal appearance and health. In girls' projects discussions of homemaking and meal planning were popular.<sup>2</sup>

An annually revised bulletin entitled "What College Shall I Choose" was issued NYA youth. This bulletin de-

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<sup>1</sup>  
Guidance Manual for the Use of NYA Project Supervisors, (mimeographed by the Division of Educational Aid, Kentucky State Office, National Youth Administration, August, 1937,) p. 1-10.

<sup>2</sup>  
Ibid.

scribed briefly the curriculum and salient features of each of Kentucky's colleges. Close contact was kept with the National Re-Employment Service and later the Kentucky State Employment Service and the United States Employment Service in an effort to place as many young people in full time private jobs as possible. In Louisville a Junior Placement and Counseling Division of the Kentucky State Employment Service was sponsored and financed by the National Youth Administration for Kentucky. In the first six months of 1937 the Junior Division interviewed 3203 individuals in 3556 interviews and had placed 619 of these in private industries. Junior Placement Services were begun in Covington, Lexington, Frankfort and in other Kentucky towns shortly after the Louisville project got under way. Once the need and effectiveness of Junior Employment Services were established the National Youth Administration expected to turn over this function to the Kentucky State Employment Service.<sup>1</sup> In addition to the new guidance aims throughout the period from 1936 to 1939 Kentucky NYA continued to urge the carrying out of the goals set up for vocational guidance in 1935.<sup>2</sup>

Apprentice Training.--From the beginning administrators of NYA felt that one way of helping youth adjust to

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<sup>1</sup> First Annual Report, Louisville's Junior Placement and Counseling Division of the Kentucky State Employment Service, September, 1937, p. 3.

<sup>2</sup> See page 56.

twentieth century living was to provide in as many communities as possible apprentice training for those persons interested in learning highly skilled crafts. In 1934 an Apprenticeship Committee for the state of Kentucky was established under the program of the National Industrial Recovery Act. This committee developed a state apprenticeship plan, but when NIRA was declared unconstitutional, the committee ceased to function. The Kentucky Youth Administrators and the State Employment Service became interested in reviving this plan and invited a representative of the Federal Apprentice Committee to come to Kentucky to assist in setting up a program in the state. Through the influence of KSES and NYA the Kentucky Governor appointed a State Apprenticeship Committee to draft a bill providing suitable legislation for the development of apprenticeships in the state. KSES provided personnel until the bill appeared before the Kentucky legislature.<sup>1</sup> Students in the University of Louisville Law School receiving Student Aid drew up the bill.<sup>2</sup> This legislative program failed to secure an enactment of a state sponsored apprentice program, but the interest in the endeavor did not disappear. Some of the NYA sponsored mechanical projects were very nearly apprentice training shops, but lacking a definition of apprenticeship by the Kentucky State

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<sup>1</sup> Salyers, Monthly Report for July, 1937, p. 6.

<sup>2</sup> Salyers, Monthly Report for December, 1937, p. 2.

Legislature NYA for Kentucky dropped the feature "Apprentice Training" from its program though continuing to sponsor machine shops.<sup>1</sup>

Resident Work Centers.--Another type of NYA program for out-of-school youth in Kentucky in addition to the work project enterprises was begun in the spring of 1938. This feature of the program was the resident work center to which youth were moved from their home communities to gain work experience and related training. Some centers provided academic training similar to that in the secondary school and junior college. Usually there were extra-curriculum activities such as athletic teams, newspapers, student councils, and social affairs for the 18 to 24 year old youths. As a rule youths at resident centers earned \$25 to \$30 a month by part-time work. After paying subsistence costs, each had \$8 to \$12 a month for personal expenses.<sup>2</sup>

Kentucky Youth Administrators began feeling out college officials and work project employees in regard to establishing resident work centers in the state in December, 1937. It was decided to work slowly at first. Clearing<sup>3</sup>

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<sup>1</sup> Salyers, Monthly Report for March, 1938, p. 2-3.

<sup>2</sup> Paul B. Jacobson, Youth and Work Opportunities, (Reprinted from the Bulletin of the National Association of Secondary School Principals of the National Education Association, April, 1940) p. 114-115.

<sup>3</sup> Salyers, Monthly Report for December, 1937, p. 1.



wage rates with WPA delayed action, but the first project for resident workers was opened on May 1, 1938 at Carrollton, Ky. Interested youth employed on work projects were referred to Carrollton from all districts in the state until the desired number of about 100 reported. There were difficulties at first, and the Assistant Supervisor of Work Projects assumed direct charge of the project during June. By the end of the month, a definite class schedule was compiled and minimum educational and training requirements were established for resident youth. The vocational training program was set up with instruction in three areas, electricity, auto mechanics, and general shop work. Each youth was required to take ten hours per week instruction in one or another of these areas and an additional five hours per week instruction in academic subjects. During June the youth excavated 300 yards for an underground power line, constructed a tool room, office room, and remodeled the workshop and auto mechanics workroom. In the workshop work benches, tables, file desks, and other items were made for use on the project. Recreational activities and a library were provided the boys.

A resident project for Negro men was opened in September, 1938 in cooperation with the Kentucky State Industrial College at Frankfort. A few part time resident

projects where youths remained two weeks and returned home for two weeks each month were begun in the state.<sup>1</sup>

Expenditures.--Expenditures for the entire National Youth Administration in Kentucky including Student Aid, the Out-of-School Programs, and the other phases of the activity were as follows:<sup>2</sup>

September, 1935 to June 30, 1936	\$1,501,662.47
July 1, 1936 to June 30, 1937	1,074,522.41
July 1, 1937 to June 30, 1938	2,301,606.68
July 1, 1938 to June 30, 1939	1,894,397.25
July 1, 1939 to December 31, 1939	969,500.11
Total	<u>\$7,750,688.92.</u>

#### FLOOD RELIEF ACTIVITIES

The Ohio River flood of January and February, 1937 affected five of the six NYA districts.<sup>3</sup> Most affected were District 6 which includes Louisville, District 1 including the western Kentucky counties, all but one of which were affected by the flood, and District 3 which includes counties along the Ohio River and those in the vicinity of Cincinnati. Several counties in Districts 2 and 5 were directly affected by flood waters, and practically every county in each of the two districts harbored large numbers of refugees from flooded areas. On January 21, district offices were author-

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<sup>1</sup> Salyers, Monthly Report for November, 1938, p. 6.

<sup>2</sup> Report on the National Youth Administration for Kentucky, about March, 1940, p. 1-2.

