

FINAL

United States Department of the Interior
National Park Service

National Register of Historic Places Multiple Property Documentation Form

This form is used for documenting multiple property groups relating to one or several historic contexts. See instructions in How to Complete the Multiple Property Documentation Form (National Register Bulletin 16B). Complete each item by entering the requested information. For additional space, use continuation sheets (Form 10-900a). Use a typewriter, word processor, or computer to complete all items.

New Submission Amended Submission

A. Name of Multiple Property Listing

New Deal Work Relief Projects in St. Joseph County, Indiana

B. Associated Historic Contexts

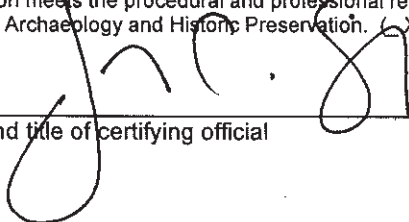
New Deal Work Relief Programs in St. Joseph County, Indiana

C. Form Prepared By

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D. Certification

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this documentation form meets the National Register documentation standards and sets forth requirements for the listing of related properties consistent with the National Register criteria. This submission meets the procedural and professional requirements set forth in 36 CFR Part 60 and the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation. (See continuation sheet for additional comments.)


Signature and title of certifying official

1.30.06.
Date

State or Federal agency and bureau

I hereby certify that this multiple property documentation form has been approved by the National Register as a basis for evaluating related properties for listing in the National Register.

Signature of the Keeper

Date

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Provide the following information on continuation sheets. Cite the letter and the title before each section of the narrative. Assign page numbers according to the instructions for continuation sheets in *How to Complete the Multiple Property Documentation Form* (National Register Bulletin 16B). Fill in page numbers for each section in the space below.

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Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 et seq.). A federal agency may not conduct or sponsor, and a person is not required to respond to a collection of information unless it displays a valid OMB control number.

Estimated Burden Statement: Public reporting burden for this form is estimated to average 120 hours per response including the time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, 1849 C St., NW, Washington, DC 20240; and the Office of Management and Budget, Paperwork Reductions Project (1024-0018), Washington, DC 20503.

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E. Statement of Historic Context

New Deal Work Relief Programs in St. Joseph County, Indiana

The following study provides an analysis according to theme, place, and time for properties constructed by New Deal work relief agencies in St. Joseph County, Indiana from 1933 to 1942. New Deal agencies whose work is included in this study are the Works Progress Administration (WPA), and its direct predecessor agencies, the Federal Emergency Relief Administration (FERA) and the Civil Works Administration (CWA). The work of the National Youth Administration (NYA), which was administered by the WPA during much of its existence, is also included. All these agencies contributed to the development or improvement of the infrastructure, recreational facilities, government buildings, and educational institutions in St. Joseph County. Surviving examples of the work completed under FERA and CWA are less common than those of the WPA, and those of NYA are usually rare--but St. Joseph County's NYA program was perhaps the most prolific of any in the state. Although the Civilian Conservation Corps (CCC) had a camp in St. Joseph County, the focus of its work was drainage, that is, erosion and flood control projects, not construction of any sort.¹

After suffering through three years of the Great Depression, the American people in 1932 eagerly listened to a man who offered them a "new deal" and swept Franklin D. Roosevelt into his first term as President of the United States. Immediately after his inauguration in March 1933, Roosevelt and his team of advisors began to effect several innovative battle plans to fight the Depression and restore the health of the nation's economy. They created numerous "alphabet agencies," known mainly by their acronyms, that launched a mind-boggling number of programs during the administration's first one hundred days. Overcoming the multiplicity of problems facing the country required a variety of imaginative tactics involving relief, recovery, and

¹ An interesting exception was the CCC company's planting of white pines to form the letters STUDEBAKER at the Studebaker Proving Grounds on the western edge of the county in 1938. The property is today Bendix Woods County Park. Intended as a huge sign to be seen from the air, the trees have grown together so that the word is scarcely legible. The tree sign was listed in the National Register of Historic Places in 1985.

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reform, the "three Rs" of the New Deal.²

In the same election that ushered Roosevelt into the presidency of the United States, the people of Indiana in 1932 selected Democrat Paul V. McNutt to be their governor. McNutt took office in January 1933, more than two months before his national counterpart, and set out immediately to restructure the state government. Among other things, he established the Governor's Commission on Unemployment Relief (GCUR) under director Wayne Coy. This created a framework for receiving, administering, and distributing statewide the benefits of federal relief and work programs soon to come under the New Deal.³ Cash-strapped counties and towns alike began to set up their funding priorities, and St. Joseph County, South Bend and Mishawaka were no exceptions.

Many influences combined to produce the various programs of the New Deal; the emphasis on creating or expanding parks is a useful example. In the midst of a demoralizing depression, the need to increase public recreational facilities seemed all the more acute because of the abundance of forced leisure time during lengthy periods of unemployment. Also still influential was the notion, popular during the Progressive Era before World War I, of the restorative power of the great outdoors along with a growing public interest in active pursuits in open spaces. Related to outdoor recreation as well were the numerous programs to give city dwellers, especially children and youth, opportunities for healthful exercise, sports participation, and various arts and crafts programs. All these needs might be met with sweeping

² Among the most useful and readable of the many available works, both primary and secondary, that interpret the New Deal is Arthur M. Schlesinger, Jr., *The Age of Roosevelt* (three volumes), which take the reader through the election of 1936. Published by Houghton Mifflin Company, Boston, the individual volumes are *The Crisis of the Old Order* (1957), *The Coming of the New Deal* (1959), and *The Politics of Upheaval* (1960). Another useful work is Frank Freidel, *Franklin D. Roosevelt: Launching the New Deal* (Boston: Little, Brown and Company, 1973). Among the best primary sources, albeit brief, is Arthur Meier Schlesinger [Sr.], *The New Deal in Action* (New York: Macmillan Company, 1940.)

