

McLaren

S E C O N D

Q U A R T E R L Y R E P O R T

July 1 to September 30
1942

WAR RELOCATION AUTHORITY

SECOND QUARTERLY REPORT OF THE WAR RELOCATION AUTHORITY

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PROGRESS OF RELOCATION

When the War Relocation Authority began its second quarter-year of operations on July 1, 1942, only three of the ten relocation centers planned for West Coast evacuees of Japanese ancestry had actually been opened. One of these--at Manzanar, California--had nearly reached its population capacity. The other two, however, were still receiving contingents of evacuees by train almost every other day, and the great bulk of the evacuated people were still in assembly centers under jurisdiction of the Army awaiting transfer to WRA's relocation communities. Opportunities for private employment of evacuees outside the evacuated area were just beginning to open up in the sugar-beet fields of the intermountain States and a few other localities. Policies governing the relocation program had been laid down in broad outline only and many major questions of procedure still remained to be answered.

At the close of the quarter, three months later, all the relocation centers but one--Jerome in southeast Arkansas--had been opened. Five of them were close to their population capacities while the other four were still receiving contingents. Over 90,000 evacuees, or roughly 80 per cent of the evacuated population, had been transferred to the nine operating centers. Nearly 34,000

of these had already been assigned to jobs at the centers and another 5,000 had left the relocation areas temporarily for harvest work in the sugar-beet fields and other agricultural areas of the West.

Meanwhile, policies covering virtually all the major phases of relocation life--policies on evacuee employment and compensation, on self-government and internal security at the centers, on education, agricultural production, consumer enterprises, and a number of other subjects--had been hammered out and were swiftly going into effect. Regulations under which evacuees might leave the relocation centers indefinitely to resettle away from the evacuated area had been developed and were announced in the Federal Register on September 29. As the quarter ended, with most relocation centers either at or near their population capacities, the War Relocation Authority was already taking definite steps to promote their eventual depopulation and to encourage the gradual reabsorption of the evacuated people into the normal fabric of American life.

The Movement to Relocation Centers

By June 5, when the movement of evacuees from their homes in Military Area No. 1 into assembly centers was completed, the second stage of the evacuation process--transfer to relocation centers--was already under way. Throughout the summer and into the early fall, contingent after contingent of evacuees boarded

trains at the assembly centers and travelled hundreds of miles farther inland to the partially completed relocation centers. Meanwhile, on July 9 the Army started moving another 8,000 or 9,000 people of Japanese ancestry from their homes in the eastern half of California (the Military Area No. 2 portion of the State) directly into relocation communities.

In planning the movement to relocation centers, every effort was made to hold families intact and to bring together people who came originally from a common locality. Evacuees from the San Francisco Bay Area, for example, were first moved to the Tanforan and Santa Anita Assembly Centers and later reunited at the Central Utah Relocation Center. Colorado River Relocation Center drew its population largely from the Imperial Valley, from the Salinas and Pinedale Assembly Centers, and from Military Area No. 2. The two northern-most relocation centers--Minidoka in Idaho and Heart Mountain in Wyoming--received their contingents mainly from the assembly centers at Puyallup, Washington and at North Portland, Oregon. Gila River absorbed the whole population of the assembly centers at Tulare and Turlock, plus several contingents from Santa Anita and others from Military Area No. 2.

Despite this general pattern, however, some mingling of heterogeneous populations was inevitable. Evacuees at the big Santa Anita Assembly Center, for example, were widely dispersed in the movement to relocation centers. These people, most of whom were originally from Los Angeles, were scattered among the Gila River,

Granada, Central Utah, and Rohwer Relocation Centers. Another group was scheduled for movement into the Jerome Relocation Center during the month of October. At Granada, where the highly urban Santa Anita people were combined with predominantly rural contingents from the Merced Assembly Center, some minor tensions had already developed between the two groups before the close of the quarterly period. Sincere efforts were being made on both sides, however, to create a better mutual understanding and to develop greater community solidarity.

Community Construction

Seriously hampered by wartime shortages of materials and wartime transportation problems, construction of the relocation communities went busily forward under supervision of the Army Corps of Engineers throughout the summer months. At most centers, the building of evacuee barracks was finished on or very close to schedule. Installation of utilities, however, involved more critical materials and consequently moved forward at a considerably slower rate. At some of the centers, evacuees were forced temporarily to live in barracks without lights, laundry facilities, or adequate toilets. Mess halls planned to accommodate about 300 people had to handle twice and three times that number for short periods as evacuees poured in from assembly centers on schedule and shipment of stoves and other kitchen facilities lagged behind.

In a few cases, where cots were not delivered on time, some newly arriving evacuees spent their first night in relocation centers sleeping on barracks floors. At nearly all centers, evacuee living standards temporarily were forced, largely by inevitable wartime conditions, far below the level originally contemplated by the War Relocation Authority.

By the close of the period, most of these difficulties were either straightened out or well on the way to solution. At all the older centers, basic construction had been finished; and even in the newer communities, it was rapidly nearing completion. Still ahead for the War Relocation Authority and the evacuees, however, was the sizable job of constructing buildings which were not included in the agreement with the War Department--buildings such as school houses and living quarters on the relocation areas for the WRA administrative staff. On September 30, with the fall term already started at most public schools in the United States, evacuee children were getting ready to resume their education in barracks and other buildings which were never intended for classroom use. As the quarter closed, the Authority was still seeking priorities on building materials for schools and for staff living quarters at all the centers.