<sup>3</sup> See Fig. 1.

ized to cooperate with agencies engaged in flood relief work, and on January 22 a meeting of supervisors was held in Jefferson County to discuss assignments for helping this area meet the crisis. Mayor Neville Miller of Louisville was offered the services of the entire NYA State Office Staff and of project workers and supervisors in Louisville and Jefferson County. Radio calls resulted in the mobilization of hundreds of college students nearly all of whom were assigned to clerical and clinic work, and continued their duties throughout the critical period. District and County Supervisors throughout the state marshalled their NYA forces to assist in relief work, rescuing people and stock from the flood waters, constructing and equipping refugee centers, transporting food, fuel, and clothing for refugees, building temporary offices, walks, roads, and bridges, assisting health officers, physicians, and nurses in the inoculation of thousands of refugees and others against typhoid, assisting in feeding centers, in cleaning and repairing water mains, and in repairing telephone lines.

As soon as the Red Cross established offices in Louisville, local chapters were authorized to furnish material to NYA sewing projects for the production of clothing for flood stricken families. Altogether 6,500 project

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<sup>1</sup>  
Report of Emergency Flood Relief Activities, January and February, 1937 of the National Youth Administration of Kentucky, p. 1-2.

workers and supervisors and approximately 3,000 Student Aid recipients were engaged in emergency work throughout the state. By February 6 the water had subsided sufficiently to enable the state office staff to return to its regular office at Ninth and Broadway in Louisville after an absence of two weeks. Work began immediately on the job of making up for the time lost from the regular program during the flood.<sup>1</sup>

An emergency flood appropriation which enabled NYA in Kentucky to aid an additional 2,913 students was allocated among colleges and high schools whose students were affected directly by the flood. The additional funds provided part-time employment for 2,085 high school pupils on the basis of a \$6.00 monthly average and 828 college students at \$15.00 per month.<sup>2</sup>

#### TRENDS

As NYA in Kentucky matured through the 1936-1939 period certain trends were observed. There seemed to have grown an increasing recognition by school officials and community leaders of the problems of young people who had dropped out of school or who had finished school and were unable to secure jobs. This development was resulting in

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<sup>1</sup> Ibid., p. 1-10.

<sup>2</sup> NYA Chronicle, Vol I, No 1, March, 1937, Louisville, Kentucky, p. 1.

efforts for closer cooperation between NYA and the schools for the benefit of out-of-school youth. In its first year NYA operated a large number of projects for repair and improvement of school buildings, but these gave way almost entirely to projects for the construction of school buildings. Other small projects were closed and effort was made to carry out fewer but larger undertakings. With the relatively small amount of funds available larger projects offering a variety of work experiences seemed the best investment. Resident and semi-resident plants made the services of NYA available to youth living in isolated communities.<sup>1</sup>

Emphasis came to be laid on setting up projects that would train youth in skills which offered possibilities for local employment. Continuing efforts were made to secure trained supervision for projects. Group guidance and related training were made a definite part of each project. Often NYA had to develop its own program in this area as community resources were sparse. In 1938 a state-wide program of health examinations and health education for all employees on out-of-school work projects was begun reflecting the growing conviction of state youth administrators that particularly in low income groups, poor health is often a reason for inability to obtain work. In contrast to

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<sup>1</sup>  
Report on the National Youth Administration of Kentucky, about March, 1940, p. 4-5.

the first year the number of hours and consequent monthly earnings of workers on out-of-school projects increased considerably as the program went forward. In the lowest bracket youth employees received twice as much work and earnings in 1939 as they did in 1936. It was felt by the administrators that the NYA project work should more nearly approach full time employment than persisted even in 1939.<sup>1</sup>

Flexible and experimental the National Youth Administration had proved that it could be adapted to serve a variety of youth needs. The Youth Program looked forward to changes of many kinds as the United States moved into a defense and finally a war period.

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<sup>1</sup>  
Ibid.

**CHAPTER IV**

**THE NATIONAL YOUTH ADMINISTRATION IN DEFENSE AND WAR**

## CHAPTER IV

### THE NATIONAL YOUTH ADMINISTRATION IN DEFENSE AND WAR

#### Administrative Changes

From the time the National Youth Administration became a separate unit from the Work Projects Administration in the Federal Security Agency in July, 1939, until July, 1943, when the Youth Administration ceased to function, there were several important changes in the organizational picture of NYA on the national and on state levels. There were changes in the philosophy behind the administration of the program which reflected themselves in the operation of NYA, in its products, and in the public attitude toward the program. Both organization and philosophy were affected vitally by the defense period, the coming of World War II, and the consequent industrial boom. Beginning as a phase of national relief in 1935, the NYA moved from the aims of equalizing educational opportunities and providing jobs for unemployed youth to a goal incorporating these functions but adding the objective of training young people in industrial skills that would be essential to national defense.<sup>1</sup> There were times

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<sup>1</sup> National Youth Administration Annual Report for the Year Ending June 30, 1940 (prepared by the Division of Finance and Statistics, Washington, D.C., 1940) p. 53.



when it appeared that NYA seemed to be conducting a school program for project employees as there was little evidence of tangible productive accomplishment, the hours of so-called work were short, and a considerable amount of instruction not essential for production was provided on paid time. In 1940, however, the NYA tightened up its program and began emphasizing production. Instructional activities not directly related to production were eliminated from paid time on the work projects, and it became the intention of the national leadership of the program to make it a work program in every sense of the word. Emphasis was still placed upon training, but upon training on the job through intensive productive activity under careful supervision. This plan was in keeping with the primary function of providing employment for unemployed beginning workers.<sup>1</sup>

Beginning July 1, 1942, the out-of-school program became the NYA War Production Training Program which prepared young people, 16 through 24 years of age, for jobs in war industries.<sup>2</sup> Under this system youths were taught only those skills termed essential by the War Manpower Commission and at the same time produced hundreds of items required by

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<sup>1</sup> Youth and the Future, The General Report of the American Youth Commission, (published by the American Council on Education, Washington, D.C., 1942) p. 64-65.

