

E 2.02

67/14
C

cc: Major
Cawley
Conner
J. H.
E. H.
M. H.

001
Fryer
N

WAR RELOCATION AUTHORITY

SAN FRANCISCO, CALIFORNIA, OFFICE
WHITCOMB HOTEL BUILDING

April 27, 1942

E 2.02

MEMORANDUM TO: Regional Staff

FROM: M. S. Eisenhower

SUBJECT: Washington Staff of WRA

The Washington Staff of WRA is now fairly well along to completion. Hence, this additional memorandum.

The Washington Staff will be quite small; possibly there will be no more than sixty employees, including clerks and stenographers.

The principal role of the Washington office is policy formation, broad program determination, and liaison with the White House, Congress, Bureau of the Budget, the War Department, and other agencies. The principal role of the regional office is coordination of all phases of program operation. The role of the project manager is, of course, project administration.

The administrative line runs from the Director to the Regional Director to the Project Administrator. All offices and divisions of both the Washington and regional office are thus staff units. The major distinction between a staff office and a division is, of course, that the first is advisory to the Director or Regional Director in broad policy or functional areas; the second is advisory on specific phases of project administration.

Phillip W. Glick is the Solicitor. He advises the Director on all legal problems, formulates regulations, handles litigation, and in general sees to it that all phases of WRA's work is legally sound and justified. Ed Ferguson is the regional representative of Mr. Glick's office. He, unlike all other regional personnel, is administratively responsible to the Washington office, but at the same time he serves as legal adviser to the Regional Director and the regional staff.

John Bird is Director of Information. He formulates information policies and programs and carries into effect all national phases of the information program. The regional information program and policies must be in accord with those nationally determined. Ed Bates, however, is administratively responsible to Mr. Fryer. The information program has three important aspects: Internal or evacuee education, general public education, and documentation.

2 - Regional Staff

Leland Barrows is Executive Officer. He manages, for the Director, all aspects of budget, finance, personnel, procurement, organization, and related functions. As soon as practicable, administrative regulations in these fields will be issued. While it is not possible to do so in the early stages of program development, later on each project will be budgeted as will the principal divisions and staff offices of the Washington and regional offices. The regional officer in charge of these activities is responsible to the Regional Director.

E. M. Rowalt is Assistant to the Director, aiding in the general management of WRA.

Ralph Stauber is in charge of Relocation Planning, with emphasis at present on work with the State, War, and Justice Departments so as to help prepare WRA for possible future evacuations and relocation. He also is developing information on enemy treatment of American soldiers and civilians captured or detained in enemy countries.

Ed Martin will probably be the Chief of the Manufacturing Division. His responsibility is to work with the War Production Board, War Department, Navy Department, and private business in developing manufacturing opportunities for relocation communities. This function, regionally, is under Bob Cozzens, Assistant Regional Director.

E. J. Utz is Chief of the Agricultural Division. His principal task is to work with all branches of the Department of Agriculture in developing agricultural opportunities that will make the maximum contribution to the food for freedom program. He develops complete information on such problems as long-staple cotton production, sugar production, guayule production, etc., most of which involve questions of law or competition, or both. If evacuations in other areas become necessary, he will organize site selection work pending the establishment of field offices. This function, regionally, is also under Bob Cozzens.

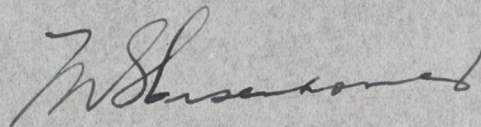
John Provinse is Chief of the Division of Community Management. He works with the National Council on Education, Office of Education, U. S. Public Health Service, Bureau of Indian Affairs, Council of State Governments and other national organizations that are in a position to give help to WRA in various ways. Dr. Provinse aids the Director in establishing policies on health, education, government, recreation, and related community services. Regionally, with emphasis on coordination of project activities in this field, the related functions are under Harvey Coverly, Assistant Regional Director.

3 - Regional Staff

Lt. Colonel E. F. Cress has been serving in a dual capacity. Regionally, he has maintained liaison with WCCA and has aided in organizing the regional office and in forwarding all phases of the work. He has also served as principal representative on-the-ground of the Washington office, thus making unnecessary the reference of many matters to Washington which otherwise would have to be referred there. As soon as circumstances permit, Colonel Cress will return to Washington to devote full time to his duties as Deputy Director. In Washington he will serve as liaison with the War Department, will aid the Director in all phases of policy formation and administration, and will handle service of supply which, regionally, is under Lt. Colonel L. W. Foy.