Evacuee Induction

As each group of evacuees arrived at a relocation center,

its members were first registered (by family groups) and then assigned to living quarters. The procedure at the Granada Center, which was fairly typical, consisted of five principal steps: (1) a medical check, (2) issuance of registration and address forms to each family group, (3) assignment to quarters, (4) emergency recruitment of evacuees needed in the mess halls and other essential community services, and (5) delivery of hand baggage to individual families.

The induction process, with the exception of delivering the heavy baggage, consumed about two hours on the average, for each contingent. Particular care to house friends and relatives near each other required about thirty minutes more than would have been otherwise necessary.

Employment at the Centers

Once the members of an evacuee contingent were assigned to living quarters and reasonably well settled at a relocation center, the next step was to register them for employment. At the placement office, all evacuees over 15 years of age who wanted work were registered and given an occupational classification. At the same time, the placement office was constantly receiving requisitions for workers from the chief steward, the chief engineer, the internal security head, and other WRA staff members in charge of the many

branches of community operations. Every effort was made to assign each evacuee to a job for which he was fitted by previous experience, training, and special aptitudes.

The job of compiling a comprehensive personal and occupational record on every evacuee resident was completed during the quarter only at the three oldest centers--Manzanar, Colorado River, and Tule Lake. At all other operating centers, this record taking was still in progress on September 30.

At all centers, the biggest and most immediate need for workers was in the field of community operation--in food preparation, winterizing of living quarters, health and sanitation, internal security, fire protection, and similar activities. Only at the older centers were any substantial number of evacuees employed during the quarter on agricultural production, manufacturing projects, or consumer enterprises. The first job was to get people adequately fed and housed and to safeguard community health.

Toward the close of the quarter, the tentative policies which had governed evacuee employment and compensation at relocation centers since the beginning of the program were modified somewhat, spelled out in further detail, and more sharply defined. The longer-range policy adopted on September 1 carried the following main provisions:

1. All evacuees residing at relocation centers are to receive food, shelter, medical care, and education for their children without charge.

2. Those who work at the centers will be paid at the rate of \$12, \$16, and \$19 a month. Most working evacuees will receive \$16. The \$12 category will include only apprentice workers and those needing close and constant supervision. The \$19 group will consist of only professional or highly skilled workers and those carrying supervisory responsibilities or engaged in unusually difficult and essential jobs.
3. In addition, each working evacuee will receive nominal clothing allowances for himself and all his dependents. These allowances will vary somewhat for people of different ages and for centers with varying climates. At the four southerly centers (the two in Arizona and the two in Arkansas), the allowances will be \$3.50 per month for evacuees over 16 years, \$3 for those between 8 and 16 years, and \$2 for children under 8. At the six northerly centers, the monthly rate will be 25 cents higher in all three categories. Thus, a semi-skilled evacuee at the Minidoka Center in Idaho with a dependent wife, a dependent son aged 15, and a dependent daughter aged 5 would receive for his work each month a cash advance of \$16 plus a clothing allowance

of \$13, or a total of \$29 a month.

4. As each evacuee who applies for work is assigned to a specific job at a relocation center, he automatically becomes a member of the War Relocation Work Corps. All members of the Corps will be rated periodically on the quality of their work and those who carry out their duties with special diligence, efficiency, or skill will receive merit designations.
5. At each center, members of the Work Corps will elect a Fair Practice Committee of seven members or less to serve for a 6-month term. The job of this committee is to handle all complaints regarding employment classifications, conditions of work, and employment compensation. Wherever possible, the committee will try to adjust difficulties by direct consultation with the people involved. Where this fails, it will conduct an investigation and make recommendations to the WRA employment officer at the center.

As the quarter ended, these policies were rapidly being put into effect at all operating centers.

STATUS OF EMPLOYMENT AT RELOCATION CENTERS
September 30, 1942

<u>Name of Center</u>	<u>Number of Evacuees in Residence*</u>	<u>Number Employed At Center</u>	<u>Number Residing Outside Center on Seasonal Farm Work</u>
Manzanar	9,056	4,159	1,060
Colorado River	17,245	7,711	561
Tule Lake	14,646	6,000	822
Gila River	11,553	3,900	---
Minidoka	8,042	3,033	1,444
Heart Mountain	9,995	3,858	877
Granada	6,892	1,200	527
Central Utah	5,803	2,334	11
Rohwer	<u>2,264</u>	<u>815</u>	<u>--</u>
TOTALS	85,946	33,010	5,302

* Not including those away from the centers as members of agricultural work groups.

Employment Outside the Centers

As the manpower shortage in western agriculture grew constantly more acute, opportunities for private employment of evacuees outside relocation centers increased steadily throughout the summer months. At the beginning of the quarter, there were approximately 1,500 evacuees from both assembly and relocation centers at work in the sugar-beet fields and other agricultural areas of eastern Oregon, Idaho, Montana, and Utah. As the summer wore on and the harvest season approached, new demands arose for evacuee labor not only in these four States but also in Colorado, Wyoming, Nebraska, and Arizona. In late August and throughout September, recruitment was speeded up at all operating centers. By the close of the period, 5,302 evacuees had left the relocation centers for group agricultural work and another several hundred originally recruited from assembly centers were still at work on farms in the intermountain region.