<sup>2</sup> NYA in Wartime, (pamphlet published by NYA, Washington, D.C., about January, 1942) p. 2.

the nation's armed services and other public institutions.<sup>1</sup>

In the 1939 to 1943 period an important change came about in the relationship of the NYA out-of-school program and the public schools. Most NYA work projects were conducted on a part-time basis in order to include as many unemployed youth as possible. As the need was clearly evident, many individuals and groups urged that an additional part-time educational program be provided for youth on the projects. In a few instances a part-time educational program was provided by the schools, but not all school authorities were ready to face the problems of out-of-school youth in a cooperative way, and financial inability to help was almost a universal problem of the schools. Because of the difficulty of getting schools to set up cooperative educational opportunities for NYA boys and girls on work projects, provision for part-time education was made in some instances by the NYA. The provision by NYA of a local educational service, even one limited to project workers and on a part-time basis immediately gave rise to controversy. Finally a compromise was made in the form of an agreement signed July 27, 1940 between the administrator of the NYA and the United States Commissioner of Education, in which it was agreed that state departments of education would

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<sup>1</sup> Salyers, "Effective Use of the NYA Program in Total Mobilization for the War Effort," (mimeographed by NYA for Kentucky, February, 1942) p. 4.

assume responsibility for developing suitable educational programs for the youth on NYA work projects, and the NYA would abstain from providing such programs. In October, 1940, Congress appropriated funds to be administered by the United States Office of Education and to be granted to the states for "related or other necessary instruction" under public auspices for youth on NYA work projects.<sup>1</sup>

During this period of change in the philosophy and administration of the national program, NYA in Kentucky reflected these variations in administrative changes within the state. In July, 1939, there were eleven Areas and Area Offices in Kentucky. Due to centralization on the part of the state administration and a reduction in the number of projects (a national recommendation) the number of areas was gradually reduced to four in July, 1942. At that time the state NYA offices were liquidated, and the United States was divided into 12 regions composed of several states each. Kentucky was placed in Region V with Michigan and Ohio. Mr. Orin W. Kaye with offices in Cleveland, Ohio was named Regional Director.<sup>2</sup> All files were transferred to the Regional Office, but were kept separated according to states.

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<sup>1</sup>  
Youth and the Future, General Report of the American Youth Commission, p. 65.

<sup>2</sup>  
NYA in Wartime, (pamphlet published by the National Youth Administration, Washington, D. C., about January, 1943) p. 8.



This division of administrative authority lasted until the entire National Youth Administration was abolished by act of Congress in July, 1943.

#### PROGRAM DEVELOPMENTS

Student Aid.---NYA Student Aid in Kentucky continued through 1940 and 1941 in a pattern similar to that in 1939.<sup>1</sup> In December, 1941, however, the Kentucky State Office received word that for the last half of fiscal year 1942 the National Youth Administration would operate the school work program at 50 per cent of the planned employment. College and Graduate Aid were affected in the same way, and the amount spent for Kentucky Student Aid dropped from \$284,999 in 1941 to \$161,506 in 1942, and down to \$74,910 in 1943.<sup>2</sup> Tables 6 and 7 show the corresponding drop in the number of students assisted and the amounts paid the young people during the months of October and March from October, 1939 to March, 1943.

At a conference in Washington in August, 1940 principals of secondary schools and representatives of state departments of education met with representatives of the United States Office of Education and the National Youth

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<sup>1</sup> Supra, p. 65-70.

<sup>2</sup> See Appendix B for expenditures by fiscal years from 1936 to 1943.

Table 6

KENTUCKY COLLEGES RECEIVING NYA HELP, NUMBER OF STUDENTS AND NET PAYMENTS RECEIVED ON STUDENT AID PROGRAM FOR THE MONTH OF OCTOBER, 1939, THE MONTHS OF MARCH AND OCTOBER 1940 THROUGH 1942, AND THE MONTH OF MARCH, 1943

1

Month	Colleges Participating	Number of Students	Net Payments
October 1939	31	1806	\$22,350
March 1940	34	1851	23,811
October 1940	31	1826	19,663
March 1941	31	1702	20,891
October 1941	33	1431	16,544
March 1942	32	1078	13,188
October 1942	32	494	6,696
March 1943	29	648	8,860

Table 7

KENTUCKY HIGH SCHOOLS RECEIVING NYA HELP, NUMBER OF STUDENTS AND NET PAYMENTS RECEIVED ON STUDENT AID PROGRAM FOR THE MONTH OF OCTOBER, 1939, THE MONTHS OF MARCH AND OCTOBER 1940 THROUGH 1942, AND THE MONTH OF MARCH, 1943

1

Month	High Schools Participating	Number of Students	Net Payments
October 1939	650	6201	\$29,201
March 1940	769	8077	35,560
October 1940	602	6198	23,154
March 1941	761	8093	35,424
October 1941	566	5099	19,010
March 1942	710	4011	13,685
October 1942	394	1356	5,522
March 1943	443	2198	10,829

Source: Ed H. Terry (compiled from Monthly Reports to Washington by Mr. Terry, August, 1943) received by mail August 23, 1943 from 2040 E. 96th St., Cleveland, Ohio, p. 2-3.

Administration to discuss means of raising standards on NYA student work projects. It was the feeling of this group that not only should the products of student work be useful, but there should be close integration of work with students' interests, aptitudes, and potential occupations. The development of good work habits and attitudes should grow out of the experience as well. High quality supervision of student work and exchange of information concerning desirable types of projects were regarded as essential to the operation of successful projects. It was agreed that state committees composed of leading educators be organized to assume responsibility for giving assistance and advisory counsel to school executives in improving the work projects for students employed under the National Youth Administration in secondary schools.<sup>1</sup> Such a committee was appointed in Kentucky and was called the School Work Council. This group served without compensation and advised both school executives and the state NYA in the setting up and operating of school work projects.<sup>2</sup>

As the defense and finally the war period came NYA high school and college students were given employment on

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<sup>1</sup> Youth on the Student Work Program, (prepared by the Division of Finance and Statistics, NYA, Washington, D.C., 1940) p. 64.

<sup>2</sup> Loretta K. Salyers to Dr. Arthur H. Robertson, Regional Director of Student Work, NYA, Columbus, Ohio (letter written, August 20, 1942) p. 1.

projects contributing directly to the war effort. A national survey of 100,000 NYA college jobs showed that over 54 per cent were in fields that had been declared vital to the war effort, or in fields in which actual or imminent shortages of technical personnel existed.<sup>1</sup>

Work Projects.---When NYA became separate from the Work Projects Administration in 1939, the administrators of the youth program felt that in their more independent state it would be possible to experiment even more freely than before. Increased emphasis on training and the setting up of resident centers, therefore, tended to make projects larger, and hence they were able to provide knowledge of a number of skills, especially those used in industry. In October, 1940 the NYA was given special funds to provide employment for needy young people, between the ages of 17 and 24, in resident and workshop projects which supplied work experience preparatory to employment in defense occupations.<sup>2</sup>

Under the defense program only projects which furnished work experience preparatory to employment in defense occupations were eligible for the federal funds. This meant that the following types of employment could receive

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<sup>1</sup> NYA in Wartime, (published by NYA, Washington, D. C., 1940) p. 6.