Neither in Washington nor in the Pacific Regional Office have we succeeded in finding men for the respective divisions of reemployment. The Washington task is one of policy formation and liaison with Congress, the Labor Department, and other agencies. The regional job is one of specific negotiation and decision as opportunities for private employment arise.

I have no idea, of course, what the future may hold with respect to evacuation in other parts of the country. Consequently, I do not know how many additional regional offices, if any, WRA will have.



M. S. Eisenhower
Director
War Relocation Authority

June 15, 1942

Mr. E. R. Fryer
Regional Director
War Relocation Authority
Whitcomb Hotel Building
San Francisco, California

E2.02

Dear Sir:

After holding many discussions with the staff, I have broken the central WRA region into two parts. The North Central region will include Wyoming and Colorado and other nearby States, east of the Pacific region, which might come into the picture as a result of additional evacuation. The Delta region will include the States immediately adjacent to Arkansas, with only two projects for the time being.

Each of these regional offices--one at Denver and one at Little Rock--will have not more than forty employees headed by a regional director in the P-7 grade. The bulk of the personnel will be in procurement, accounting, personnel, transportation, and related work. For example, the Denver office will have only one P-6 man on agriculture and industry; only one on community management, with one assistant on health and one on education.

In other words, the Denver and Little Rock regional offices are project-management offices, operating within policies laid down from Washington.

Joe Smart, formerly FSA Assistant Regional Director at Denver and more recently Assistant Chief of the FSA Resettlement Division in Washington, will be in charge at Denver. E. B. Whitaker, formerly with the Arkansas Extension Service and more recently FSA Assistant Regional Director at Little Rock, will be in charge at Little Rock.

It seemed to me that it would not work to have the Shoshone and XY projects, or the Desha and Chicot projects, go all the way to San Francisco for service of supply and related affairs. I'm sure we in Washington could not handle the projects direct.

Your office will continue to be more than the Pacific regional headquarters. Since General DeWitt is authorized to deal with branches of the Army outside the Western Defense Command on all matters essential to evacuation, it follows that you must represent WRA as a whole in dealing with General DeWitt and Colonel Bendetsen. Further, all movement of Japanese for months to come will originate in your region, and all requests for recruitment of Japanese for seasonal agricultural work will affect your office.

While Smart and Whitaker are responsible directly to me, I shall encourage them, in expediting all work, to get directly in touch with you on problems that cut into your field or that must be taken up with General DeWitt or Colonel Bendetsen.

Another thing: Major policies are being shaped daily. Most should be settled within the next four to six weeks. It follows, therefore, that your office and the Washington office must work together very closely in getting all fundamental policies shaped up and put in writing. I'll issue these from Washington and make them applicable to the three regions.

Should we encounter German and Italian evacuation of a degree that requires a relocation project, I think we will go to the Delta country.

The budget estimates indicate 156 positions for your office. I hope these will go through Congress without change. Even so, I hope you can stay well below the 156 maximum because we did not provide in the estimates for the Denver and Little Rock offices. You might resurvey your situation and determine whether you could release a few people to Denver and Little Rock. For example, you may have a few extra men in the Lands Division when site selection is completed. If you do, please take the matter up with Smart and Whitaker.

At one time I considered the possibility of your office being moved to, say, Salt Lake City where it would be in a better position to manage all projects. I finally decided against that for two reasons: First, you obviously must be in San Francisco until all Japanese are moved to relocation centers; second, I feared that many employees, including Bob Cozzens, would resign in view of the fact that they own their homes in San Francisco.

By the way, your records and mine differ slightly on relocation projects. For the time being let's have all records corrected to the following:

1	Parker	20,000
2	Manzanar	10,000
3	Tule Lake	15,000
4	Gila	15,000
5	Beardsley	15,000
6	Minidoka	10,000
7	Utah	8,000
8	Shoshone	10,000
9	XY	7,000
10	Desha	10,000
11	Chicot	<u>10,000</u>
		130,000

This is sufficient to take care of the following evacuees:

Now in assembly and relocation centers	100,000 ✓
Frozen in Area #2	15,000
Voluntary evacuees who will probably seek refuge at centers	5,000
From Hawaii	<u>10,000</u>
	130,000

Should we not actually reach these numbers (for example, if evacuees

are not brought from Hawaii) we will simply spread out a little thinner in all centers--we might make a large reduction at Manzanar. Should we have to plan for additional evacuees from Hawaii, then I think we will establish a third project in Arkansas; the Wilson school lands, suitable for rice production, will accommodate 5,000.

What is the situation at Gila? Was construction started on the third 5,000? Please wire me about this or remember to speak to ~~me~~ about it on the tactical line.