During the late spring and early summer, recruitment of evacuees for seasonal farm work was handled at both assembly and relocation centers mainly by representatives of the beet-sugar companies in collaboration with the United States Employment Service. Recruitment for the fall harvest season, however, was carried forward chiefly by the War Relocation Authority. Under a procedure announced by the Authority on September 1 and actually initiated some weeks earlier, each farm operator in need of evacuee workers was required to fill out an "Offer of Employment" form indicating

definitely the type of work involved, its probable duration, the wages offered, and the housing facilities available. These forms were submitted by the farm operators to the nearest office of the Employment Service and then forwarded to relocation centers for submission to the evacuees. Prime advantage of the procedure was that it gave the individual evacuee a somewhat clearer picture of the conditions under which he might work and thus tended to accelerate the whole recruitment process.

Meanwhile employment opportunities began developing for evacuees in a variety of non-agricultural lines in many parts of the country. In September one group of twenty former railroad workers were permitted to return to their former occupations as maintenance workers on a railroad in eastern Oregon. During the same month two transcontinental railroads filed applications with the Authority for more than a thousand maintenance employees. Before the close of the quarter, the Authority had received requests for office workers in Chicago, social case workers in New York, seamen for Atlantic shipping, hotel workers in Salt Lake City, settlement house workers in Chicago, science teachers in North Dakota, an architect in Philadelphia, jiu-jitsu instructors at an eastern university, wine chemists in Oregon, linotype operators in Utah, diesel engineers in the Midwest, dental technicians in Cleveland, laboratory technicians in a hospital in Michigan, and many others.

Leave Regulations

As the Nation's manpower shortage grew steadily more widespread and acute throughout the summer months, increasing emphasis was placed by the War Relocation Authority on evacuee employment outside the relocation centers. With every passing week, it became more and more obvious that the productive energies of some 40,000 adult and able-bodied evacuees could not be used to maximum advantage within the boundaries of these government-operated communities. Accordingly, a program under which properly qualified evacuees might leave the centers indefinitely for private employment, higher education, and other purposes was gradually developed throughout the second quarter.

The first evacuees to leave the centers for group agricultural work in the sugar-beet fields were released under a series of civilian restrictive orders issued by the Western Defense Command. Each of these orders was issued only to cover one or more specific counties and only after the Governor of the state and county officials had given assurances that law and order would be maintained. In each case, the evacuee workers were required to stay at all times within the county or counties covered by the order and to return to the center at the termination of the job. In short, the procedure was designed merely to cover seasonal agricultural work; the problem of leaves for year-round employment and for higher education still remained.

The first step toward solution of this problem was taken on July 20 when the Authority adopted a tentative policy permitting indefinite leaves. Under this policy, only American-born evacuees who had never lived or studied in Japan were permitted to apply for indefinite leave; and such leaves were granted only to applicants who had definite offers of employment somewhere outside the eight western States (i.e. the seven westernmost States plus Montana) which are included in the Western Defense Command. Before an indefinite leave permit was granted by the National Director in any individual case, the applicant was carefully investigated by the WRA staff at the center and a record check was made with the Federal Bureau of Investigation.

Just before the close of the quarter, on September 26, the Authority issued a considerably more comprehensive and liberal set of leave regulations which appeared in the Federal Register of September 29 and were to become effective on October 1. Under these regulations, any evacuee--citizen or alien--may apply for leave to visit or reside in any locality outside the evacuated area. Three types of leave from relocation centers are covered by the regulations: (1) short-term; (2) work-group; and (3) indefinite.

Short-term leave is intended for the evacuee who wishes to leave the center for a period of a few weeks or so in order to consult a medical specialist, negotiate a property arrangement, or transact some other similar personal business. It is granted by

the Project Director (the WRA official in charge of the relocation center) for a definite period after careful investigation by the WRA staff at the center. In cases where the Project Director denies an application for short-term leave, appeal may be made to the National Director whose decision is final.

Work-group leave is designed for evacuees who wish to leave the center as a group for seasonal agricultural work. Like short-term leave, it is granted by the Project Director for a definite period (which may be extended) and is subject to investigation at the center. Wherever possible, a record check is made with FBI and the intelligence services on applicants for work-group leave. But such leave may be granted by the Project Director without this check if he feels that circumstances warrant.

Indefinite leave is granted to evacuees only by the National Director and only if four specific requirements are met: (1) the applicant for such leave must have a definite offer of a job or some other means of support; (2) he must agree to keep the WRA informed of any changes of job or changes of address; (3) his record at the relocation center and with the FBI and the intelligence services must contain no evidence of disloyalty to the United States; and (4) there must be reasonable evidence that his presence will be acceptable in the community where he proposes to make his new home.

All these types of leave may be granted subject to such

specific conditions as circumstances seem to warrant and may be revoked by the National Director in any case where the war effort or the public peace and security seem to be endangered.

