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July

General Filer

PROPOSED POLICY STATEMENT, INDUSTRIAL DIVISION
WAR RELOCATION AUTHORITY

Industrial activities will be established at Relocation Centers as soon as possible. The program will have as its principal objectives production to meet individual and community needs, production for the war program, and other work which will provide a source of cash income to the evacuee population.

General Considerations

There is no precedent for a program of this kind. Policies and procedures have to be worked out in a setting of changing wartime conditions. For the next few months many aspects of the program must be controlled by the Washington office because of inter-relationships with other war agencies. As experience is gained, authority will be delegated to the field. Meanwhile, it is the urgent duty of personnel at all levels to get the program into action without placing too much dependence on formal procedures. Channels of communication are open; visits to and from the field will be encouraged.

In developing those phases of the program which relate to production for war agencies or for sale in the open market, extreme care must be taken to avoid fields where there is an excess of labor supply or plant capacity in other parts of the country. In order that private industry and labor groups will not be adversely affected by WRA activities, the Industrial Division will consult with the War Production Board in determining what industries will or will not be undertaken at Relocation Centers.

In general, the following policies will guide the development of the program:

1. The Japanese will be encouraged to plan and operate as much

of the program as possible, under the general guidance of the several project directors.

2. Highly competitive industries and those requiring purchase or lease of heavy expensive machinery will not be considered.
3. Special attention will be given to industries which develop skills likely to be useful to evacuees in making the adjustment to normal life after the war.
4. The Japanese aptitude for work which requires more than an ordinary degree of hand skill will be utilized to the fullest extent possible.
5. Efforts will be made to establish industries requiring the least amount of mechanization and facilities for effective production. The purchase of new machinery must be kept to a minimum.

Types of Industries to be Established

1. Enterprises to manufacture supplies and equipment for the population of the several Relocation Centers will be given first consideration by the regional and project offices. These industries will range in type from small shops and plants which are more or less common to every center to factories which will produce essential commodities for several or all of the Relocation areas.

The location of the larger facilities will depend on factors of transportation, skills, proximity to raw materials, etc. Ordinarily, industries producing for project use or for the needs of the evacuee population will be established and operated by the War Relocation Authority. There will be no hard and fast rule on this subject, however. There may be instances where it is desirable that such industries be organized by evacuee operated cooperatives; in other cases, industries which have been started by WRA may be taken over by evacuee cooperatives if there are good reasons for so doing.

2. Facilities for the production of supplies and equipment for the armed forces, the Lend-Lease Administration, and other Government agencies will be built and put into operation as soon as the need for certain commodities is determined. In all cases, industries of this type will be operated by the War Relocation Authority. Applicable Federal and State legislation relating to industrial operations must be complied with. The extension of the Geneva Conference affecting aliens will be strictly observed.
3. Evacuee-operated cooperative industries should be encouraged as a means of providing an additional source of income to the evacuee population. Industries which have possibilities are those which could produce essential commodities for project use; goods for Government war contracts; Lend-Lease items; articles for the regular domestic consumer trade. Special attention should be given to the arts, handicrafts, and articles formerly imported from Japan. Scarcity of certain types of consumer goods

are developing in various parts of the nation because of labor shortages, and evacuee industries could enter this field without encountering a competitive market.

4. Privately-operated industries, employing evacuee labor, will be permitted on or adjacent to Relocation Centers with the approval of the Director of the War Relocation Authority in each case. Industries which will compete with established facilities in other parts of the country will not be considered favorably by the Director. As a general condition to using evacuee labor, it should be understood that private industries must pay the equivalent of prevailing wages, or minimum wages established by law. State and Federal laws and regulations where applicable must be observed.

Compensation and Profits

In the interest of fairness and equal opportunity to all evacuees and in order to avoid competition for labor among the various project enterprises, compensation shall be in accordance with the established employment classifications, whether for persons working in WRA-operated industries, evacuee-operated cooperative industries, or privately-operated industries.

Evacuee-operated cooperative industries and those privately operated, however, must pay the equivalent of prevailing wages directly to a special central fund, which in turn will reimburse the War Relocation Authority in an amount to cover the cash advance for each worker in such industry, plus \$___ a month subsistence for himself and each of his dependents. Any profit

or extra pay shall remain in the special fund until policies and procedures for its distribution have been worked out by the Director of the War Relocation Authority with the advice and counsel of the representatives of the evacuee population. Compensation actually received by the individual shall consist of a cash advance in accordance with the established employment classifications, plus subsistence for the worker and each of his dependents. Subsistence includes food, housing, sanitary facilities, light and heat, access to educational and recreational facilities, medical, hospital and dental care, and a clothing allowance of \$_____ a month per person.