<sup>2</sup> Smith G. Ross, Achievements During War Period, (typewritten for National Youth Administration, September, 1943) p. 7.



assistance from Defense Program funds: aviation services, electrical, forge, foundry, machine, radio, sheet metal, welding, pattern-making and joining, and heavy duty industrial sewing shops. To make the most advantageous use of NYA machinery and equipment and to provide skilled workers for defense industries as rapidly as possible, such shops were set up to operate as nearly as possible 24 hours a day including three or more work shifts. To avoid complications defense projects were physically separated from "Regular Program" projects. Minimum hours of scheduled NYA work were increased to 80 per month. In addition youth employed on NYA defense projects were expected to take related training courses offered by the school authorities, arranged in such fashion that the combined NYA and school programs occupied 160 hours a month. Special care was taken not to employ 16 year old youths as under the defense appropriation, employment was limited to youth between the ages of 17 and 24. The House of Representatives Appropriations Committee recommended that no youth be employed by NYA for more than 12 months, and it became the policy to issue termination notices to young persons who had been engaged on NYA projects for twelve or more consecutive months. This policy was not interpreted to require terminations in the middle of pay roll periods or in such a manner as would interfere seriously with the operating efficiency of a project. The Appropriations Committee did not report favorably

upon the NYA request for authority to furnish certain necessary medical services to non-resident youth during the course of their employment with NYA, although the NYA was authorized to provide emergency hospitalization and medical care in cases of critical illness or injury on the part of resident employees.<sup>1</sup>

As of March 31, 1941 there were 9,427 Kentucky youths engaged in the following occupations: construction, clerical, sheetmetal, welding, auto-mechanics, machine shop, electrical unit, radio construction and repair, woodworking shop, drafting and blue-printing, sewing, weaving, making of concrete block, quarrying stone, sign production, making tent bases and camp tools, making of cinder blocks, saw mill work, and making of farm implements and equipment. The majority of the young men were employed on construction and wood working projects, and the women were largely engaged in the sewing and clerical occupations. In addition to this number 1,110 youth, almost equally divided into men and women were employed on resident projects in Kentucky making a total of 10,637 active in all phases of the work program.<sup>2</sup>

At the same time that the reduction by 50 per cent

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<sup>1</sup>  
NYA Activities According to Congressional Action,  
(typewritten for NYA of Kentucky, about May, 1941) p. 3-4.

<sup>2</sup>  
Report of Number of Youth Working on Various Types  
of Work Projects as of March 31, 1941, (typewritten for  
NYA of Kentucky, about May, 1941) p. 1.

came to the student work program in Kentucky a similar reduction came to operations under the out-of-school work program. Table 8 shows comparative numbers of youth and youth earnings for the month of October for the years 1939 to 1942 and for the month of June, 1943.

Table 8

NUMBER OF YOUTH EMPLOYED AND THEIR EARNINGS ON  
NYA OUT-OF-SCHOOL PROGRAM IN KENTUCKY FOR THE  
MONTH OCTOBER, 1939 THROUGH 1942 AND THE  
MONTH OF JUNE, 1943

1

Month	Number of Youth Employed on Out-of-school Program	Earnings
October 1939	5791	\$82,377
October 1940	3868	60,977
October 1941	8394	135,316
October 1942	2833	27,261
June 1943	3305	86,519

Because the National Youth Administration Appropriation Act for the fiscal year 1943 provided funds only for the operation of projects which were specifically approved by the Chairman of the War Manpower Commission as projects needed in the prosecution of the war and because the Act drastically reduced the funds appropriated, all projects under the "Regular Program" were discontinued by July 1, 1942.

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Source: Ed H. Terry (compiled from Monthly Reports to Washington by Mr. Terry, August, 1943, received by mail August 23, 1943 from Cleveland, Ohio) p. 1.

All area offices were closed at this time though some of the physical equipment was used for the war production training projects, the only phase of the NYA out-of-school program continued after July 1, 1942.<sup>1</sup>

During the last two years of its existence NYA in Kentucky fabricated numerous articles for use by the United States Armed Services. Among these were radio mountings, water tanks, field kitchens, officer map boards, tablet arm chairs, straight back chairs, typewriter desks, and thousands of strapholders, straps of various sizes, and model miniature vehicles including half-tracks, trucks, peeps, command and reconnaissance trucks, tanks, trailers, anti-tank guns, etc.<sup>2</sup>

Although NYA could not supply medical treatment to youths working on non-resident work projects NYA in Kentucky required every youth to have a physical examination in order to be employed in an NYA War Production and Training Shop. This enterprise sought to eliminate the possibility of training any who could not be absorbed in war production and was made possible by the cooperation of local physicians and public health officers. Young

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<sup>1</sup>  
Letter No. Y-254, Subject: Instructions for Discontinuing Area Offices and All Projects in Program Class 700 (Regular Program), June 18, 1942, p. 1, 7.

<sup>2</sup>  
Articles Fabricated for Army in NYA for Kentucky Shops from July 1, 1941 to June 30, 1942 (attachment to letter from Richard Lightfoot, Chief of Production Section to Liason Officer, Army NYA Activities, Fifth Corps Area,) p. 1-4.

people examined in this fashion were told of their defects and were encouraged to have them corrected either by their private physicians or local public health officials.<sup>1</sup>

A system of interstate exchange of skilled defense workers was inaugurated by the NYA in cooperation with the United States Employment Service. Youth were required to have worked on the Kentucky NYA program for a minimum of six weeks and 160 hours before they were eligible for transfer to another state, except in cases of youth who were transferred to another training project under the agreement to stay three months, if necessary, for specific training. All young people desiring to transfer were required to sign and have parent or guardian sign a statement of understanding and agreement for interstate transfer. When a young person desired to be transferred to another state for employment and his foreman recommended that he be sent, a complete record of the young person's performance was sent to the state Youth Personnel officer. Through the USES industries requested skilled artisans and Kentucky youth were transported to areas of acute labor shortage. Once in another state youth were immediately sent to a nearby NYA project which assisted the youth in finding employment and getting a residence established. Kentucky

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<sup>1</sup> Press Release for Thursday, April 23, 1942, by the National Youth Administration for Kentucky, p. 1.

sent many trained young people to Connecticut, Maryland, New Jersey, Virginia, and Ohio. Travel expense was borne by the NYA.<sup>1</sup>

The resident center program continued to the end of the administration of the Youth Program in Kentucky under much the same organizational set-up as in 1938.<sup>2</sup> In later years transportation money was provided for youths to get to residence centers. For a short time a full program of medical care including operative and dental treatment was provided, but in June, 1942, only emergency service was available for resident workers. In the last few years training was provided resident employees by the Vocational Education Program in Kentucky.<sup>3</sup>

The provision that all training or educational programs for youth employed under the NYA out-of-school work program should be under the control and supervision of the state boards for vocational education meant that administrative, supervisory, or youth employees would not be paid by NYA for time spent in teaching or receiving training in

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<sup>1</sup> Salyers, General Letter 209, Supplement No. 1, February 25, 1942, Subject: Additions and Revisions Made to the Washington Handbook of Youth Personnel Procedures - Revised Sections, p. 2-3.