³ Among the few published sources available on Indiana during the New Deal is James Madison, *Indiana Through Tradition and Change: A History of the Hoosier State and Its People, 1920-1945*. Indianapolis: Indiana Historical Society, 1982. Chapters 3-5 specifically deal with the government and politics of the 1930s in Indiana. See also *Recovery in Indiana*, a newsletter published in Indianapolis by the Governor's Commission on Unemployment Relief, 1933-1936.

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plans for park development that figured in a number of New Deal programs from the start. The high visibility of such projects was surely not an insignificant factor either. Only street and road construction or improvement--even more conspicuous public projects--took a higher percentage of New Deal work relief project funds. The Federal Emergency Relief Administration (FERA) provided for employment on many such projects at state and local levels, including St. Joseph County.

The wide-ranging FERA was a product of federal legislation during Roosevelt's hectic first one hundred days in office. Because of the scope of the emergency and the immediacy of need, most of the agency's funds were expended on direct relief programs at first. But FERA director Harry L. Hopkins set up a rudimentary work relief program under its umbrella, a step toward his none-too-secret goal of a broad-based program that would create appropriate jobs for all manner of unemployed workers. Soon, Hopkins became the director of the new Civil Works Administration (CWA), a true work relief program initiated in the fall of 1933 to provide jobs over the coming winter. Projects originated at the local, state, and even federal level. Discontinued the following spring, the short-lived CWA nonetheless left a legacy of scattered structures throughout the country. In St. Joseph County a great deal was accomplished under the CWA banner, including the initial development of Rose Park and Laing Park in Mishawaka and construction of a fieldstone wall in front of the Ardmore School. A state-originated CWA project was the improvement of Bendix Airport (today, South Bend Regional Airport), virtually nothing of which has survived subsequent decades of modernization.⁴

Another significant result of the first few months of Roosevelt's first term was the Public Works Administration (PWA) that provided grant funds and loans for large-scale public construction, such as waterworks, sewer systems and treatment plants, high schools, and hospital additions. Three of Indiana's county courthouses (in Shelbyville, Covington, and Kokomo) were constructed using PWA

⁴ For an explanation of work relief programs from their chief advocate, see Harry L. Hopkins, *Spending to Save: The Complete Story of Relief* (New York: W.W. Norton, 1936). "State's Own CWA Airport Program," *South Bend Tribune*, 27 December 1933; "CWA Carries on Projects," *Tribune*, 25 January 1934; "Wall Built at Ardmore School," *Tribune*, 6 April 1934.

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funding. In St. Joseph County, several schools were constructed or gained large additions through PWA grants. The federal government provided up to 45 percent of construction costs; the remaining 55 percent could be procured through a government loan. The money could be used for any relevant costs such as planning, materials, equipment, or labor. Headed by Secretary of the Interior Harold Ickes, PWA was not a relief agency. Men hired for PWA construction projects were not required to be on or to apply for relief. The concept behind the program was a sort of "trickle-down" theory: providing funds for large building projects would stimulate other industries that produced the necessary materials, thus providing work in manufacturing as well as a myriad of construction jobs. When the federal government created the Works Progress Administration in 1935, the public--and, not infrequently, local government officials and newspaper reporters--confused the two agencies, not only because of the similarity of initials but also because of the perceived overlap in funding public works. Because PWA was not a work relief program, extant buildings and structures in St. Joseph County built with the aid of PWA funds are not included in this context. This is not to suggest, however, that these, such as Marquette School in South Bend and Mary Phillips School in Mishawaka, are not eligible for the National Register of Historic Places; they are simply not eligible under this specific historic context.

After the demise of the CWA in the spring of 1934, some federally funded work relief projects continued under FERA until Roosevelt introduced the Works Progress Administration, with Harry Hopkins in charge, in the spring of 1935. With the establishment of the WPA, the federal government undertook a vast and comprehensive program to create jobs of all sorts that would as closely as possible match the skills of the unemployed. Such work, however, would not compete with whatever jobs the private sector might be able to offer. Wages, paid in cash (as opposed to commodities), hovered above the average amount of direct relief payments but below roughly comparable work in private industry. The idea was to create incentive to get off the dole and, should it become available, to accept private employment. In St. Joseph County the pay scale for WPA workers ranged from \$55 a month for unskilled laborers to \$85 for highly skilled workers; professional and technical workers such as architects and engineers earned \$94 a

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month. Administration of direct relief would now come under state and local governments. The dole under FERA was discontinued, in keeping with Roosevelt's warning that "to dole out relief in this way is to administer a narcotic. . . . The federal government must and shall quit this business of [direct] relief."⁵

Much criticized and often controversial, the WPA achieved uneven success in giving jobs to the unemployed, depending upon the type of work involved and on local cooperation. No doubt the successive Democratic administrations in Indiana during the New Deal years helped WPA programs as a general rule to flourish in this state. Wayne Coy headed it first, followed by John K. Jennings. Charles Kohler was the first administrator in the St. Joseph County office.