With the adoption of the leave regulations, the movement of the Japanese-American people who formerly lived on the far western frontier entered its fourth, and perhaps its final phase. The first phase was the period of voluntary evacuation which occurred during late February and most of March when some 8,000 people of Japanese ancestry left the Pacific Coast military zones on their own initiative and resettled in the interior States. The second phase was the planned, orderly, supervised movement to assembly centers which took place between late March and early June. The third phase was the transfer to relocation centers which has already been described in this report and which was nearing completion as the second quarterly period closed on September 30. The fourth phase, made possible by the leave regulations, might be called the period of resettlement outside relocation centers.

As the quarter closed, the Authority was making definite plans for this phase of the program and placing special emphasis on it. In fact, resettlement outside relocation centers had become the primary aim of the relocation program. This does not mean that the Authority was contemplating an immediate and wholesale exodus from the centers. The somewhat elaborate machinery of checks and clearances involved in applications for indefinite leave, the

difficulties encountered by evacuees in arranging for jobs without the opportunity to deal with prospective employers in person, the still-evident anxieties felt by many communities toward all people of Japanese ancestry, the reluctance of many evacuees themselves to leave the sanctuary of relocation centers in time of war--all these things suggested that individual resettlement would doubtless be a slow and gradual process. Within the limits prescribed by national security and administrative expediency, however, the Authority had determined to work toward a steady depopulation of the relocation centers and a widespread dispersal of evacuees throughout the interior sections of the country. This, in essence, is the real meaning of the leave regulations which became effective on October 1.

Student Relocation

Looking forward to the opening of the fall term at colleges and universities, the War Relocation Authority and the non-governmental National Student Relocation Council intensified their efforts throughout the summer to arrange for the attendance of properly qualified evacuee students at institutions outside the evacuated area. By September 30, a total of 143 colleges, universities, and junior colleges had been approved for student relocation by both the War and Navy Departments. Included were such liberal

arts colleges as Swarthmore, such state universities as Nebraska and Texas, such women's colleges as Smith and Radcliffe, such Catholic institutions as Gonzaga, such teachers' colleges as Colorado State College of Education, such theological seminaries as Union, such technical institutions as the Milwaukee College of Engineering, and such specialized schools as the Northern College of Optometry and the Oberlin Conservatory of Music.

Under the tentative leave policy adopted on July 20, a total of 250 students were granted educational leaves from assembly and relocation centers prior to September 30. Some of these students left during late July and August to attend summer sessions at various institutions, but the majority went on leave in September and resumed their educations with the opening of the fall academic term. A number of additional applications for educational leave were pending as the quarter ended.

Conservation of Evacuee Property

During the quarter, the responsibility for assisting evacuees in conservation of their property--a responsibility which was handled by the Treasury Department, the Federal Reserve Bank of San Francisco, and the Farm Security Administration at the time of evacuation -- was finally assumed by the War Relocation Authority. To carry this work forward, a Division of Evacuee Property was established in

the San Francisco office and small branch offices were set up in Los Angeles and Seattle. The Division made its services available to evacuees in connection with all property problems which arose subsequent to evacuation or all such problems which the evacuee could not handle himself or through an authorized agent.

The following list indicates the principal services which the Division of Evacuee Property was established to render for evacuees:

1. Secure tenants or operators for both agricultural and commercial properties.
2. Negotiate new leases or renewals of existing leases.
3. Obtain buyers for real or personal property of all kinds.
4. Effect settlement of claims for or against an evacuee.
5. Adjust differences arising out of inequitable, hastily made or indefinite agreements.
6. Obtain an accounting for amounts due, and facilitate collection thereof.
7. Ascertain whether property is being satisfactorily maintained or whether damage or waste is occurring.
8. Check inventories of goods and equipment, and recommend utilization of material for the best interests of the evacuee and the nation.

The Division works toward two main objectives: (1) conservation of property in behalf of the evacuee and (2) promotion of the use of that property in behalf of the national war effort. Usually these two objectives are intimately related. Farmlands, for instance, need to be kept in production to provide the food so much needed by America's armed forces at home and abroad and in discharging our obligations under the Lend-Lease program to our allies. Finding a competent tenant for an evacuee's farm, if the evacuee has been unable to do so, is thus a service both to the evacuee and to the nation at large. In much the same way, the finding of competent operators for residential properties--apartment buildings, hotels, and homes--in a city where war industries have created an acute housing shortage is a service in behalf of the owner, the community, and the national war program.

Around Los Angeles, most of the requests for property assistance received by the Authority involved the liquidation of small shops or the disposal of store furnishings and fixtures. In all such cases, bids were obtained and submitted to the owners. In the Seattle area, on the other hand, the problems were largely agricultural and presented serious difficulties because of the labor shortage that has interfered with harvesting the berry and fruit crops. In Seattle, Los Angeles, and San Francisco, there were many commercial property problems including the operations of hotels and rooming houses.

During the quarter, conferences were held with the Farm Security Administration, with officials of the Federal Reserve Bank in San Francisco, and with the Federal Reserve Branches in Seattle, Portland, and Los Angeles. Information gathered by both agencies on evacuee properties was made available to the Authority. Conferences were also held with San Francisco representatives of the Alien Property Custodian to clarify the understanding of each office as to the functions and activities of the other and to eliminate duplication and conflict.