<sup>2</sup> Supra, p. 80-82.

<sup>3</sup> Letter No. Y-166, Supplement No. 2, Nov. 19, 1940 to All State Youth Administrators, Subject: Relationship Between NYA and School Authorities with Respect to Work Activities and Related Training.

citizenship, mathematics, blue-print reading, welding, or any other educational subject. The provision of necessary direction in the performance of productive work, as an integral phase of accomplishing that work was not prohibited, however. Home-making projects, household workers' training projects, shop projects, or any other projects which could not be operated on a productive basis could not be prosecuted by the National Youth Administration for their training value. All projects were to have as their central purpose the production of facilities, goods or services which were socially useful. State Youth Administrators were to inform vocational educational authorities in the various states as to the kind and amount of related training that appeared to be needed by youth on NYA. Attendance at training classes, however, was not made a condition of participation in the NYA work program.<sup>1</sup>

Because of the difference in the philosophy of the NYA and the Vocational Education Boards in regard to education, the usefulness of the National Youth Administration, and other matters, cooperation between the agencies was not the best. On occasion the VE directors felt that NYA did not want to relinquish training facilities or wanted to take back such education projects as VE had taken over.<sup>2</sup>

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<sup>1</sup>  
Ibid.

<sup>2</sup>  
Letter from R. H. Woods, State Director, Vocational Training for War Production Workers, to Mrs. R. K. Salyers, July 25, 1942.

Several times the Kentucky State Department of Education and the Kentucky National Youth Administration issued jointly statements of relationships of the two agencies and tried to blend their efforts for the assistance of Kentucky youth, but with a few exceptions relationships between the Education and NYA Works Projects programs were not completely satisfactory.

Junior Placement Services.--Prior to July, 1940 the National Youth Administration cooperated with the state employment services in operating Junior Placement Offices as few state employment services had Junior Placement facilities. It was the policy of NYA from the beginning to assist financially only until state employment offices were able to take over this phase of their work. At the request of Congress NYA discontinued this function of the Division of Guidance and Placement in the state organizations<sup>1</sup> as of July, 1940.

The Number Served.--Between January, 1936 and July 3, 1943 approximately 145,210 individuals, aged 16 to 25 were trained by the NYA in Kentucky on the regular out-of-school work program. The War Production Training Program served 21,600 youths in the year from July, 1942 to July, 1943. Altogether 166,810 Kentucky young people benefited from the

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<sup>1</sup> Memorandum to All State Youth Administrators from Aubrey Williams, National Youth Administrator, October 20, 1941, Subject: Attach Information Concerning Alleged NYA Irregularities.



<sup>1</sup>  
work programs.

Approximately 32,900 high school students and 16,900 college and graduate students were recipients of School Aid during the period July, 1935 to June 30, 1943. Employees of the out-of-school work programs and the School Aid together make a grand total of 216,610 Kentuckians who were served by the National Youth Administration.<sup>2</sup> This achievement was made possible by the expenditure of about \$29,972,405 within the state.<sup>3</sup>

#### A WAR CASUALTY

Opposition to the National Youth Administration did not have strong advocates in Kentucky. The leading newspaper in the state, the Louisville Courier-Journal, supported the program consistently, and when the fate of NYA hung in the balance after the House of Representatives had voted to liquidate the youth program, the Courier carried vigorous editorial opinion to the effect that NYA was doing a good job training war workers and should not be allowed to die because of the insistent lobbying of the Office of Education

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<sup>1</sup>  
Ed H. Terry, (estimates drawn from Monthly Reports to Washington, Sept., 1935 to June, 1943 of Kentucky and Region V NYA), received by mail, August 23, 1943.

<sup>2</sup>  
Ibid.

<sup>3</sup>  
Federal Funds Expended on NYA in Ky., Fiscal Years 1936-1943, L.L. Valentine, Director of Finance and Statistics, NYA, Washington, D. C., received by mail, October 11, 1943.

and many other state educational administrations.

The press of the nation, however, was divided on the issue. In years prior to the final argument as to whether NYA should be continued there had been much debate in the Congress and in the nation's news papers as to the merits of the program. The Salem Oregon Journal of March 6, 1942 stated:

"National Youth Administration directors throughout the country are finally awakening to a fact of which the general public has long since been cognizant, namely that they are wasting public money on activities, which if they were justified by the work they made for unemployed girls and boys, certainly have outlived that justification in these critical times of labor scarcity and national need."<sup>2</sup>

A contrasting view appeared in the New York City PM on March 10, 1942 as follows:

"Worst news from Washington--as will be surprise to the readers of PM--is on the home front, Roosevelt's personal opponents are indeed having a field day in Congress. Leaderless, because the boss is busy with his production chiefs and his generals, the New Deal's forces are as scattered as a Balkan army hit by an Hitlerian blitz. And indeed it is an Hitlerian blitz that has hit the valuable social agencies so painfully built during the last eight years. It is an attack upon 130,000,000 people by a small group of unscrupulous men who believe in force.

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<sup>1</sup>  
"This Is Not the Time to Abolish NYA", The Courier Journal, Louisville, Ky., June 26, 1943, Sec. 1, p. 6.

<sup>2</sup>  
Weekly Summary of Editorial Comment on the NYA, 3131, EC 90, National Youth Administration, March 14, 1942.

"The sad part is that the defenders of the New Deal are not only right--agencies like the Farm Security Administration and the National Youth Administration etc., are vitally important to us in our total mobilization--but they also have the overwhelming majority of the people behind them--and yet they are being pushed around for want of the disciplined organization and the compact unity of their enemies."<sup>1</sup>

The agencies lobbying most earnestly against the Youth Administration were the education associations. In a three-page letter dated May 27, 1943 sent apparently to the secretaries of all State Education Associations, Mr. Willard Givens, the Executive Secretary of the National Education Association urged an immediate campaign of pressure upon Congress to abolish the NYA. Mr. Givens charged the NYA with "duplicating the work being done better by the public schools and at a cost that is unreasonable." He substantiated these charges by giving his own interpretations of the NYA Budget Estimates for 1944 and the Report of the Joint Committee on Reduction of Nonessential Federal Expenditures; he further argued that NYA was usurping a task which rightfully belonged to the Office of Education. When the National Youth Administration interpreted the same figures and replied to Mr. Givens' arguments the story appeared in quite a different light,<sup>2</sup> but it is doubtful

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<sup>1</sup>  
Weekly Summary of Editorial Comment on the National Youth Administration, 3131, EC 90, National Youth Administration, March 14, 1942.