Industries operated by the War Relocation Authority producing goods for project use shall receive a book credit for the difference between the cost of production and the price which would be paid for the commodity if it were purchased from outside sources. War Relocation Authority-operated industries producing for the armed forces or other war agencies shall be compensated by a transfer of funds from the agency for which the service is rendered, in accordance with a prior agreement.

In computing the cost of production of an industry operated by the War Relocation Authority, the following items must be taken into account:

1. the cash advance paid to each worker,
2. \$___ subsistence per month for each worker plus a like amount for each of his dependents,
3. a reasonable charge for plant and equipment,
4. the cost of materials,
5. the actual cost of power, etc., and
6. salaries of non-evacuee personnel actually employed in the factory, and
7. such other items as good cost accounting principles dictate.

Where evacuee-operated cooperative industries are producing goods for project use which otherwise might be procured in the open market, payment will be made to such industries on the same basis as to any other concern from which the War Relocation Authority makes purchases.

Profits accruing from evacuee-operated cooperative industries, whether for sale to the War Relocation Authority, or in the outside market, shall be paid to the special central fund and shall be distributed in accordance with agreements worked out between the Director and the representatives of the evacuees. Costs of production to be computed in evacuee-operated cooperative industries differ from those operated by the War Relocation Authority in that the equivalent of prevailing wages must be paid and taxes and other expense usual to business enterprise must be taken into account.

Development of the Program

1. On behalf of the Director of the War Relocation Authority, the Industrial Division in Washington will:

- a. Establish over-all policies within which the program will be developed.
- b. Conduct negotiations with the national war agencies with respect to production of goods for war use.
- c. Assume responsibility for all plans relating to the establishment of plants intended to produce goods for the military establishments or other Federal agencies. In specific cases, certain responsibilities may be delegated to the Regional Director.

- d. After consultation with regional offices, determine where plants shall be located, except those producing for local project use.
- e. Propose the establishment of specific industries.
- f. Review and approve the over-all plans for the Region's industrial program.
- g. Review detailed plans for and approve establishment of the following types of industrial enterprises:
 - (1) WBA-operated plants intended to manufacture goods for use in more than one Center.
 - (2) All plants which are intended to produce goods for sale in outside markets.
 - (3) All plants to be operated by private enterprise.
 - (4) Plants which require construction of new buildings
 - (5) Plants which require expenditures for equipment and machinery in excess of \$5,000.
- h. Arrange through administrative channels for the allocations of funds to Regional Directors for the establishment of specific industries.
- i. Assist regional offices in the development of plans, organization of enterprises, procurement of equipment and raw materials, and negotiations for sale and distribution of products.

2. The Regional Office will:

a. Develop an over-all plan for the region which will involve the following steps:

- (1) A study of plans developed at the project level
- (2) An estimate of what industries are required to produce essential articles for use at the several Relocation Centers.
- (3) A survey of possible opportunities for setting up evacuee operated industries to produce goods for sale through regular marketing channels.
- (4) A survey of opportunities within the region for establishing privately operated industries at the various centers which will employ evacuee labor.
- (5) An estimate of what volume of manufacturing might be undertaken for the armed forces.
- (6) Summarization of the program by Relocation Centers in the region showing for each industry:
 - a. The approximate number of persons to be employed,
 - b. the approximate cost of buildings,
 - c. the approximate cost of machinery and equipment,
 - d. probable outlet for products

b. Determine feasibility of manufacturing enterprises originating

at the project level and authorize the establishment of those which do not require the approval of the Washington office.

- c. Determine through the appropriate project director the degree of cooperation which may be expected from the residents of a Relocation Center with regard to instituting specific industries proposed by the Washington or regional offices.
- d. Initiate proposals and submit detailed plans for industrial enterprises which require the approval of the Washington office.
- e. Take all necessary steps to establish industries which have been approved by the Washington office. This will involve:
 - (1) Working out with the project director specific procedures to be followed in setting up an industry and getting it into operation.
 - (2) Assisting project offices in working out specifications for plant and equipment.
 - (3) Arranging at the project level for construction by the project director of the buildings required at the Relocation Centers for manufacturing purposes; providing building plans and materials; securing any necessary or additional facilities; furnishing shop lay-outs; and when necessary, providing skilled personnel for special building construction and training and supervision of shop operations.