Household goods and other personal properties which evacuees could not readily take with them to assembly and relocation centers presented a wholly different set of problems. At the time of evacuation, the Federal Reserve Bank at San Francisco and its branches on the West Coast acting for the War Department leased 19 warehouses (totalling 386,000 square feet of space) in the principal cities of the evacuated area and offered to store the household furnishings and similar properties of evacuee families without charge until such time as these goods could be shipped to relocation centers. Only 2,867 families, however, took advantage of this service. Hundreds of other families stored their furnishings in community churches, stores, private warehouses, and other buildings in widely scattered communities.

During the quarter, responsibility for the storage of evacuee personal property was transferred to the Authority by Federal Reserve and leases for all 19 warehouses were assigned to

the Evacuee Property Division. By September 30, seven of these warehouses with a total of 84,000 square feet of space had been cleared, either by shipments to relocation centers or by transfer to other warehouses not completely filled. Meanwhile, the Authority agreed to provide storage for evacuee personal properties stored in private buildings if the evacuee owner would first pay the cost of transportation to a government-leased warehouse where WRA could assume charge. At the close of the period, the Evacuee Property Division was making plans to reopen several of the cleared government warehouses in order to receive the property formerly stored by evacuees in private buildings.

Evacuee Self-Government

Under a tentative policy formulated by the War Relocation Authority in early June, evacuee residents at all operating relocation centers took steps to establish temporary community governments during the summer months. On August 24, the Authority adopted a more definite policy on this question and encouraged the evacuees to move toward a more stable form of government at the earliest feasible date. By the end of September, temporary community councils had been elected at all centers except the two in Arkansas. At the three oldest centers--Manzanar, Colorado River, and Tule Lake--the evacuees were already drawing up detailed plans for a long-range governmental structure.

Under the policy adopted on August 24, community government at the relocation centers will assume a form roughly comparable to municipal governments throughout the United States. Five main types of governmental bodies were suggested by the Authority to meet the needs of the centers.

1. The temporary community council is designed to serve as an interim point of contact between the WRA staff and the evacuee residents during the period when the community is getting settled and while evacuees are still arriving. Its function is to advise with and make recommendations to the Project Director pending establishment of a long-range governmental system. All residents 18 years or over are eligible to vote in the election for members of the temporary council. The general rule, however, is that members of the temporary council must be American citizens 21 years or over.
2. The organization commission is comparable to a constitutional convention. Selected by a variety of methods and generally including some of the more experienced alien residents as well as the younger American citizens, the commission is set

up to draft a long-range plan of government for the center. The plan finally developed is first submitted to the Project Director (who makes certain that it is consistent with WRA policy) and then is laid before the whole community in a special referendum. If approved by the Project Director and by a majority of the qualified voters, it becomes, in effect, the official charter for the community government and can be amended only by a majority of the qualified voters. By the close of the quarter, such commissions had been selected and were conducting their deliberations at Manzanar, Colorado River, and Tule Lake.

3. The community council is the legislative and policy-forming body of the long-range governmental set-up. Under the policy of August 24, both the basis of representation and the method of selection of the council were left open for decision by the organization commission. In order to recognize the special status of American-citizen evacuees, the Authority decided to limit membership on the councils to citizen evacuees 21 years of age or over. All residents 18 years or over, however, are entitled to vote, to hold non-elective offices in the community, and to serve on committees of the community council.

At some of the centers, special advisory committees composed of alien residents will probably be formed to consult with the council on questions of community policy especially those affecting the alien group. The principal functions of the council are (a) to enact regulations in the interest of community welfare and security and prescribe penalties (but not fines) for their violation; (b) to present resolutions to the Project Director; (c) to solicit, receive, and administer funds and property for community purposes; and (d) to license and require reasonable license fees from evacuee-operated enterprises. The policy-forming functions of the council are, of course, in addition to and not in any sense a substitute for those exercised by the Project Director and the WRA administrative staff.

4. The judicial commission, composed ordinarily of three to nine evacuee members, will be analogous to a criminal court in an ordinary American community. It will try evacuees who are arrested for alleged violation of community statutes and will hand down decisions which will be promptly

submitted to the Project Director for review. Decisions which are not overruled by the Project Director within 24 hours after submission will become final. From a strictly legal standpoint, the judicial commissions at relocation centers will not have any status as courts. Although they will perform court-like functions, they will actually be administrative bodies making recommendations to the Project Director.

5. The arbitration commission is the relocation community counterpart of a civil court under American law. Its function is to hear any dispute of a civil nature between residents and to recommend a method of settlement to the Project Director. Composition of this commission and method of selecting its members are to be decided at each center by the organization commission and made a part of the community charter.

The position of block manager, which was established by the close of the quarter at nearly all operating centers, is quite distinct from the community council. In contrast to the council members, block managers are evacuee administrative officers, appointed generally by the Project Director, to serve as his personal liaison with the residents of the various blocks in the community.