Street and road repair improvement offered the largest number of WPA jobs in the county, consistent with trends in the state overall, closely followed by park development and improvements. Much of the latter work from the New Deal years still exists, but the extensive walls, riprap, and characteristic fieldstone structures found in many pre-World War II parks and along the St. Joseph River had not always been well maintained. Attempts at repairs in recent decades have often been ill conceived, and later parks improvements have not always respected the integrity of the New Deal structures. Eberhart/Petro and Battell parks in Mishawaka boast the largest extant collections displaying the greatest variety of forms, but an extensive stretch of fanciful fieldstone stairways down to a continuous riverwall below Northside Boulevard in South Bend is equally impressive. The small town of North Liberty nestled amidst the farms of southwestern St. Joseph County also boasts a particularly fine town park laden with WPA fieldstone structures. The New Deal in some cases even reclaimed former dump sites to create new parks, such as little Ravina Park in South Bend and Central Park in Mishawaka. Little visible evidence of the WPA's work remains in either, however. The WPA undertook a major engineering project to create Pinhook Park northwest of South Bend. The St.

⁵ Roosevelt, "Annual Message to the Congress, January 4, 1935," in Roseman, ed., *The Court Disapproves*, Vol.4 of *Addresses of Roosevelt*, 19-20. Glory-June Greiff, "Roads, Rocks, and Recreation: The Legacy of the WPA in Indiana," *Traces of Indiana and Midwestern History* 3 (Summer 1991, 40-47; Patrick J. Furlong, "Some Notes on the WPA in St. Joseph County," (talk given at IUSB campus, June 1982.)

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Joseph River, heading northwesterly back into Michigan, had a sluggish oxbow bend, called the Pinhook. WPA workers constructed two earthen levees to straighten the river channel and create a U-shaped lagoon. Within the "U" they planted trees and built a beach, which today is no longer used. Most towns in the county received some sort of recreational development through the New Deal, ranging in scope from small playgrounds to eighteen-hole golf courses. The former were often constructed next to schools, and if the schools disappeared in later decades, so, often, did the playground.

By no means were WPA construction projects limited to roads and recreation. A number of government buildings in St. Joseph County were expanded, as, for example, a National Guard armory (today, the Newman Center) in South Bend. A few WPA projects resulted in new buildings, such as a small town hall/fire station in Lakeville. While it survives today, this building has been greatly remodeled and is many times smaller than its subsequent additions. Still, it is one of only a few small municipal buildings that survive in the state.⁶ Mostly, the WPA constructed additions to existing buildings, as, for example, the former public library in Mishawaka. WPA workers built numerous additions to schools around the county; extant examples include additions to the former Lakeville High School and to James Madison School in South Bend. The WPA erected a few new school buildings, but none appear to survive. For both the South Bend and Mishawaka school systems, the WPA constructed substantial concrete bleachers for athletic fields, at School Field adjacent to Jefferson School and at Mishawaka High School (today known as Steele Stadium).

But the WPA was far more than the sum of its construction projects. Among other major efforts undertaken in St. Joseph County was the organization of decades worth of county records, a boon to later researchers. There were large-scale sewing projects that put women to work making quilts and clothing for orphanages and other institutions. Similarly, canning projects created desperately needed foodstuffs to fill empty pantries. Notable, too, are the arts and recreation programs set up for the public, held, in some cases, in the newly developed parks or

⁶ Fewer still survive intact. Cicero's town hall (Hamilton County) is one example, but it is a town hall only, as opposed to the multi-purpose building in Lakeville. These sorts of structures nearly all have been significantly altered if they still survive.

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in the centers established in recycled buildings in South Bend and Mishawaka. The latter sites offered at various times vocational training programs to increase the skills of the many unemployed.

Before the end of 1935, nearly 4500 workers in St. Joseph County had worked or were working on WPA jobs. This number represented essentially all of the employable men and most of the employable women in the county who had been on direct relief. There were some abuses as might be expected: favoritism in the hiring of supervisors did occur, and in some instances WPA workers were urged to vote the Democratic ticket. But as a rule, St. Joseph County represented a particularly successful example of the WPA program in action, despite fits and starts on some projects and a brief rift in 1937, when the Workers Alliance of America, protesting the threat of reductions in WPA jobs, called a strike. It ended in a negotiated truce after a few days.⁷

In June 1935 President Roosevelt established the National Youth Administration (NYA) as a division of the WPA under director Aubrey Williams. Although far less visible than Roosevelt's premier New Deal program directed toward youth, the Civilian Conservation Corps, NYA was actually more comprehensive and widespread, attuned to a variety of needs. Geared toward young people sixteen to twenty-four, the program offered part-time employment to high school and college students through their institutions so that they would be able to complete their educations.⁸ For unemployed girls and boys not in school, the NYA provided part-time work and training programs. For a short time there were NYA camps for training girls in domestic skills--a project that had originated under FERA. Among the training programs set up for unemployed youth were a number of construction projects,

⁷ See Greiff, "Roads, Rocks, and Recreation"; "WPA Hires 7,400 in This District," *South Bend Tribune* 19 November 1935; writer's field surveys, spring 1997 and winter 2004-2005; Greiff, *Making a Better Indiana: WPA, Labor and Leisure* (Indianapolis: United Auto Workers Community Action Program Council, 1982); Greiff, "Potential WPA Historic Properties in Indiana," compiled from microfilmed WPA index cards at the National Archives, 1988 (on file at Historic Landmarks Foundation of Indiana); "Union Balked in WPA Plans, Officials Say," *South Bend Tribune*, 9 July 1937; "WPA Employees Stage Walkout," *Indianapolis Star*, 9 July 1937.