3. The Project Office will:

a. Develop an industrial plan for the project which will include:

- (1) The number of persons available for employment in industrial enterprises by age, sex, and classification of citizenship.
- (2) A list of proposed enterprises which are considered desirable to meet the project's housekeeping requirements.
- (3) Suggestions for establishment of industries which can produce essential commodities for other Relocation Centers.
- (4) Suggestions for other types of industrial activity for which the project seems to be particularly well adapted.

b. Prepare detailed reports and specifications for industries requiring approval of the Regional Director of the Washington office.

c. Review and recommend to the Regional Director what action should be taken on proposals for manufacturing activities originating through the Washington or regional offices of the WRA.

d. Establish any industries deemed practical by the project director which involve expenditures for equipment of less than \$1,000, provided funds for such purpose have been allotted, and provided no construction of additional buildings is involved.

- e. Establish industries which have been approved by the Washington or Regional Offices in accordance with arrangements worked out between the Project Director and the Regional Director; construct approved buildings; install necessary facilities and initiate the operation of the plant.

In order to assist the Project Director in developing his industrial program, it is suggested that an industrial planning group made up of qualified Japanese be established at each Relocation Center. Consideration also should be given to filling the position of head of the project manufacturing section with a resident of the center, wherever practical.

Amendments or changes to this outline of policy will be instituted as time and experience dictate.

October 1, 1942

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INDUSTRIAL MANAGEMENT DIVISIONS

Report on Activities - July 1 to September 30, 1942

The Industrial Management Division of the War Relocation Authority has planned numerous industries to provide gainful employment for Japanese of all ages and both sexes within the Centers. Specifically, those now in operation, by Centers, are:

Manzanar

Camouflage Net Garnishing Plant, (with U.S.E.D.)
Employs - average 600 citizens - 44-hour week, no overtime, two rest periods, transportation of workers to and from mess halls, music supplied by Japanese-chosen records and public address system during working hours, adequate latrine facilities rear of buildings, heat planned for winter, all Japanese employees except U.S.E.D. inspectors and one Caucasian superintendent, wages - found plus \$12.00, \$16.00, \$19.00 per month.

Clothing Factory: About to open, will employ 100 in temporary factory, 300 women in permanent factory, modern building, making work clothes, uniforms, dresses, etc.

Shoyu Factory: Starting this week; equipment purchased from Japanese; 4,000 gallons per month, ten men, heated building.

Bean Sprout Factory: Opening this week; equipment purchased from Japanese, 6 men, heated building.

Authorized but not yet Operating:

Ceramic Plant: Modern kiln to be Japanese co-operative, making equipment for Centers and small ceramic figures for sale to outside distributors; equipment now at Manzanar, building not ready; employ 20, male and female.

Bakery: Requisitions now placed for equipment to make 90,000 pounds of bread per day; 20 persons.

Under Discussion:

Airplane parts assembly plant: Employ 1,200 American citizens, men and women.

Wood Working Plant: Equipment to be secured from NYA - request now in Washington; employ 30 men - make wood items for centers and toys, also gift items for sale outside through co-operatives.

Mattress Factory: Equipment now on transfer request from NYA - will produce 2,000 mattresses per month, employ 20 persons. No building now available.

Miso Factory: Negotiations under way to purchase equipment from Japanese for factory to produce for all centers - 20 employees.

Tule Lake

Furniture Factory: Temporary plant - 40 men making chairs, desks, tables, etc., for schools at all centers; permanent factory 60'x300' now under construction; will employ 100 persons; make wood items for centers, Army and Navy; buildings heated - adequate latrines.

Tent Factory: Temporary plant open in two weeks; permanent factory open in six weeks; tents for Army; 300 citizens; new, modern, heated building; adequate latrines.

Bakery: Requisitions now placed for equipment, to make 160,000 pounds of bread per month; employ 30 persons.

Gila:q

Camouflage Net Garnishing Factory: Buildings under construction - ready to operate October 15; employ 1,000 citizens, men and women; new, modern buildings, adequate latrines; warm climate and exceptional working conditions.

Bean Sprout Factory: Data on equipment being prepared for authorization.

Delta

Broom Factory: Project approved and machinery requisitions prepared to purchase good used equipment; make brooms for all centers; employ 30 to 40 persons; requires new, modern building, for which plans are already prepared.