They may be young American citizens but are more likely to be men of considerable maturity and therefore from the alien group. Among other duties, a typical block manager will (1) keep the residents of his block informed of official rules and policies announced by the Project Director; (2) see to it that the physical plant is kept in a state of repair; (3) collect and distribute mail; (4) assist in the adjustment of housing difficulties; (5) distribute supplies such as brooms, soap, and blankets; and (6) assist residents in emergency cases such as serious illness.

Consumer Enterprises

Under a policy adopted on August 25, evacuees at all relocation centers were definitely encouraged to set up consumer enterprises (such as stores, canteens, and barber shops) and to establish at each center an over-all consumer cooperative association organized along consumer cooperative lines. These associations, once organized and incorporated, will take over management of all stores and service enterprises previously established by the Authority and will assume full responsibility for setting up and managing any similar undertakings needed in the future. By the end of the period, considerable progress in the organization of such associations had been made at all the older centers. But only one center--Manzanar--had a fully organized association actually incorporated under state law.

At most centers, stores or canteens of one kind or another were established within a few days after arrival of the first evacuee contingent. Initial stocks of goods were purchased on credit usually from nearby wholesalers or occasionally from large retailers who offered a discount. From a range of only a few items, often quickly sold, these stocks increased rapidly as the population swelled and new demands became known.

Under the policy of August 25, the final organizational pattern of the consumer enterprise association at each center was left largely in the hands of the evacuees. Three basic principles, however, were established: (1) unlimited voluntary membership for all residents; (2) only one vote per member and no proxy voting; and (3) limited interest rates plus restricted capital investment. All enterprises were encouraged to make sales at prevailing market prices and to distribute earnings in the form of patronage dividends rather than in the form of price reductions. Exceptions to this principle, however, were expected especially in the case of service-type enterprises such as barber shops and beauty parlors. Privately-owned consumer enterprises at relocation centers were expressly prohibited and business of the enterprises was strictly limited to a cash basis.

Education

Despite a complete lack of construction materials for school buildings, a marked shortage of qualified teachers, and a scarcity

of school furniture and equipment, schools for evacuee children were either open or virtually on the point of opening at all centers (except the two in Arkansas) as the quarter ended.

At Manzanar the elementary schools opened on September 15 in unpartitioned recreational barracks without any lining on the walls or heat of any kind. Within two days a cold wave combined with dust storms at the center had forced the schools out of operation until the barracks could be lined and stoves could be installed. A reopening in early October was expected.

At Tule Lake both the elementary and high schools opened on September 14 with a total enrollment of more than 4,000 and classes were going forward as the quarter ended. At Heart Mountain on the final day of the period, one of the community's five elementary schools was opened and the others were getting ready for immediate operation. At most other centers, an opening in early or middle October was in prospect.

The most serious problem at all centers was the lack of construction materials. As indicated earlier, the Authority was trying to obtain priorities for such materials from the War Production Board when the quarter ended. During the period, however, not even a start was possible on school buildings at any of the centers, and there seemed little prospect that buildings would be completed and ready for occupancy anywhere before the beginning of the second school semester. At all centers barrack buildings intended for other

purposes were being converted into temporary schoolrooms by laying linoleum on the floors and providing additional wall insulation.

The problem of textbooks and equipment was somewhat less acute. Although laboratory and shop-course facilities were virtually unobtainable, considerable equipment of other kinds was obtained from surplus NYA and WPA stocks and shipped to the centers. At the two California centers--Manzanar and Tule Lake--plans made during the first quarter to obtain free textbooks by having the schools incorporated as special districts in the regular public school system of the State were frustrated through an adverse ruling by the State Attorney General. Thousands of used text books, however, were obtained from schools in California, such as those in Los Angeles, which formerly had rather heavy enrollments of Japanese-American children.

As the quarter closed, most high school teaching positions had been filled at the older centers, but there was still a definite need for more elementary teachers at these centers and for instructors at all levels in some of the newer relocation communities. Properly qualified teachers of science and mathematics proved especially difficult to find. At most centers, it was necessary to recruit some teachers who had been out of the profession for a number of years; and at all centers, training courses for evacuee teachers were either under way or definitely in prospect.

Day nurseries for the children of pre-school age were opened at all centers except the very newest ones during the summer months.

The opening of these nurseries enabled many of the younger mothers to accept jobs and replace men who had left the centers on sugar-beet employment. Teachers were recruited from the evacuee population and many had acquired a high degree of proficiency before the summer had ended.

Adult education classes were started at practically all operating centers during the summer and additional courses were being planned as the period ended. Some of the most popular courses were in sewing, costume design, dressmaking, current events, stenography, mathematics, and English.

College extension courses were in prospect at most centers when the quarter ended. Although 250 evacuee students had transferred by September 30 to institutions outside the evacuated area under the student relocation program and many more were awaiting transfer at a later date, there were still hundreds who were unable, principally because of inadequate funds, to continue their education outside the centers. With these evacuees especially in mind, the Authority attempted during the quarter to arrange with State universities for courses to be given at the centers in the basic college subjects either by correspondence or through extension lecturers. No such courses, however, were actually initiated during the period.