Our appropriation hearings begin today at 10:00 a.m. We simply cannot afford to lose a penny. We are defending a very tight budget. For example, we have thus far been allowed only 45 cents per day per person for food. The Army cost is now up to 62.37 cents a day.

Sincerely

/s/ M. S. Eisenhower

J. Director

June 26, 1942

Mr. Joseph H. Smart
Regional Director
War Relocation Authority
c/o Office for Emergency Management
Denver, Colorado

F2.07

Dear Mr. Smart:

1. The purpose of these instructions is to furnish field guidance in the establishment of a regional office.

2. Basic considerations in the establishment and operation of the regional office are:

- a. THE RELOCATION CENTER IS OF FIRST IMPORTANCE. The regional office justifies its existence only to the extent that it provides competent personnel, essential services of supply, subsistence and transportation, and the necessary guidance and supervision to each relocation center within the geographical limits of the region.
- b. The regional office is assigned coordinating functions in order that maximum advantage may be taken of the facilities, products, personnel and experience of one relocation center to supply and assist other centers within the region or between regions.
- c. Strict economy in the expenditure of funds and maximum effort to place relocation areas on a self-supporting basis at the earliest possible date are imperative.
- d. Each member of the regional staff must realize that his duties are facilitating. He is to furnish guidance through the Regional Director to the project. If and when the necessity arises, he must be ready to carry on operative duties at any relocation center within the region on a temporary or semi-permanent basis in order to insure efficient administration of the particular center.

3. As soon as the Regional Director has established an office and has secured the necessary minimum of clerical help and office supplies, recruitment of personnel must begin. The first consideration is Project Directors. These persons should be selected with specific projects in mind. However, applicants should understand that the assignment to specific projects is within the province of the Regional Director. To assist the Regional Director in the further recruitment of personnel, it is desirable that either the Regional Principal Administrative Officer or the Procurement Officer be hired at an early date. In addition, the Regional Chief, Public Works and Agricultural Division, should be selected as early as possible.

4. The filling of positions on the regional staff and project staff should continue simultaneously. As a general policy no additional personnel, except stenographers, should be employed in the regional office unless the appointees have expressed their willingness to accept project assignment. Emphasis should be placed upon project recruitment. However, when circumstances appear to ~~accept~~ require the appointment in the regional office of someone unwilling to accept a project assignment, if necessary, approval of the Director of War Relocation Authority is required.

5. Approved charts for project and regional offices are maximums as far as number and grade of personnel are concerned. The rate at which project and region are staffed to full strength should depend upon actual needs, and upon the utilization of personnel hired for projects but available at the region. Under no circumstances should this rate depend upon the fact that positions are authorized on the charts.

6. All personnel actions involving positions in P-4, CAF-11 and above must be approved by the Director of War Relocation Authority; and all personnel actions involving positions with an entering salary of \$2,000 or more per annum, when promotion includes an advance of more than one grade, also must be approved by the Director of War Relocation Authority. Under no circumstances should definite commitments be made to any personnel on appointments which must be cleared with the Director before final appointment.

7. In the recruitment of project staffs, Project Directors should be consulted whenever practicable and should be permitted to assist in the selection of personnel to be employed under them. The following project positions should be filled at an early date: Project Steward, Head Storekeeper, Motor Pool Superintendent, Assistant Project Director, Senior Administrative Officer, Principal Fiscal Accountant, Senior Procurement Officer, Superintendent of Education, Senior Medical Officer, Senior Engineer and Farm Superintendent. When no qualified person can be found to fill a given position without an unjustifiably large promotion, a position carrying somewhat less than the full responsibility of the approved position may be established at a lower grade than the approved grade. For example, if no qualified Assistant Project Director can be found for a given project, and it seems administratively desirable to fill the position with someone generally qualified, but lacking experience and training for the full grade, a position at CAF-12 may be established and filled by someone who will carry the working title "Acting Assistant Project Director". This procedure should be used only when efforts to secure a fully qualified person have been unsuccessful.

8. While the recruiting of personnel is continuing, the project

staff may be utilized to assist in the operation of the regional office; to assist in further recruiting; and to familiarize themselves with the work which they are about to undertake. All such personnel should read the compilation of memoranda by Lt. Com. K. D. Ringle on "The Japanese Question in the United States", and other policy and fiscal instructions issued by the WAR Relocation Authority. All personnel should be supplied with a file of Administrative Instructions of the Director's office of War Relocation Authority. During the same period, whenever practicable, requests should be made to the Washington office for authority for senior division heads to visit relocation centers which are in operation in other regions.