Poston:

Camouflage Net Factory: To be constructed; employ 900 citizens, both male and female.

Minidoka:

No industries proposed to date.

When completed, all industries will be housed in new, well-lighted and heated buildings. Fire and accident preventive equipment is adequate, and particular attention in design has been paid to good working conditions.

Applicants for industrial work are employed from applications filed by Japanese who desire to be employed in the various industries. No one is forced to take employment, and may resign at will.

Training schools have been established at Manzanar and Tule Lake for woodworking, clothing, and tent making. A ceramic school will soon be started.

Employees should be well satisfied with all conditions, and would find them generally better than in outside industries during the rush war days.

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Washington Office

QUARTERLY REPORT
January 1 to March 31, 1943

INDUSTRIAL DIVISION

Objectives

The major objective of the industrial work is to manufacture or process articles needed for subsistence, operation, and maintenance of the various relocation centers. In addition to that major purpose, a contribution to the war effort is being made by the manufacture of several products for the Army and Navy. In carrying out activities of this type, special skills of the evacuees are being effectively used that otherwise could not be utilized. The policy of the Authority does not contemplate establishment or development of any enterprises falling outside these classifications.

Procedures for Achieving

In working toward the primary objective of the industrial program, additional essential equipment has been secured during this quarter, in many cases from surplus. Some construction and remodeling has also been necessary, in order to provide satisfactory facilities in connection with development of certain enterprises.

Personnel

The Industrial Division in the Washington office was under the supervision of the Acting Chief of the Division, and for the first part of the quarter, he was assisted by a Naval Officer who served in a liaison capacity. The work of the Industrial Division in the field is under the supervision of a Chief of Industry on the project staff.

Status of Program at Beginning of Period

At the beginning of the period, all centers with the exception of Rohwer and Granada, were conducting some industrial work. Several of the other projects had set up minor activities employing a comparatively few people in the manufacture of certain materials for consumption on the center. The camouflage net project at Gila River had just gotten under way, and was beginning to step up their production in a very satisfactory manner. Shortly after the beginning of the period, Heart Mountain decided not to go ahead with the production of pottery, and to declare the ceramics plant surplus. ✓

Achievements in Each of the Major Lines During the Quarter

Industrial production on the various centers for the quarter fall principally into two classes: (1) production of commodities required in the operation and maintenance of the centers; and (2) production of camouflage nets for the Army.

Six of the centers have established cabinet or carpenter shops for the production of furniture for offices, schools, messhalls, and the like, to be used in the various activities incident to operating the centers. These were located at Heart Mountain, Jerome, Minidoka, Tule Lake, Manzanar and Central Utah. In the Tule Lake shop, considerable school equipment was manufactured, and sent to a number of the other centers, supplying their school needs. Cabinet work turned out in many of these shops has been of very good quality, and has saved a considerable expenditure on the part of the War Relocation Authority for the purchase of commercial furniture.

Two of the projects are operating sawmills: Heart Mountain and Jerome. At Heart Mountain, the sawmill has been set up in the

National Forest. Timber is being cut, sawed and processed for use on the Heart Mountain center, in their construction and maintenance program. The Jerome area is largely in second growth timber at the present time. In connection with the clearing program in that area, saw-logs are taken into the sawmill, and processed, to provide timber for buildings, bridges, and other construction uses on the area. Approximately 120,000 board feet of lumber were processed in the Jerome mill during the quarter.

At Heart Mountain and Manzanar, garment shops have been established for the manufacture of uniforms for hospital, mess and other employees. In the Manzanar shop, where approximately 70 people are employed, a considerable quantity of the production was sent to hospitals on a number of the other areas.

At several of the centers, small enterprises have been set up for the processing of food products required on the center, particularly bean sprouts, shoya sauce, and noodles. Some of the other centers are planning on setting up similar small processing plants, to provide additional products which are very popular with the evacuees as a part of their diet.

The camouflage net production was carried on at the Gila River and Colorado River centers under agreement with a private contractor. The camouflage net project showed very substantial increase in total production and efficiency of labor during this period. For illustration, on the Gila center, an average of approximately 500 people were employed on this project as garnishers, reefers, cutters, and warehousemen. The production figures show a steady increase from January 1 to the end of the quarter. It is interesting to note that

the average production per worker employed during the month of January amounted to a little less than 17,000 square feet. During the month of February, it amounted to almost 30,000 square feet per worker, and during March, slightly over 35,000 square feet. Thus from January to March, we had nearly one hundred percent increase in efficiency and production of the workers engaged in the camouflage net enterprise. Similar increase in both production and efficiency is reported from the Colorado River project.