<sup>2</sup>  
Statement Regarding Willard E. Givens' Letter of May 27, National Youth Administration, (received by mail from Mr. Ed. H. Terry, Cleveland, Ohio, August, 1943), p. 1-11.

if the educators gave the **NYA** interpretations much credence. <sup>1</sup>

There were criticisms made that the **NYA** operated Junior Employment Offices contrary to expressed wishes of Congress, obstructed army recruiting, and reduced age limits in order to obtain additional youth labor. **NYA** replied that financial assistance given by the **NYA** to the junior placement activities of the state employment services was discontinued completely in July, 1940, in accordance with the wishes of Congress. On January 18, 1940, nearly eight months before the passage of the Selective Service Act, the National Youth Administrator sent a memorandum to all states specifically directing them to cooperate in the army recruiting drive, including furnishing lists of youth employees to army recruiting authorities and arranging meetings at which army representatives explained to **NYA** workers the opportunities offered by the army. As a result of this memorandum part of the organized youth movement protested vigorously against the **NYA** policy. Mr. Williams replied that he felt every citizen had a right to information with respect to enlistment in its armed forces. Criticism that **NYA** reduced age limits was likely due to misunderstanding of administrative policy. **NYA** did not employ youth under 18 who

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<sup>1</sup> According to Dr. W. P. King, Executive Secretary of the Kentucky Education Association the views of Kentucky education in regard to **NYA** followed those expressed by the **NEA**, but relationships between the **KEA** and the Kentucky Administration of **NYA** remained cordial due largely to the fact that **NYA** state director Robert Salyers, a former **KEA** employee, worked so harmoniously with Kentucky schools.

might otherwise have remained in school, but did supply work to unemployed out-of-school youths who were 16 and 17.<sup>1</sup>

Other objections to NYA revealed fears of federal control of education, that NYA was duplicating other training programs and that NYA youth had to be retrained once they were employed by industry. Cries of a "mushroom" growth of federal bureaus since Pearl Harbor added their force to weaken support of NYA. These fears plus the insistence on abolishing all "nonessential" tax supported programs during the war by vote-conscious senators and representatives were in part responsible for the Congressional vote which liquidated the program in July, 1943.

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<sup>1</sup> Aubrey Williams, Memorandum to all state youth administrators, October 20, 1941, Subject: Attached Information Concerning Alleged NYA Irregularities.

**CHAPTER V**

**CONCLUSIONS**

## CHAPTER V

### CONCLUSIONS

#### NYA in Kentucky and the Youth Problem

The story of the National Youth Administration in Kentucky would not be complete without an inquiry into the extent to which the youth program in the state succeeded, in meeting the multi-fold needs of young people which in aggregate composed the 1935 Youth Problem.<sup>1</sup> It will be recalled that the NYA sought to "do something for the nation's unemployed youth" because the country could not afford to lose the skill and energy of her young men and women.<sup>2</sup> Obviously something was done, but just what did the coming of NYA mean to Kentucky young people?

One of the primary NYA ways of assisting the unemployed youths whose families were on relief was by giving financial help through the schools. This method kept the number seeking jobs from swelling so rapidly because more

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<sup>1</sup> Supra, p. 7-15.

<sup>2</sup> Franklin D. Roosevelt, statement at creation of the National Youth Administration, June 26, 1935 (quoted in First Annual Report of Louisville's Junior Placement and Counseling Division of the Kentucky State Employment Service, September, 1937, p. 2.).

youth could remain in school if they had a small income. Then, too, some who had stopped school for financial reasons were able to return when they knew their further education would not be a complete monetary liability to their families. Undoubtedly there was greater equality of educational opportunity for Kentucky young men and women because of the coming of NYA, and the Youth Program used its resources generously to meet this important need of youth. Even with the help of NYA there were still many people in need of money to finish their educations because the program could not possibly have served all needy youth with its limited funds. In spite of the elaborate publicity campaigns undertaken by NYA there is reason to believe that some youth did not avail themselves of the opportunity because of lack of knowledge or understanding of the purpose of the program. Because of the newness of the undertaking, the speed with which it was set in motion, and the fact that local administration of NYA was an additional burden to busy school and college executives and faculty, there were inefficiency and isolated instances of young persons' receiving help who could easily have continued in school without it. Had the NYA state office been able to afford field workers for the Student Aid program the job might have been done more effectively. It was the desire of both the schools and NYA to hold administrative costs to a minimum, but it would seem that a larger portion of the money available could have been well spent for more careful



supervision all down the line. Should there be another national program for youth (and it is possible that such an organization will be needed in the United States after World War II), it will not be necessary to train all personnel as was the case with the depression-born NYA. There will be a residue of individuals who were weaned on the former program and who will be able to carry on and improve a second youth program.

Student Aid functioned in as many different ways as there were Kentucky schools to receive it, and the results were as heterogeneous. Especially the colleges, with a few exceptions, had good programs, but the consensus seems to have been that running NYA effectively in a college consumed as much as one-half a person's time, and that to have the most successful results allowance would have to be made for such a person in the college budget. Another youth program might well consider the advisability of requiring or providing such assistance to the colleges to administer the work locally. It is fair to say, however, after considering all phases of Student Aid in Kentucky, that NYA made a stand for greater equality of educational opportunity in the state and made vigorous, concrete movements toward the achievement of that end. To the credit of the program it can be said that race, sex, religious convictions, and political affiliation, did not bar youths from receiving help.

NYA struck with all its forces at the problem of unemployment for youth. In four ways it tackled that issue. First, part time work was provided needy, unemployed youth. Second, training was given the young people to equip them for a job in private industry whenever there were openings. Then, contact was kept with employers through the use of the facilities of employment offices and directly with individuals, and last, guidance and vocational counseling were provided the youth in individual consultations, group discussions, and by the widespread distribution of literature designed to help youth find a place in the industrial economy. It seems that we have presented evidence that each of the four attacks was partially successful, and especially did the War Production Training Program prepare young persons for a real place in the existing economy. In this area also the lack of adequate supervision marred the effort, but supervisors could well have used many skills beside the one they hoped to impart to the youth, and NYA wages for this classification of employees were often unable to buy the type of personnel who would have been able to handle constructively all the demands on their time and ingenuity. Here, too, a new youth program could learn from the old. Supervisors should be carefully coached along many lines if their performances are in any way to measure up to the needs. NYA in Kentucky clearly recognized these needs and tried by means of supervisors' institutes, close supervision of

supervisors, and other means to provide the personnel which was so badly needed.