9. Project personnel can also make up lists of equipment needs and should be informed of the equipment and property which is initially placed on the project. The Transportation and Supply Division should be fully informed as to the motor transportation and the motor maintenance equipment which will be furnished; also, the Mess Management Section should be fully posted as to the subsistence system and sample menus which in general should be followed. The entire mess problems should be thoroughly considered and such assistance as is necessary should be obtained from regular Army personnel on duty with the War Relocation Authority in order that the scheme of supply and mess is thoroughly understood.

The Administrative Division should be thoroughly conversant with the fiscal forms and procedures of the War Relocation Authority and the methods of purchase in emergencies and by telegraphic bids.

During this same period, the regional office should make contacts with other governmental agencies and with officers in the region and initiate the exploratory work in the fields of manufacture, private employment, education and public health.

10. Usually the Project Directors and/or their assistants are required to be at the project during the construction period. During this time daily reports should be made to the region and estimates of requirements submitted. The Regional and Project Directors should both secure such assistance as may be needed in order that a fully developed plan, supported by estimates, may be prepared before the arrival of any evacuees. As soon as these estimates and plans have proceeded to a point where definite needs can be foreseen, the region should submit consolidated estimates of requirements and funds to the Washington office.

11. Throughout the entire period, the Regional Director should insure that all the personnel at the region and on the projects are acquainted with reports of progress and other pertinent matters of general interest. Reports should be submitted to the Director by air-mail, or by teletype if an Office for Emergency Management Office is located in the same city as the regional office.

Very truly yours,

/s/ D. S. Myer

Director

WASH.
MEMO
A1.

July 30, 1942

E2.02

CONFIDENTIAL

To: Elmer M. Rowalt, Assistant to the Director

To sum up the thoughts which have come to me as a result of our conversation this afternoon, it seems to me that inorganizing the work of the WRA, the following courses are open to us:

- (1) To move the Washington office to some central location in the field to direct all relocation centers; consolidate with the Washington staff the staffs of the Little Rock, Denver, and San Francisco offices; to set up the evacuee property function on the West Coast in somewhat the same relationship to the central office as the relocation centers would occupy; retain in Washington a small liaison office for supplying information to the public and making necessary routine contacts with other agencies.
- (2) Use the present regional set ups to establish staff and complete the relocation centers, but manage all administrative action with a view to discontinuing all three regional offices when evacuation to the relocation centers has been completed. In this plan it would probably be necessary to establish field representatives of certain divisions, such as the Employment Division and the Evacuee Property Division, at strategic points in the field. This plan would involve an increase in the Washington office which presumably would be provided by selecting as many as possible of the personnel now in regional offices.
- (3) Consolidate the three present regional offices into a single field operating office at some central location with relation to the centers, retain the present Washington staff to determine over-all policy and assume general responsibility for field work. (In my judgment, this plan would inevitably develop into plan No. 1 above, with considerable doubt arising as to whether the Director in Washington or the Field Director in the field operating office were actually in charge of the work.)
- (4) Combine the existing regional offices in Little Rock and Denver at an appropriate point to direct the projects at ~~Grand~~ Cody, Granada, and in the Arkansas delta; increase somewhat the plan for the reduced region which was worked out for both Denver and Little Rock, and reduce the San Francisco staff to the same size and composition,

except for such additional positions as would be necessary to carry the Evacuee Property and Fourth Army liaison responsibilities.

(5) Adopt a combination plan based on proposals 1 and 2 above; that is, until evacuation is completed, operate a managerial office at some point with the Director and his present staff members actively in charge and residing at the location until the completion of evacuation. Then withdraw the entire office to Washington and operate as under plan No. 2. (It may be too late to follow this proposal, but looking back at the position in which we found ourselves last March, it now seems to me that this would have been the best procedure.)

I agree with your feeling that at the moment we are drifting, so far as organization is concerned. Certainly, after spending a week in Little Rock I don't think the decision to allow Little Rock and Denver to operate as regional offices, with staffs supplied by Washington or by the employment of personnel who will receive eventual project assignments, is likely to be very satisfactory. At any rate, if we are to go ahead on such a basis, we ought to begin immediately to define what the functions of the Little Rock and Denver offices will be after the projects have been occupied. Mr. Whitaker is thinking in terms of employing two over-all assistants at \$5600 each and he has two specific men in mind, but he also has in mind, I think, performing virtually all the functions of a regional director but somehow doing it without a staff. One reason, in my judgment, that we seem to be drifting is that we have not determined precisely the eventual functions of the Denver and Little Rock offices and I might add, of the San Francisco office following the occupation of all the centers.