① Work was started during the quarter on production of ship models at the Gile center. These ship models are used for training and identification purposes. Samples were being prepared for submission to the Navy for their approval, looking toward substantial production on this center during the succeeding quarter.

✓ There is a small silk screen poster project at Heart Mountain. The poster shop has been producing posters and other visual material for use on the center for the past several months. The quality of the work is excellent. Samples are being prepared now for submission to the Navy Department for their inspection, with the idea in mind that the plant may be used for processing orders from that Department. Equipment for a similar but more extensive plant has been shipped to the Granada center, which will be set up and used for supplying posters to the various centers, and will probably also be used for production for the Navy, if the quality of work meets their requirements.

WRA PS

QUARTERLY REPORT
April 1 to June 30, 1943

INDUSTRIAL DIVISION

Objectives

The major objective of the industrial work is to manufacture or process articles needed for subsistence, operation, and maintenance of the various relocation centers. In addition, a contribution to the war effort has been made by the manufacture of products for the Army and Navy. In carrying out activities of this type, special skills of evacuees are being effectively used that could not otherwise be utilized. The policy of the Authority does not contemplate establishment or development of any enterprises falling outside of these classifications.

Procedures for Achieving

In seeking to carry out the primary objective of the industrial program, some additional equipment has been secured during this quarter, in many cases from surplus. A limited amount of construction and remodelling has been necessary, in order to provide satisfactory facilities in connection with development of certain enterprises.

Personnel

The work of the Industrial Division in the Washington office was transferred at the beginning of this quarter to the supervision of the Chief of the Agricultural and Engineering Division. In the field, it has been under the supervision of a Chief of Industry on the project staff.

Status of Program at Beginning of Period

At the beginning of this quarter, some industrial work was in progress on all but three centers; namely, Granada, Minidoka, and Rohwer. Several of the projects had set up minor activities employing

a comparatively few people in the manufacture of certain materials for consumption on the center. At Gila River, camouflage net garnishing employed a number of evacuees, and the ship model work there was just getting under way.

Achievements in Each of the Major Lines During the Quarter

Industrial production on the various centers for the quarter falls principally into two classes: (1) production of commodities required in the operation and maintenance of centers; and (2) production of ship models for the Navy and garnishing of camouflage nets for the Army.

Four of the centers have produced in their cabinet or carpenter shops furniture for use in schools, offices, messhalls, and the like, in connection with various activities incident to operation of the centers. These shops are located at Central Utah, Colorado River, Manzanar, and Tule Lake. Cabinet work turned out in most instances has been of very good quality, and has saved WRA a considerable expenditure otherwise necessary for purchase of commercial furniture.

At Heart Mountain and Manzanar, sewing shops are being operated for the manufacture of uniforms and work clothing. About 29 people are employed in the Heart Mountain shop, while Manzanar employs approximately 60 in the garment factory, and 19 in the repair department. At the latter center, a total of 7148 items were manufactured, valued at \$5,653.88

At Colorado River and Manzanar, small enterprises have been set up for the processing of food products required on the center; particularly bean sprouts, shoya sauce, tofu and noodles. Some of the other centers are planning to develop similar small processing plants, to provide additional food products that are very popular with the evacuees.

At Jerome, a sawmill is in operation for the sawing and processing of rough lumber. Approximately 140,000 board feet were produced during this quarter, at an estimated value of \$22,130. The lumber is used on the project for construction of buildings and bridges, and in connection with necessary maintenance on the area.

Camouflage net garnishing was carried on at the Gila River center under agreement with a private contractor. Some 550 evacuees were employed in this activity, and all products were turned over to the U. S. Army.

Work on production of ship models at Gila River progressed very satisfactorily. During this quarter, 174 models were completed and shipped to the Training Aids Section of the Training Division of the Bureau of Naval Personnel. Additional orders have been received, and as soon as essential materials can be procured, these will also be filled.

At Heart Mountain, an order for posters was received from the Training Aids Section of the Training Division of Bureau of Naval Personnel. As soon as necessary materials are available, 4000 of the posters required will be produced by the silk screen process. Various types of programs and posters were manufactured by the small group of employees engaged in this work, for use on the center.