⁸ The writer's mother, néé June Fritz, did clerical work in the office of Washington-Clay High School in Clay Township north of South Bend through the auspices of the NYA. She was able to remain in school and graduate in 1939.

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including the development of recreational facilities. The NYA established a Resident Work Experience Camp on the grounds of the county infirmary (Portage Manor), where its enrollees were taught vocational skills through real projects arranged with the city and private businesses. No evidence of this camp survives at Portage Manor. But still standing in South Bend is the earlier NYA workshop building in Kennedy (formerly called Bendix) Park, which was constructed by NYA workers themselves in 1939. Only one other such building exists in the state, in Bloomington.⁹

With the boom in American manufacturing just prior to World War II, employment opportunities increased. The WPA and NYA gradually became unnecessary. In its final years, WPA was touted by the government for its defense programs. The largest one in Indiana was surely the ammunition plant at Charlestown, for which WPA workers built housing and other support structures. Numerous local and state projects, chiefly airport and highway improvements, also gathered under the banner of defense. In St. Joseph County, such projects included further improvements at Bendix Field and additional paving and widening of US20. The WPA office in South Bend closed in July 1940, and remaining projects were administered out of Fort Wayne. America's entry into the war at the end of 1941 ended the matter. The WPA and most other New Deal programs officially came to a close in 1942.¹⁰

F. Associated Property Types

Properties associated with New Deal work relief projects related to infrastructure (1933-1942)

DESCRIPTION: For the purposes of this property type, infrastructure

⁹ "The Program in Operation," Hopkins Papers, Container 35, NYA Circulars, Etc., FDR Library. See Betty Lindley and Ernest K. Lindley, *A New Deal for Youth: The Story of the National Youth Administration* (New York: Viking Press, 1938). "Work Starts on NYA Building in Bendix Park," *South Bend Tribune*, 20 July 1938; "NYA Playground and Workshop for Youth," *South Bend Tribune*, 19 January 1940; "Construction Begins Soon at Infirmary," *South Bend Tribune*, 14 November 1940; "Buildings Spring Up on Site of NYA Resident Work Experience Camp," *South Bend Tribune*, 11 February 1941. The NYA building in Bloomington has been remodeled into a community center in the downtown park in which it is located.

¹⁰ Furlong, "Notes on the WPA," 3-4.

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refers to properties related to the underlying or connecting systems that support the public facilities of both city and rural dwellers in St. Joseph County. Resources in this category are related to water supply, waste disposal and sanitary facilities, maintenance, property protection and administration, and public access. The majority of resources within this property type were highly functional, which dictated their design. Often these resources were unobtrusive or virtually invisible in the first place, or else have been upgraded or replaced in successive decades. Few exhibited elements of style that extend beyond function.

Resources related to water supply include water conduit lines, which are difficult to document and even harder to assess for integrity standards, as are the miles of sewer lines that New Deal agencies laid in cities and towns throughout the county. It is likely that many have been replaced. Generally these types of resources need not be considered. The WPA built pumphouses in parks, often of native stone and sometimes in a park rustic style so they would better harmonize with their surroundings. Although related to infrastructure, these will be found only in parks and are therefore more appropriately placed in the category of "New Deal work relief projects related to parks and recreation." While many have been replaced, a few may survive.

Resources related to property protection and maintenance tend to be functional and unpretentious in design, and would have included maintenance buildings, sheds, service buildings, and garages, or additions to such buildings. The 1997 and 2004-05 surveys did not turn up any surviving examples of these in St. Joseph County. Custodial residences are a very rare property type in Indiana outside the boundaries of state lands. WPA workers constructed a caretaker's cottage for the water supply reservoir in Mishawaka, located south of the city. Although it was necessary to move the cottage in order to prevent its demolition, it is listed in the National Register.

The improvement or extension of streets and roads often created the necessity for building culverts and bridges, but as a rule these were concrete and simply the functional design of the day. Most of these have been replaced or altered, and need not be considered. The exceptions are those placed in parks, where, especially when fashioned

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of fieldstone, may represent the typical landscaping elements of New Deal park improvements, and should be evaluated within that property type. Occasionally one may find fieldstone retaining walls or barriers along streets and roads, such as the pair of walls that marks the turn of Northside Boulevard away from the St. Joseph River at 26th Street in South Bend. Sidewalks, too, were part of street and road improvement, but no significant examples of these built through the New Deal relief agencies have been identified. Sidewalks in St. Joseph County built through the New Deal were, as far as can be determined, all of concrete. None have been found with any WPA imprints, as do exist in some other cities in Indiana.