Leland Barrows
Executive Officer

LBarrows:OD

E2.02

Mr. Click: Is in favor of establishment of field office in San Francisco to handle property work. We have regional offices, we have drawn together regional staffs. "I am deeply disturbed by the danger of shattered morale within the organization if we eliminate regional offices." Is inclined to feel we should have two regional offices, that is, consolidation of Little Rock and Denver offices into single regional office, and then prepare an adequate definition, which we have never had, of what are the respective functions of the three.

Mr. Barrows: Points out that surely status quo has many arguments in its favor, however bad it may be; leaving things as they are does not necessarily help morale. Morale is bad in Denver; Ray Miller has just spent seven weeks working intimately with Mr. Whitaker and people in Little Rock, and they feel that the region will be abolished and are slowing down on filling project jobs, expecting they would take some of them themselves.

Mr. Myer: "May I comment on that? I think we are going to have to take a chance on morale, and once we make up our minds, what we are going to do, we will have to move into it. I don't think we should concern ourselves too much about shattering morale by even drastic re-organization, if we move into it in a way, and time it in such a manner that we give people interested in it time to adjust themselves. In other words, we don't have too many people, probably don't have as many as we are going to have. There may be certain people who want to leave here, or who want to do something else than we are proposing they do. I think we'll have to gamble on that. So I don't believe we need to worry too much about the morale factor, although it is a consideration. I think furthermore, at the moment the majority of your people will be a lot more interested in getting a clarification of duties, feeling that we have, after study, settled on something. I think that will help morale a great deal more than allowing the

status quo to move forward as a status quo now. I think if we moved into a drastic reorganization change without taking time to go out and explain the reasons for it, you could have a drastic morale situation. Just one more thing I want to say on that, and that is, an organization of this kind is bound to be a flexible, moving organization. We are going to have to talk it on every turn to our folks. In war times, we have a situation as we have in the army--there isn't any one in the army that ~~they/way/~~ knows if they will be in the same position tomorrow as today, they may be moved somewhere else. We will have to get the same attitude among our own folks--this is not a peace-time job. So I am not too much concerned--unless we look at it from the standpoint of what we need--let's forget about the morale point for the moment, and then come back."

Mr. Stabuer: "It seems to me we will make more progress in thinking this thing/ through and reaching sensible conclusions if we try to look at the question of what the ideal organization is in view of the job to be done, first. And then, on the morale, if we can work out the timing of the thing, I think the morale can be taken care of. Moving on then I agree with a good deal of what has been said, but I think possibly the weight attached to ~~various~~ ^{various} points would be a little different. I think we need to have strong projects; that is where the job is to be done. We can't handle the jobs that have to be done on the project at either a regional or Washington office. I think we need to have strong projects. Secondly, I am inclined to think that we need to have the headquarters in Washington--the type of thing that Phil has mentioned, the place of WRA in postwar adjustments, I think also the opportunity of maintaining our contacts with other agencies that we are going to need to maintain contact with in order to really get the type of cooperation we need. I think all of those things dictate the necessity of maintaining a good strong Washington office. It is all right

right to say the Director could stay here, or he could commute; I don't think that is a substitute for having a headquarters here, because once your headquarters get out in the field, you are merely an appendix on the rest of the governmental structure. I am inclined to think that the function of the regional offices could be minimized and perhaps eventually served by providing a service staff for particular jobs at various points, possibly in Salt Lake City, although if the outside employment thing develops it might be some other center, possibly Chicago, or St. Louis, or some place more nearly in the Middle West, wherever this outside employment is being stressed will be the place we will need to have sub-offices. So to recapitulate, I think we ought to move in the direction of a strong Washington office, and strong project offices, with necessary service centers at other locations as may be needed to meet the job as it develops."

Mr. Barrows: "Is your idea suggested by any of these proposals?"

Mr. Stauber: "I'm not sure I could go along with them specifically as indicated here."

Mr. Province: "b is the one that comes closest."

Mr. Kimmel: " I think we've only got ten projects, and I can't see how any useful function can be served by regional offices as set up now. The salaries of the project directors are such that we can find about as good men for project directors as we can for regional directors. It seems to me that the personnel we have in San Francisco could a good part of it go to the projects, eliminate a lot of confusion, do the job more directly, and not a bit more travel involved. As an alternative to that, I would^{go} back to the point that Tom raised. That is the question of distance from the project. Let's have a principal office somewhere in the West with a liaison and policy staff

here, a very small one."

Mr. Barrows: "What is a policy staff?"