Health and Sanitation

Considering the handicaps, the health record at relocation

centers continued to be good throughout the second quarter. Especially at the older centers, definite improvements were made in community sanitation and in the hospital and clinical facilities for handling both in-patients and out-patients. Although housing and sanitary facilities were little above the standards established by the Geneva Convention, no serious epidemics occurred and the incidence of illness was no higher than would be expected in ordinary communities of similar size and age composition.

By September 30, the main hospital buildings constructed under supervision of the Army Engineers had been completed at Manzanar, Colorado River, Tule Lake, and Heart Mountain and were under construction at the other six centers. Additional buildings to handle out-patients were also under construction at Tule Lake and under consideration at Manzanar and Colorado River.

While shortages of some drugs and supplies were encountered, all those essential to the health of the evacuee patients were available. In some cases requiring special facilities which were not available, patients were transferred to hospitals outside the centers for suitable medical attention.

Lack of personnel was also a severe handicap. The number of available evacuee doctors and nurses, never completely adequate

for the needs of the population, had to be stretched even farther during the summer months as evacuees moved from assembly to relocation centers. As this movement went forward, it was necessary to maintain a reasonably adequate health staff not only at the assembly centers being evacuated, but also at relocation centers being established, and on the trains carrying evacuees. Assignment of doctors and nurses was made primarily with a view to establishing a well-rounded medical staff at each of the relocation centers but also with an eye to the personal wishes of the individuals involved. In some cases, it was necessary in the interest of adequate medical service to assign evacuee doctors and nurses to a particular center without regard for personal preferences.

Essentially, the health program at most centers was still on an emergency basis as the quarter ended. Tentative plans, however, were being formulated at all but the very newest centers for a long-range program involving all aspects of community health service.

Community Welfare

Although subsistence is provided without charge to all evacuee residents of relocation centers and work is made available as rapidly as possible, there are inevitably a considerable number of people left without adequate means to provide for all their minimum needs.

With such people especially in mind, the Authority during the second quarter established schedules and regulations covering both unemployment compensation and public assistance grants.

Under the employment and compensation policy of September 1, provision was made for unemployment compensation. Any evacuee who applies for work and is assigned to a job or who is laid off through no fault of his own may apply to the Authority for such compensation covering himself and his dependents. Rates of unemployment compensation were established at \$4.75 per month for men 18 and over; \$4.25 for women 18 and over; \$2.50 for dependent children between 13 and 17 inclusive; and \$1.50 for dependent children under 13.

Under a policy adopted just one week earlier, the Authority provided for public assistance grants to deserving evacuees who are not in a position to benefit either from the employment program or from unemployment compensation. These would include (1) evacuees who are unable to work because of illness or incapacity; (2) dependents of physically incapacitated evacuees; (3) orphans and other children under 18 without means of support; and (4) the heads of families which have a total income from all sources inadequate to meet their needs.

Mess Operations

The job of feeding nearly 100,000 evacuees was unquestionably the biggest single task faced by the War Relocation Authority during

the second quarterly period. It required more manpower than any other phase of the program, cost more money, and called for more detailed planning.

Menus at all centers were based on those prepared by the Subsistence Section of the Service of Supply Division of the Army. Approximate cost of food for evacuees averaged about 45 cents per person per day. Staple products were purchased through nearby quartermaster depots of the Army in sufficient quantity to last for a period of 30 to 45 days. Perishable commodities were bought generally on the open market.

At all centers an attempt was made to satisfy both the Americanized tastes of the second-generation evacuees and the predominantly Oriental appetites of their alien elders. Fancy grades of provisions, however, were expressly prohibited and rationing restrictions on sugar (the only food rationed during the quarterly period) were strictly observed.

At all operating centers, special facilities were established for the feeding of babies, nursing mothers, invalids, and hospital cases. Because of acute dairy shortages in the areas surrounding most of the centers, fluid milk was served ordinarily only to evacuees (such as those mentioned above) who had a need for special dietary treatment.

Police and Fire Protection

With military police guarding the exterior boundaries of each relocation center, the War Relocation Authority took active steps during the quarter to set up police and fire protection activities within each operating community. Since these two fields of activity were second in importance only to mess operations, recruitment for the police and fire departments was usually started at each center immediately after arrival of the advance contingent. As subsequent contingents reached the center, recruitment was continued and training programs were initiated.

Although a policy covering internal security at the centers was not issued by the Authority until August 24, police departments at most centers were well on the road to organization prior to that date. Under the policy, the internal security force at each center is responsible for handling cases of misdemeanor while felonies are to be turned over to the proper outside authorities. Efforts were made during the quarter at all operating centers to establish patrols of evacuee wardens in three 8-hour shifts so that the communities would have constant police protection all around the clock. Violations of law and order at the centers during the period were confined mainly to misdemeanors.

In the field of fire protection, definite progress was made at all operating centers. During the quarter, three pumpers were

received at Tule Lake; three at Colorado River; two at Minidoka; two at Gila River; and one at Manzanar. A Fire Protection Adviser attached to the San Francisco office of WRA visited all five of these centers, inspected the equipment, and assisted the center fire departments in the removal of fire hazards. At most centers, fire prevention programs of an educational type were launched, and by the close of the period plans were well under way for observance of National Fire Prevention Week. No serious fires occurred at any of the centers. Perhaps the most costly outbreak was a blaze at Tule Lake which caused a total property damage of around \$4,000. A fire at Heart Mountain destroyed one of the laundry buildings.