SIGNIFICANCE: After several years of economic hardship, the county, its strapped cities, and smaller communities leaped at the opportunity to repair or replace their crumbling infrastructure. Road and street repair and improvement usually were at the top of their lists, in part because of public clamor. The building of water supply and sewer lines had fallen far behind the demand. The New Deal was a godsend that city and county officials were quick to accept. Within a matter of a few weeks of the WPA's inception, St. Joseph County had men out repairing the streets and roads.

Properties associated with work relief projects related to infrastructure offer a material record of important New Deal public works. They represent the unique approach of the Roosevelt administration toward unemployment relief and the development of public facilities, and its applications at state and local levels. Resources in this category, relatively few of which survive, will have significance under Criterion A in the area of social history, because they are associated with the New Deal's combined solutions to the need for recreational development and unemployment relief during the Depression. A few specific properties, such as the custodial residence mentioned above, may have significance under Criterion C in the area of architecture.

REGISTRATION REQUIREMENTS: Besides possessing significance, to be listed in the National Register New Deal properties associated with infrastructure must meet criteria based on the seven aspects of integrity--location, setting, design, materials, workmanship,

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association, feeling--as specified in NPS Bulletin 15, *How to Apply the National Register Criteria for Evaluation*. Because of the wide range of resource types, integrity standards for this general category must be extremely broad. A resource should be in its original location (but the rarity of a resource may allow for its having been moved, as was the case with the reservoir caretaker's cottage in Mishawaka). This is unlikely to apply to such resources as bridges and culverts. A resource's original setting must have remained relatively intact. Eligible properties cannot have been significantly altered, although again, the rarity of a certain type of resource may allow some leeway in this regard, such as with the above-mentioned caretaker's cottage. While no surviving service buildings, garages, and the like built by New Deal relief agencies have come to light, the nature of these structures would indicate that exterior walls should not be obscured with modern cladding, later additions should not overwhelm the original building nor hide the main facade, and window and door openings should be intact, ideally with the original elements still present. Many of the resources included in this property type are of a highly functional design, in which case the presence of most of the original materials is especially important. This is true of both buildings (e.g., garages, sheds, and other support structures) and structures, such as bridges and culverts. As noted above, most structures that would fall into the category of landscape elements would be considered within the property type category dealing with parks and recreation. The occasional odd retaining wall does exist, but none thus far have surfaced that possess significance enough for listing in the National Register. Should one or another be discovered, the presence of original materials and a minimum of breaks, later extensions, or inappropriate repairs. For example, a fieldstone retaining wall should retain its original appearance, including mortar joints, and be free, at least ideally, of poorly considered concrete repairs, as is often seen. Functional design is representative of the typical workmanship of New Deal agencies for buildings and structures in this category, and properties to be considered should continue to reflect this. Properties eligible to be considered must have been designed and constructed by workers under the auspices of the New Deal relief agencies, and possess the characteristics associated with their work. If essentially intact, the sum of all the above elements taken together determines the property's

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feeling, that is, its "expression of the esthetic or historic sense" of the the New Deal years.

Properties associated with New Deal work relief projects related to parks and recreation (1933-1942)

DESCRIPTION: Resources included in this property type are related to nature appreciation, picnicking, swimming, golf, team sports, and other recreational activities that fall into what are usually considered traditional outdoor pursuits, along with spaces set aside for the enjoyment of nature. In general, the WPA and other New Deal work programs designed many of the buildings and structures included in this property type so as not to be obtrusive in their surroundings, constructing them of native materials--typically, fieldstone--and often in a rustic style. This was true even of buildings associated with more active pursuits, such as bathhouses. Not only was this consistent with the National Park Service guidelines for park buildings on the state and national levels, which likely provided some design direction, but it also reflected the abundant supply of fieldstone to be had in St. Joseph County.

The use of recycled materials should be noted, too, although for the most part in St. Joseph County, this material was used for fill, not actual construction material, in contrast to, for example, Washington Park in Michigan City, located in adjacent LaPorte County. New Deal agencies were called upon to demolish old buildings as well as to construct new. But as a rule they saved bricks, broken concrete, and the like for uses on other projects. Some of this is visible in the retaining wall on the island in South Bend's Leeper Park.

In St. Joseph County, FERA, CWA, WPA, and even NYA were all significantly involved in park development, expansion, and improvement. They built stone steps down slopes, built small foot bridges (usually timber, but often with fieldstone abutments) over ravines and creeks, and constructed stone retaining walls along the edges of creeks and rivers. Many of these resources survive. They were intended to enhance the landscape and draw the eye to the natural beauty of river, woods, or rolling terrain.

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New Deal agencies did much to increase the opportunities for the public to play, both by expanding facilities in existing parks and developing several new ones, in some cases even transforming former waste places into recreational spaces. They created picnic grounds in new and existing parks. A fully developed picnic site might have stone, metal, or brick fireplace ovens, water pump/drinking fountains, and nearby comfort stations, and sometimes a shelter, usually of timber. Larger parks often had an enclosed shelterhouse, sometimes designed in such a way as to house multiple uses. These usually contained restrooms and sometimes concession areas. Most of these interior concession stands still exist but are today seldom if ever used. More elaborate shelterhouses had two or three rooms. T-shaped and L-shaped plans were common. Imaginatively constructed of native materials, usually fieldstone or timber in varying combinations, these buildings were partly or wholly enclosed. The latter examples sometimes had double or triple doors that were left open in the warmer months. They had windows that might be casements or sashes. Enclosed shelterhouses usually had at least one large fireplace. Architecturally, shelterhouses often exhibit Craftsman elements or those of the park rustic style.