Mr. Arnold: "How can you separate it from operations?"

Mr. Province: "I think that is something we should discuss a bit more. In the original conception, as I understood it, the Washington office would be primarily responsible for policy, and the regional offices were set up to assist in administration. Have we determined that the Washington end will also have the responsibility for overseeing the administration as well as formulation of policy?"

Mr. Barrows: "How do you distinguish between those two functions?"

Mr. Province: "I would have to go back to earlier discussions that must have preceded the formulation of this in the beginning, that you and Mr. Eisenhower must have been in on. Mr. Eisenhower explained to me that the Washington office would handle the policy, but the regional office would take care of the actual administration of the projects.

Mr. Myer: "May I comment briefly on that? I know this story pretty well, because I spent several hours with Fryer on that. I was at the other end, and got his interpretation of what Mr. Eisenhower said to him, and feel it is quite correct because Mr. Eisenhower told me the same story. I think it needs to be understood that the first concept of this organization, after it was determined we would move into the relocation center type of program we now have, was that all of these centers would be located perhaps on the West Coast, or within the inter-mountain states and our major operating office would be at San Francisco or at some point there. One of the major jobs would be contact with the army through this assembly center period, as it has been; the movement and development of that program, and the supervision of the projects,

whatever number it took. That was the concept when the San Francisco office was established."

"The first thing that happened was that they did not find enough satisfactory areas in the far West, so they began to move east with them. They began to change that concept. By the time the middle of June arrived, when I began to come into the picture, the Dever office was already established; the Little Rock office was becoming established, it was just in process; so that we had three regional or operating offices--the charts had been drawn for them. Going back again, the original concept, it seems, when Eisenhower first thought about his field office, was that the Director would be spending part of the time, may be 50 percent of it, in San Francisco on this other basis, and would have only a small staff, let's say ten or fifteen key people, in Washington."

Barrows: ****"Then Milton began to feel, 'We're supposed to set policy, but the region is doing all the policy setting in operating the projects; therefore let's get busy and set policy quickly.' * * Then we started a series of administrative instructions, and finally I thought and thought, and came up and talked to Elmer, and said: 'Look, this can mean only one thing, that office instead of being the operating office is becoming a regional office; if it is, let's say so, and that will clarify things.' We put it up to Milton, and said, 'Yes, that's all it is.' So we drew a boundary around it and established a central region, and southern region, without anybody in charge. That hung fire a couple of weeks, and about all we knew was that the projects not in the western region would have to be supervised by Washington. Well, various things happened, but subsequently we hired a regional director for Denver and then one for Little Rock. * *"

Mr. Myer: ****"So, one other thing I see happening (I think I have said this before, but I want to repeat it), once we get (if we ever do get, we still have problems with it) projects well organized, staff reasonably stabilized, people who have been trained and found can handle the job, for the next year or two, our basic instructions re-regularized, the project job becomes a going institution in the sense that it is a well-organized, operating institution. We will have problems, big ones, lots of them, but different than the kind of problems we have today; not the formulation of a lot of key policies, but a job that has to do with running a well-ordered housekeeping job, being sure we are doing a good job of internal security, keeping our records in shape, holding courts in the proper manner, keeping the supply running, keeping the coal in, keeping fires out, and so on. We will continue to have a job, but it won't be the most intensive job. If we are successful, even reasonably successful, in this new stage of relocation, of really moving people outside, we have immediately ahead of us a tremendous task of getting public acceptance of that job, getting understanding among government officials as well as officials outside and in the area where we have no regions located at all. That is where most of the people should go, not necessarily--I'll leave out the intermountain situation, because I think a good many can be accepted in that territory--but let's say the Midwest, the Corn Belt, and the northeastern and north central territory here. There's not only a tremendous task there to get that organized, I think that can function, but once people begin to move out in reasonably large numbers, we have a new project to handle of keeping tab on where those people are, helping service them in their tiebacks with the property

section on the West Coast, in their relationships with the employers, and with the communities, U. S. Employment Service, all kinds of movements that will go on, and I don't think any of us have visualized quite yet what that means."

Mr. Barrows: "A regional office is an office in which the head man is responsible for all functions of the Authority within his territory; that is by definition a region. Now an employment office stationed in Chicago or a purchasing office stationed in Denver, those are not regional offices; they are representatives of functional divisions which might and probably should be administratively under the Division Chief in Washington. We really almost have to settle this question: is this organization going to be divided primarily into administrative lines which are functional in character, or into administrative areas which are geographical? You can't confuse the two."