Agriculture and Manufacturing

Although plans were made during the first quarter for rather extensive agricultural production and considerable manufacturing work at relocation centers, noteworthy progress in these two fields was possible during the second quarter only at the older centers and even there accomplishments fell somewhat below earlier expectations. Three main causes were responsible. First was the unsettled condition of the newer centers which compelled a concentration of attention on the primary job of community stabilization. Second was the exodus of many of the most able-bodied and productive evacuees for the sugar-beet harvest and other outside employment. Third was a very real shortage of adequate farm machinery and manufacturing equipment.

As the quarter ended, a few of the sugar-beet workers were beginning to filter back into the centers and others were expected in the later fall months. Adoption of the leave regulations, however, suggested the real possibility that many of the more productive evacuees would soon be leaving the centers permanently and that the agricultural and manufacturing programs should accordingly be revised further downward. Looking ahead to the future, it seemed distinctly possible that agricultural work at relocation centers might be confined largely to production of subsistence crops and that manufacturing work might occupy a considerably less prominent place than originally contemplated.

Religious Activities

A policy statement covering religious worship at the centers was issued by the Authority on August 24. Under this policy, evacuees of all denominations are permitted to hold services at the relocation centers and to invite outside pastors in for temporary visits with the approval of the Project Director and the community council. The Authority expressed a willingness, if construction materials should become available, to provide at least one house of worship for the use of all denominations at each relocation center. Qualified pastors among the evacuee residents are permitted to practice their religions and to hold services but are not entitled to work compensation from

the Authority for such activities. They may, however, hold other jobs at the centers on the same basis as all other evacuees. During the quarter, no church buildings were constructed at any center and services were held generally in the recreation barracks. At most centers, interfaith councils composed of Protestant, Catholic, and Buddhist representatives were organized and programs of coordinated religious activity initiated.

Evacuee Newspapers

As evacuees poured into the centers throughout the summer, those with journalistic experience or aspirations and especially those who had worked on mimeographed newspapers at the assembly centers quickly set about organizing similar papers in their new localities. By September 30, newspapers or information bulletins of some sort were being issued regularly at all centers except the two in Arkansas and the one in Colorado.

During the first quarter, mimeographed papers had been established at Manzanar and Tule Lake. The Manzanar Free Press, dating back to mid-April when the center was still under WCCA management, was the first relocation center paper to change its format and become an independent journal. On July 22, the members

of the Free Press staff, after negotiating with the manager of the Manzanar community store and the Chalfant Press in nearby Lone Pine, started publication of a four-page printed newspaper in tabloid form. In return for advertising space, the community store agreed to underwrite the cost of publication for a 90-day period. By the end of that period, it was hoped that the Free Press either would be self-supporting or could be incorporated into the regular consumer enterprise organization at the center.

All other relocation center papers being published at the close of the quarter were mimeographed and financed by WRA, but produced and edited by evacuee staffs. The Authority agreed to provide each center with a mimeographed paper until such time as a consumer cooperative association could be organized and could assume responsibility for publication of a journal. The newspaper staffs were permitted freedom of expression on matters relating to community affairs.

The following papers were being published at relocation centers at the close of the quarter:

<u>Name of Paper</u>	<u>Frequency of Issue</u>
Manzanar Free Press	Three times a week
Tulean Dispatch	Daily
Poston Press Bulletin (Colorado River)	Daily

<u>Name of Paper (con'd.)</u>	<u>Frequency of Issue</u>
Gila News Courier	Twice a week
Minidoka Irrigator	Twice a week
Heart Mountain Information Bulletin	Twice or three times a week
Topaz Times (Central Utah)	Twice a week

In addition, a mimeographed magazine designed to provide an outlet for evacuee literary and graphic talents was being published monthly at Tule Lake.

Postal Facilities

To handle the large volume of incoming and outgoing mail, special branch postoffices were established at all operating centers, usually within a few days after arrival of the first evacuee contingent. These branch offices provided the residents with all the regular postal services such as money order, mail registry, C.O.D., and sales of United States war bonds. In addition, special sub-stations were set up in available barracks by the evacuees at some centers to handle distribution and collection of mail at various convenient points within the community. At other centers, internal distribution and collection of mail were handled by the block managers or by evacuee "mail carriers."

Evacuees handling mail were employed not by the Post Office

Department but by the War Relocation Authority under the regular employment program at the centers. These employees consequently were not bonded and were not permitted to sell money orders, register mail, or handle sales of war bonds and stamps. All such postal facilities were available only at the one main branch office where non-Japanese civil service employees of the Post Office Department were on duty.

Official addresses for the nine centers opened prior to September 30 are:

Manzanar	Manzanar, California
Colorado River	Poston, Arizona
Tule Lake	Newell, California
Gila River	Rivers, Arizona
Heart Mountain	Heart Mountain, Wyoming
Minidoka	Hunt, Idaho
Granada	Amache, Colorado
Central Utah	Topaz, Utah
Rohwer	Relocation Center McGehee, Arkansas

Individual Exclusion

During August and September, with the mass evacuation of people of Japanese ancestry virtually completed, the Army initiated