The WPA indulged the public's interest in active recreational pursuits with the construction of pools and accompanying bathhouses. In the 1930s, swimming in natural waters was commonplace, so beaches were often created along rivers and streams, and the swimming experience enhanced by building dams to create pools, sometimes with a bathhouse constructed along the edge. Remnants of these sorts of pools survive, but none intact. Examples include a ruin of a concrete dam with metal sluice gate, the typical WPA construction, that survives at Laing Park in Mishawaka, and another at North Liberty Park. The latter site also includes a fieldstone bathhouse built above a terraced slope leading down to the former pool basin.

Concrete wading pools in parks and playgrounds found particular favor as WPA projects. Many large parks in South Bend, Mishawaka, and some of the towns around the county had them, and the pools were sometimes built in smaller playgrounds as well. These were round or oblong concrete basins, seldom more than a few inches deep, in which children and adults alike could splash about. These pools were closed

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en masse in the 1950s, so many did not survive. There is no evidence at all, for example, of the wading pool that was once in South Bend's Leeper Park, but others were simply abandoned. Some have been revived in recent years with sprinklers placed in the center of the basins. Walker Field in South Bend boasted an unusually elaborate pool, a little deeper and different from any other in the county. While the pool has not been used in many years, it survives.

Municipal golf courses were also popular WPA projects where land was available and included similar elements of landscaping found elsewhere in New Deal recreation projects. The Eberhart-Petro golf course in Mishawaka, for example, exhibits fieldstone culverts, low walls, and the like. The WPA or other agencies built clubhouses and caddy shacks as well, but none in St. Joseph County appear to survive.

FERA, CWA, WPA, and NYA all constructed playing fields of all sorts throughout the county, but none of these had distinctive features that survived successive decades, and many have long disappeared. These included baseball diamonds, football fields, and tennis courts. However, if extant New Deal-built playing fields are a component of a playground or park with other resources, they may be considered as a contributing resource.

New Deal parks often included elements of conservation, chiefly having to do with wildlife propagation of some sort. Fish rearing ponds were common, but none appear to have survived in the county. Even more transitory were resources such as quail brooders and the like.

SIGNIFICANCE: Properties associated with work projects related to parks and recreation offer a material record of important New Deal public works. They represent the unique approach of the Roosevelt administration toward unemployment relief and the development of public parks and recreational facilities, and its applications at the local level. By the 1930s public demand required further recreational development in most parks, beyond simply setting aside a parcel of relatively pristine undeveloped property. People came to parks to walk or hike, to picnic, and increasingly, to engage in various active sports. New Deal park development democratized recreation, opening to the

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general public opportunities to pursue sports that had been largely the purview of the country club set a decade earlier. People now could swim or play tennis or golf in public parks. Some people--especially since there was considerably more forced leisure time during the Depression--used parks to participate in or to watch organized sports activities or to listen to an outdoor concert. A public hit hard with unemployment needed and demanded more parks and more recreational opportunities within them.

Most park development centered on expansion of facilities and broader access to areas in which they might be pursued. Thus, FERA, CWA, WPA, and NYA constructed or improved picnic grounds, sometimes with shelterhouses but usually including drinking fountains, ovens, and nearby comfort stations. In the 1930s, swimming in rivers and streams as well as lakes was common, and the WPA developed beaches and accompanying facilities along any suitable body of water; they also created pools by damming creeks. Some regular concrete swimming pools were constructed in larger city parks, and shallow wading pools were one of the most common New Deal recreational developments in large parks and small playgrounds alike. In an era when primitive air conditioning was in its infancy and available only in a few commercial establishments, swimming or splashing about in water was one of the few means available to cool down on a hot summer day, which may help explain the popularity of these projects.

Several social improvement trends came together in the 1930s to produce the idea of group camping, even if only as a daytime activity in a city park, as a beneficial experience for youth--especially those from low-income urban areas. During the summer, groups of children or adolescents under the watchful eyes of trained recreational directors could reap the benefits of fresh air and healthful outdoor activity, along with arts and crafts instruction and moral guidance. The WPA and NYA built some recreational centers in parks that housed such activities. They are an important material document of the dominant approaches in the 1930s toward solving certain social problems and of the role of the New Deal work agencies toward that achievement.

In northern Indiana, fieldstone is an abundant resource, and it was

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used lavishly by the WPA and other New Deal agencies in parks to enhance the landscape and draw the eye to the natural beauty of the surroundings: creeks or rivers, woods, or the rolling terrain so typical of the county. Fieldstone walls, bridges, culverts, stairs, entrances, even benches all exemplify the imaginative approach to landscaping using this native material.

Conservation, too, was an element often included in New Deal park development, no doubt in part because of Roosevelt's great interest in it. Indiana's Department of Conservation also encouraged using parks to promote such activity. Several parks in St. Joseph County included one or more fish rearing ponds as a means of stocking a river, stream, or lake on the property. The park developed by the WPA in North Liberty, for example, originally included fish rearing ponds, although these do not survive. Wheelock Park, developed by the WPA on the northwest edge of South Bend, actually was leased to the Isaak Walton League, where they, too, oversaw fish rearing ponds and raised quail and other game birds. While these activities no longer take place there, Wheelock Park is still leased by the League.