It is difficult if not impossible to measure the success of NYA's war on unemployment at this time of almost full employment. No complete follow-up records on young people served by NYA in Kentucky exist, though an effort was made to keep such information as could be secured. It is reasonable to assume, however, that a large proportion of NYA "alumni" serving in the armed forces and in war industries are using to some extent the skills and work habits given them by NYA. Through its Junior Employment Service and other contacts with employers, NYA placed hundreds of young people in jobs and provided 166,810 Kentucky youth with part-time jobs from 1936 to 1943. NYA did not solve the problem of unemployment for youth, but it gave material help along that line when the problem was acute and continued to help young people improve their positions up to the time of the liquidation of the program.

A third need of youth in addition to a fair chance for education and jobs was a feeling of economic security. NYA provided complete economic security for very few, but the program was a step in that direction. NYA employees received money that was theirs, and having power over even their small stipends would seem to have added to the self-confidence and independence of the young people at a time in their lives when desires to be responsible and behave

in an adult manner should be increasingly realized.

Again, youth in 1935 needed release from blind alley jobs, from discouragingly low wages, too long hours, and too early and too heavy family responsibility. NYA helped here by drawing off from the labor market the least adequately prepared workers, making it possible for other youth to move up slightly in their scales of living as competition for low-paying jobs decreased. NYA in teaching valuable skills and in giving experience even in unskilled work helped young people erase part of the job-discouraging epithets of "unskilled" and "unexperienced." In later years under the defense and war programs NYA trained youth were able to step into 40¢, 60¢, and even 80¢ an hour jobs, a far cry from the lawn-mowing and errand-boy jobs of a few years ago. Although an effort was made by NYA to follow up its workers, it was not possible to measure the number of youth who were given such employment. Of course, the full credit for placing youth in such remunerative positions cannot be taken by NYA, but the Youth Program saw the openings and trained its employees in order that they might take advantage of the opportunities. War industries, too, were saved the expense and time of training raw recruits from a drying up labor market.

It would be difficult to prove that NYA moved a large number of youth from blind alley jobs to positions with a clear and bright future. Certainly it is hoped that many of

the war occupations are temporary, but with the reconversion to peace time pursuits of the major industries, it is reasonable to suppose that many of the same skills will be needed in peace as were employed in war, if we are able to keep employment anywhere near the war-time peak. Experience in war plants will surely be helpful to young people seeking employment when the peace has come. Regardless of what shape the economic picture assumes in the near future, NYA training has given many persons greater job security for the days ahead. In some instances skills learned on NYA projects during the early years of the program were of little if any marketable value in the communities where the youths lived. A new program whether federally or locally sponsored should consider the possibilities of future use of training before offering it to persons who have few if any skills.

Emphasis throughout all phases of NYA was placed on vocational guidance and counseling. Beyond a doubt this service was the first from an objective point of view that many of the young people had ever received. Probably many did not have facilities or resources for using the service, but if most of the young people reached were given better insight into the employment problem facing them and took the courage to look about them and try different vocational experiences in an effort to learn where they would fit, then NYA did not fail in its attempt to counsel youth on the question of how best to prepare for and secure adequate

employment. Wide use made this part of the Youth Program important and available to hundreds of youth who needed it. Again we cannot measure exactly the effect of this enterprise, but its educational value was high, and Kentucky schools received an impetus to explore further the guidance field because of the example set by NYA.

Vocational training proved to be a major service of the Youth Administration. The quality and the usefulness of this aspect of the program improved steadily until the maximum coordination of training and placement occurred under the War Production Training Program. In the early years job opportunity did not necessarily follow training because employment opportunities were limited and because some of the skills taught did not have immediate use for the boys and girls. This latter situation was recognized by NYA in Kentucky, but it was not always possible to adjust work projects to teach vocational skills that were in demand by the labor market especially when employment was at such a low ebb. Good work habits were bred in the youths and conditions in private industry were simulated in NYA shops when practical. It can be said that by bridging the gap between schooling and first jobs NYA contributed materially to the potential job success of the majority of the young people who worked on the Youth Program.

NYA battled the leisure time problem. When they accepted NYA employment, the unemployed filled one-half their

leisure. In resident centers but also in the non-resident projects much attention was given recreation for the young men and women. Group games were taught, hobbies encouraged, and cultural advantages offered. Recreation projects were particularly welcome not only to the project youth themselves but to all the residents of the benefiting communities. Discussion groups, pamphlets, and physical examinations and treatment gave many young people a better chance for good health. Questions of social hygiene and family health were presented especially to the girls. Although far from providing complete health education for participants in the program, NYA was aware of needs along this line and used available resources to supply the needs.

The civic responsibility of all citizens in a democracy was stressed to NYA youth, but it is probable that having jobs and a stake in the economic future of the country will be more meaningful to the young people than any of the discussions they heard. Here again NYA resources were limited, time was short, and the heterogeneity of the youth served made courses of this type difficult to offer. It is significant that NYA recognized this need, and it is our opinion that other youth serving agencies either operating now or that will operate in the future would serve this country and our world by helping to develop a feeling of responsibility in young people for the careful exercising of

their citizenship in both.

NYA came far from solving the problem of lack of unity of purpose and effort among the youth serving agencies. By contacting and advising with a large number of such organizations, however, NYA helped focus the Youth Problem in the minds of thinking people and gave much publicity and some understanding of the issues involved. Those who seek to serve youth have here a large field of endeavor.

We can but conclude, then, that while NYA did not answer all questions for youth or provide the way out of the alley of two blind ends for every young person coming to the agency for help, the program was a step in the right direction. Existing conditions were faced realistically, and NYA accepted young people where they were and tried hard to facilitate their adjustment to twentieth century living and to help Kentucky youth come into a part of what should be their natural inheritance.

#### IMPLICATIONS FOR THE FUTURE

We have in this study attempted to define the Youth Problem and to describe the manner in which the National Youth Administration sought to solve that problem in Kentucky. There remains for us to draw together what we have learned from experiencing NYA in this state and set it down as a



possible land mark for future social planners. Immediately apparent is the fact that the Youth Problem is not inherently different from nor separate from the social problems facing all our citizens everywhere. In Kentucky we cannot solve the Youth Problem unless and until we make real headway on the Race Problem, the Labor Problem, and the questions of relief and unemployment, agriculture and farm tenancy, housing, education, interstate trade barriers, and duplication of governmental units. And of major importance, we cannot give youth the fullest opportunity until we have solved the problem of war. Youth, too, must have a faith, a moral code, and a belief in the Fatherhood of God and the brotherhood of man if anything approaching the abundant life is to be achieved.