Mr. Myer: "May I make one other comment now. There have been many, many unforeseen developments that require operations at the Washington level which we did not see last spring--I did not see when I came in--priorities is one of them already mentioned, contacting people who know something about priorities, to help guide us at least during this period when we are getting our basic instruction. There will continue to be some of that, not as much of it perhaps as we have now, certainly a lot of contacts with certain Washington agencies that we had not expected. As Elmer says, after all Washington is the seat of government, and from that standpoint, you can't throw it out the window. We are going to deal with all the FBI records here in Washington, the Army

operates from Washington even yet, and most all the other governmental agencies do; a few of them have moved out, such as the Indian Service, that we deal with. * * I don't care what kind of organization you get, it won't be satisfactory. There isn't any that works one hundred percent and solves all the problems. You have too many complex situations to meet. You might organize on a basis, for example, ~~of~~ of having one general operating office that would be a project operations office, that would not generally have the responsibility for this relocation problem that I see is developing, and you might have that key up here and look to the Denver or San Francisco office as a project operations office. * * That kind of division might be a very logical division. We all know while we try to functionalize between divisions (and I think it operates very well), we always run across lines, and sometimes three or four divisions are involved; and you'll never get away from that. So I think we need to understand that in trying to project our thinking, that what we are trying to do here is to find the best, but not the perfect one."

Mr. Myer: "That is correct. Now of course the immediate need for a regional office was to organize the projects, we could not do it all from here. So one of their big jobs has been to secure personnel, help to get them trained, and set up, and established. Their next big job at the San Francisco level, of course, was the thing I have already mentioned, some of which will go out the window. At the other levels, of course, were involved all kinds of functions: receiving, planning, working with state agencies, school superintendents, and so on. So that thing has moved, Colonel, and we find today we are dealing with the project director directly."

Col. Wilson: "Through necessity."

Mr. Myer: "Through necessity. And they are going to be mad about it, and when I get out there, I'm going to have to sit down with some of the folks and say certain things are going to be done here, and this is the reason for it. Let me ask one question, and see if we can agree upon certain things. Could we agree upon this principle in relation to project operation, that we move everything that we could to the project level--this is in line with Tom Holland's thinking."

Mr. Holland: "I think it is in line with most everybody's here, as a matter of fact."

Mr. Myer: "That we move to the project level everything that feasibly could be moved there."

Col. Wilson: "Make him king."

19
....Mr. Myer: "We have a different situation, I think, then you would have in normal times. The travel is not normal, I mean travel procedures we normally think of are not functioning on a normal basis, and they may get worse. Not only is travel not normal, communication is not normal. I think it would be impossible to have a major operating office in Denver, Salt Lake, or any other place, unless we had something similar to tactical line. I am convinced, in answer to what Philip says, that we are going to have to have field headquarters of some type, or more than one major field headquarters. Anybody want to argue that subject?"

Mr. Kimmel: "For different functions, or just in general?"

Mr. Arnold: "Is the field headquarters an intermediate step there?"

Col. Wilson: "That would operate directly under this office?"

Mr. Myer: "Just the same way as you have some one of a general nature here, I think there will have to be a number of field offices that will serve a number of functions**. There will be a director, assistant director, etc., because they are not Roy Kimmel's men, or somebody else's men. I think what you are going to have--of course, attached to the director, the different functional divisions, something like we have now. They may change as we go on. And I think, generally speaking, those people will deal more or less directly with the project director, and, of course, with his staff, as far as details are concerned."

.....

...Mr. Barrows: "We will have this kind of problem. At the moment, we are handling our medical staff out of San Francisco, and we have correspondence floating back and forth across the continent to hire nurses. At the same time we have moved to set up all the photographic work in Denver. Now suppose Philip should find it convenient to consolidate legal work in Little Rock? We'd never have a staff anywhere. That is why I personally feel that a or b would be my pick. I prefer b because of Elmer's argument that this is the seat of government, but I don't know how much I am influenced by the fact that I personally do not want to leave Washington."

.....

...Mr. Myer: "Unless there is something very different comes up to change my mind, I have definitely decided that the key office is going to be in Washington, the seat of government. I had not decided that up until this last week, but I have made that decision."

Col. Wilson: "I don't see how it could be any place also."