Properties associated with park and recreation development will have significance under Criterion A in the areas of recreation and in social history, as they are associated with the New Deal's combined solutions to the need for recreational development and unemployment relief during the Depression. Many of the properties are likely to have significance under Criterion C in the area of architecture, exemplifying New Deal architecture with its frequent elements of the park rustic or Craftsman styles. As already noted, the plethora of available fieldstone in St. Joseph County also dictated the look of numerous New Deal-built structures. This particularly applies to properties that will have significance under Criterion C in the area of landscape architecture. It is a rare park developed by the New Deal that did not make use of this abundant material, available free for the hauling. Indeed, an article in the *South Bend Tribune* in February 1936 noted that "rocks and stones are fast becoming a rarity in this area" because of the New Deal projects' great demand for them.¹¹

¹¹ "WPA Leaves Not a Stone Unturned," *South Bend Tribune*, 26 February 1936.

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REGISTRATION REQUIREMENTS: Besides possessing significance, to be listed in the National Register New Deal properties associated with work projects related to parks and recreation must meet criteria based on the seven aspects of integrity--location, setting, design, materials, workmanship, association, feeling--as described in NPS Bulletin 15, How to Apply the National Register Criteria for Evaluation. Because of the wide range of resource types, integrity standards for this general category must be extremely broad.

A property should be in its original location. The setting of a property--in St. Joseph County this is most often along a river or creek--must be essentially intact. Often in the case of recreational facilities, changes in trees and other vegetation over time may have visually altered the setting, but the natural processes of growth and succession should not necessarily compromise its integrity. In New Deal-built properties the elements of design, materials, and workmanship are almost inseparable. That the design of a particular resource was most often dictated by its function, and that construction was of native materials (which also helped dictate the design), are representative of the workmanship of the New Deal agencies. The National Park Service originated many of the design guidelines, but local interpretations depended on available materials and site specifications. Built for public enjoyment, recreational buildings are often delightful and outstanding examples of the possibilities of the park rustic style. Thus, stylistic elements often play a greater role in recreational buildings than those in other categories. The presence of original materials and lack of significant alterations, such as changes in fenestration or entrances, are important considerations in determining a property's eligibility. A building's exterior appearance must be close to the original, and not altered with cladding or outsized additions. Additions to a main facade would be particularly troublesome and likely would compromise the integrity. If a resource is extremely rare, however, these considerations may be eased somewhat. When considering landscape elements, few if any of which are eligible for listing by themselves, one is usually dealing with fieldstone, which should not be disturbed, coated with a concrete slip or some other substance, or inappropriately repointed. All properties eligible to be considered must have been designed and constructed by workers under the auspices of New Deal relief agencies, and possess

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the characteristics associated with their work. If essentially intact, the sum of these elements taken together determine the property's feeling, that is, its "expression of the esthetic or historic sense" of parks and park structures during the New Deal years.

Properties associated with New Deal work relief projects related to public buildings, i.e., government and education (1933-1942)

DESCRIPTION: The WPA constructed additions to police stations, fire stations, municipal buildings, and city halls, and in at least one case, a new building. The 1997 and 2004-05 surveys did not turn up any surviving examples of these in St. Joseph County, except for a building that combined a fire station with a town hall and water supply office in Lakeville. It survives, but has been greatly enlarged.

The WPA constructed any number of additions to existing school buildings in St. Joseph County. As a rule, additions tended to be complementary to the style of the original building. Schools with WPA-constructed additions may well be eligible to be placed in the National Register, but not within the confines of this multiple property listing--although the addition may add to the building's significance. It appears that no new schools that were built by the WPA have survived in St. Joseph County. Additions to library buildings, too, were among the projects of the WPA, but no new buildings. Again, the libraries with additions may be eligible for the National Register, but not within this multiple property listing. Indeed, the former Carnegie Library in Mishawaka, expanded by the WPA in 1937, was listed in 1998.

SIGNIFICANCE: Properties associated with work projects related to public buildings offer a material record of important New Deal public works. They represent the unique approach of the Roosevelt administration toward unemployment relief and the development of public facilities, and its applications at state and local levels. Resources in this category, very few of which survive in St. Joseph County, will have significance under Criterion A in the area of social history, because they are associated with the New Deal's combined solutions to the need for improved or expanded facilities for government services and unemployment relief during the Depression. A few specific properties may have significance under Criterion C in the area of

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architecture.

REGISTRATION REQUIREMENTS: Besides possessing significance, to be listed in the National Register New Deal properties associated with work projects related to public buildings must meet criteria based on the seven aspects of integrity--location, setting, design, materials, workmanship, association, feeling--as specified in NPS Bulletin 15, *How to Apply the National Register Criteria for Evaluation*. While there is a fairly wide range of resource types to be considered, as noted, very few survive in this county. Integrity standards, therefore, must be flexible. A resource should be in its original location. Its original setting must have remained relatively intact. Eligible properties cannot have been significantly altered, although again, the rarity of a certain type of resource may allow some leeway in this regard. That being said, there are limits, and the integrity of the rare fire station/town hall in Lakeville has been too severely compromised with a gargantuan addition, door and window replacements, and other tamperings to the exterior to warrant its inclusion in the National Register. While no surviving schools or libraries built by the WPA in St. Joseph County have come to light, should one be discovered, its exterior walls should not be obscured with modern cladding; later additions should not overwhelm the original building nor hide the main facade, and window and door openings should be intact, ideally with the original elements still present. Largely functional design, not without elements of style, is representative of the typical workmanship of New Deal agencies for buildings in this category. Properties eligible to be considered must have been designed and constructed by workers under the auspices of the New Deal agencies, and possess the characteristics associated with their work. If essentially intact, the sum of all the above elements taken together determines the property's feeling, that is, its "expression of the esthetic or historic sense" of the the New Deal years.