Although the National Youth Administration did a creditable job under difficult circumstances and was abolished before its term of service was ended, it seems clear to us that had industry, the schools, the social agencies and churches, and the young people themselves been operating at their best capacities NYA would never have been needed during the turbulent 1930's or into the war-sore 1940's. In a highly efficient social and political economy such a patch-work agency as the NYA would have no place. Each of the needs of youth which NYA tried to meet could have been and should have been served by already existing social institutions. With the use of imagination

and courage the schools could make their programs attractive to most young people and could evolve curricula to fit the conditions of living today instead of catering to the requirements of the 1920's or even earlier days. Vocational guidance, health education, suggestions for the use of leisure and facilities for recreation, education to civic responsibility, all could be provided in an interesting fashion by the schools if they would. Achieving equality of educational opportunity for all racial and income groups also requires courage and understanding on the part of the educators who could assist disadvantaged persons in finding employment necessary to remaining in school.

Industry could provide a real social service for youth. Paying a living wage to all personnel will help parents afford education for their children; working closely with the schools in drawing up curricula, in encouraging employees to return to school when advancement is hindered by lack of training, and in giving small jobs to youths working their way through school are legitimate functions of industry. Recreation programs, health services, and vocational counseling could be supplied by industry working in cooperation with employment services.

Social agencies could help with problems not touched by other groups, and the churches should assist youth in working out their philosophies of living and in finding a faith to give meaning to life.

But, we have not reached Utopia, and emergency programs will doubtless be required again in the future. From the experience of NYA we have learned that youth respond to an out-of-the-classroom approach to education particularly when they can see the reason behind and the results of their learning. The teachers of our country might take note of the success of this method and revamp much of the academic program along lines that will be more attractive and more practical for their pupils than some of the unimaginative methods now in use. At the outset of NYA the United States Office of Education felt that it should administer the funds available for a Youth Program. Perhaps they had just cause for believing as they did, but until the educational system proves it desires to and is able to reach the young people served by NYA, it is questionable whether increased application of the classic graded approach to learning will be the answer to the lack of equality of educational opportunity and the directly related employment issue. The 1943 federal school-aid plan which was sponsored by the Office of Education, had it received Congressional approval, would have gained some equality among the states by providing funds to supplement the school budgets of the educationally retarded southern states.

Controlled migration of labor under the NYA interstate transfer system was an innovation for young people

that should be developed and utilized. Should a new youth program lack resident facilities a cooperative arrangement between the United States Employment Service and local Young Men's and Young Women's Christian Associations or other agency equipped to help youth adjust to a new community, might assist in achieving the placing of labor where it can be used to the best advantage for all concerned.

In line with the theory that there should be jobs for all who are willing to work regardless of their economic status, it would seem only fair that there should be part-time jobs available for all young people who want to supplement income while in school both during the school sessions and in the summer months. Fitting job opportunities to youth labor at the time it is available will be an exacting task for social planners.

It may never again be possible to direct youth to fine, free land somewhere in the west, but as long as there is work left to be done, young people should be trained and encouraged to fulfill their ambitions, for youth is willing to work. NYA performed a service; there yet remains a job to be done.

**APPENDIX**

**APPENDIX A**

**NYA ORGANIZATION IN KENTUCKY 1935 - 1936**

**State Advisory Committee:**

Mrs. Sam Matlack, Louisville  
Ben Niles, Henderson  
Yancy Altsheler, Louisville  
J. D. Freeman, Lexington  
George Burton, Louisville  
James W. Cammack, Jr., Frankfort  
H. L. Donovan, Richmond  
I. Willis Cole, Louisville

**State NYA Director:**

Frank D. Peterson

**Assistant Directors:**

Robert K. Salyers, Assistant State Director  
Otis C. Amis, Vocational Information and Community  
Activity  
W. Arch Bennett, NYA Work Projects  
Miss O. Luter, Project Operation  
T. E. Brown, Negro Activities

**District and County Set-up:**

District 1-26 Counties-Ed H. Terry, Supervisor  
Jesse M. Hunt, Assistant  
Paducah, Ky.  
District 2-21 Counties-Birger O. Berg, Supervisor  
Campbellsville, Ky.  
District 3-23 Counties-Mark J. Bridges, Supervisor  
Covington, Ky.  
District 4-18 Counties-Herman B. Hubbard, Supervisor  
London, Ky.  
District 5-17 Counties-French A. Maggard, Supervisor  
Paintsville, Ky.  
District 6-15 Counties-Nelle F. Dunaway, Supervisor  
Louisville, Ky.

Allen B. Cammack, Assistant Supervisor at Large

APPEN

FEDERAL FUNDS EXPENDED A/ ON NYA PROGRAMS IN

Fiscal Year	Total	Out-of-School Work Program
1936	\$1,001,214	\$ 474,497
1937	2,243,861	1,466,822
1938	1,492,144	1,083,314
1939	1,822,510	1,393,649
1940	2,123,273	1,541,181
1941	3,084,261	2,467,841
1942 Combined	<u>2,892,439</u>	<u>2,473,461</u>
Regular Program	1,483,114 <u>C/</u>	1,188,200
Defense Program	1,285,261 <u>D/</u>	1,285,261
1943	1,655,919	1,501,618
GRAND TOTAL	<u>16,315,621</u>	<u>12,402,383</u>

A/ Data for fiscal years 1936 through 1940 are actual expenditures derived from Treasury reports of voucher payments. Figures for fiscal years 1941 through 1943 are encumbrances obtained from NYA finance reports.  
B/ Funds expended for administration for fiscal years 1936 through 1939 were included in amounts expended by the Work Projects Administration.

DIX B

KENTUCKY FOR FISCAL YEARS 1936 THROUGH 1943

Total	Student Work Program		Administration and Printing and Binding
	School Work Program	College and Graduate	
\$ 526,717	\$ 324,458	\$ 324,458	B/
777,039	432,934	345,005	B/
408,830	239,574	169,256	B/
428,861	246,166	182,695	B/
485,217	283,367	201,850	\$ 96,875
482,958	284,999	197,959	133,462
<u>294,914</u>	<u>161,506</u>	<u>133,408</u>	<u>124,064</u>
294,914	161,506	133,408	XXX
XXX	XXX	XXX	XXX
154,301	74,910	79,391	D/
<u>3,558,837</u>	<u>2,047,014</u>	<u>1,511,823</u>	<u>354,401</u>

C/ Excludes funds encumbered for administration and printing and binding for each program separately.  
D/ NYA Programs were administered on a regional basis, therefore, data for Kentucky not available.

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