Properties associated with New Deal work relief projects related to WPA or NYA training (1935-1942)

DESCRIPTION: Both the mission and duration of the WPA and NYA dictated that there would be centers in which classes could be held teaching desirable and employable skills, especially in the larger communities. The agencies often shared a facility, which usually was

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simply an available building that was large enough to serve the purpose. Very rarely, the agencies might construct a building of their own. There were camps (not in St. Joseph County, but that served its workers) for WPA workers that featured temporary frame barracks and ancillary buildings. Similarly, the NYA, with WPA help, built a training camp consisting of several frame buildings located on the grounds of the county home. None of these types of facilities has survived. However, the NYA in St. Joseph County built a unique structure in Bendix Park (today's Kennedy Park) that included ample, separated space to train both girls and boys in manual skills, with offices for the local administrators. Of reinforced concrete, it displayed the modified Art Moderne style often seen in New Deal-constructed public buildings. Only one other NYA building, of a somewhat similar style but smaller, has been identified in Indiana.

SIGNIFICANCE: As noted in the accompanying historic context, the National Youth Administration was a sort of junior version of the WPA. One component of the program set up jobs for youth still in school to aid them in completing their education. Another component offered training programs and real work--what we might call apprenticeships or internships today--in the community. The NYA in St. Joseph County was especially active and left an unusually large legacy of construction projects around the county, although only a few survive. Most of these are recreational structures. The NYA maintained offices alongside those of the WPA in a remodeled building at 316 South Chapin Street, which contained insufficient space to handle its various and ever-expanding programs. St. Joseph County's NYA was unusual in that it constructed its own substantial headquarters and training center on the west side of South Bend in 1939. One side of the large T-shaped structure focused on domestic science for the girls, the other side, manual training for the boys. The center section housed the NYA administrative offices. This is an extremely rare building--as noted, there appears to be only one other of similar style and function in the state. (That building is near downtown Bloomington, and has been remodeled into a community center.) Unfortunately, the city of South Bend does not seem to be aware of the building's significance. It has been subjected to an unfortunate paint scheme and the loss of original windows and doors, although the openings remain intact. The building

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may have significance under Criterion A in the area of social history, because of its association with the New Deal's efforts at unemployment relief during the Depression, in particular, its training and construction programs. It may have significance under Criterion C in the area of architecture, as a good example of New Deal architecture using concrete.

REGISTRATION REQUIREMENTS: Besides possessing significance, to be listed in the National Register properties associated with New Deal work projects related to WPA or NYA training must meet criteria based on the seven aspects of integrity--location, setting, design, materials, workmanship, association, feeling--as described in NPS Bulletin 15, *How to Apply the National Register Criteria for Evaluation*. However, because of the great rarity of this resource type, integrity standards for this general category need to be flexible.

A property must be in its original location and setting. In New Deal-built properties the elements of design, materials, and workmanship are almost inseparable. The design of a particular resource was most often dictated by its function. The presence of original materials and lack of significant alterations, such as changes in fenestration or entrances, or outsized or inappropriately placed additions, are as a rule important considerations in determining a property's eligibility, but rarity dictates some leeway. In the case of South Bend's NYA building, the exterior, despite replacement windows and doors, still appeared to convey the original structure. However, a visit to the interior disclosed the presence of a restroom in the former main entrance foyer, the removal of a staircase, and new restrooms on either side of the former main entrance above where the original basement restrooms had been, all of which seemed to compromise the integrity of this important resource too severely. All properties eligible to be considered must have been designed and constructed by workers under the auspices of New Deal agencies, and possess the characteristics associated with their work. If essentially intact, the sum of these elements taken together determine the property's feeling, that is, its "expression of the esthetic or historic sense" of the training building during the New Deal years.

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G. Geographical Data

The geographical area encompasses all of St. Joseph County, Indiana.

H. Summary of Identification and Evaluation Methods

The multiple property listing of historic and architectural resources related to New Deal work projects in St. Joseph County is based largely upon the discreet inventory of extant New Deal work projects completed in 1997 under the auspices of the South Bend/St. Joseph County Historic Preservation Commission. That work in turn had relied upon extensive research in primary and secondary sources, including trips to the National Archives in Washington, D.C. and the Franklin D. Roosevelt Presidential Library in Hyde Park. In 1996-1997 Greiff conducted a thorough field survey in the county of all extant New Deal resources (constructed 1933-1942). In 1981-1982 Greiff had conducted a less comprehensive survey of the work of the WPA throughout Indiana, focusing on recreational projects.

The context analyzes the work of all the New Deal work relief agencies that left their built legacy in St. Joseph County. The identified property types associated with the context theme illustrate structural functions relating to significant New Deal trends and the various types within a given function.

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