Mr. Myer: "I don't either, and especially in view of this spread. If we were just going to run 10 relocation centers for the duration, and we are going to try to do the best job possible at finding work for these people, if they were going to be nothing more than let's say concentration camps where they were not going to move out at all, giving them the best treatment possible, if that is all our job was, I would not decide that at all. I'd put an office at Denver or Salt Lake, a little later on, I'd have my property office out on the Coast, and I'd plan, if I were director, to maybe spend a third of my time in Washington. But that, as I see it, is only about 50 percent of the job, beginning next July 1; by that time we will have improved, not in volume of business in the way of the number of dollars we have spent, but from the standpoint of the improvement of how well we do our job. I think 50 percent of our job will be outside of that area. So I will decide that right now. Now we can move on from there."

.....

....Mr. Myer: "Let me say again, I do not care what the organization chart looks like if the thing functions. What I am looking for is something that will work, something that is understandable. Once we determine on it, we are going to have to put on a thorough-going training job, and be sure people understand how we are going to function, to give it every trial possible. I am trying today to think through and arrive at certain things. As I see it, we have arrived at two principles; one I have stated, and the other we have agreed on. One is, as far as the projects are concerned, we should push everything possible to the project level. The other is that we are going to have our key office in Washington. Beyond that I am not clear in my own mind. I still lean toward f as far as I am concerned. I think it can be made to function, but since nobody else thinks so --"

Mr. Baker: "What is the difference between b and f? F has $2\frac{1}{2}$ levels and b has 2 levels."

Mr. Barrows: "In b, any field representatives not in projects would be representatives of specific divisions responsible to the administrator. In f, representatives of specific divisions would be pre-

12
sumably grouped under a field official. The degree of authority exercised over them is not entirely determined in this discussion."

Mr. Myer: "No, it isn't. If he were the right kind of person and handled it properly, it would increase; and if he were the wrong kind of person, it would decrease."

Col. Wilson: "Would your office in Washington decrease or increase under f?"

Mr. Myer: "I think it would increase, and particularly in certain aspects it is bound to."

...Mr. Stauber: "May I raise a question here. I'm not altogether clear in my own mind as to how satisfactorily this arrangement which you propose here of assistant directors in the field would work. I presume they would have headquarters somewhere, wouldn't they?"

Mr. Myer: "For the time being, there would be three of them--Fryer, Whitaker, and Smart. There might be another one or two as the program evolves in the next months."

...Mr. Baker: "What would be the status of these assistant directors? Would they be in charge to the extent of having the power to hire and fire, moving of project directors from one project to another as would seem to be advisable?"

Mr. Myer: "No. They may be in a position to assist in securing personnel, recommending personnel which the project director would hire with the assistance of the Washington office, the same as I might ask Elmer as Deputy Director where we might find somebody for this particular position, but not in the way Cy is now responsible for filling those staff positions out there."

E 2.02

MEMORANDUM

October 20, 1942

CONFIDENTIAL

To: The Director

From: Leland Barrows

In response to your instructions given at the organization meeting held in your office on September 28th, I have attempted to prepare a description of the position of Field Deputy (or Assistant) Director, which would be established if we were to adopt the plan of organization identified as "Plan F" at the meeting.

Before attempting to prepare a suggested job description for the position of Field Deputy Director, I outlined two possible concepts of the position and asked the members of the staff who were present at the organization meeting which concept in their judgment most nearly approached your idea of Plan F. The two descriptions, identified as F-1 and F-2, are outlined below:

F-1: The Field Deputy Director is essentially a line officer, administratively responsible to the Director for all functions of the War Relocation Authority within his geographical territory, except such functions as may be specifically excluded from his concern. Project Directors are administratively responsible to the Field Deputy Director. He recommends their appointment, promotion, transfer or dismissal. He makes their efficiency ratings subject to review by the Director. In the absence of specific instructions to the contrary, all reports, instructions, personnel recommendations, and other routine documents flowing from Relocation Centers to Washington pass through the Field Deputy Director's office for approval or disapproval. Budgets and organization proposals must be approved by him before submission to Washington.

The Field Deputy Director will function with ^{out} specialized staff assistance under his immediate direction, except such as is provided by the assignment of Washington staff representatives to his office. (Ordinarily, such assignments will be temporary, except where the work load in a specific field justifies the indefinite assignment of staff personnel.) When a Washington staff member operates within the territory for

which a Field Deputy Director is responsible, however, he shall be under the administrative direction of the Field Deputy Director. Recommendations of the Centers affecting their programs must be approved by the Field Deputy Director before submission to Washington. Instructions and recommendations of Washington staff divisions must be applied under the administrative direction of the Field Deputy Director. Appointments of project and field office personnel will be recommended initially or given prior approval by the Field Deputy Director before submission to Washington. In any difference of opinion between a Washington staff representative and the Field Deputy Director, the latter will prevail until overruled by the Director.

F-2: The Field Deputy Director is essentially a staff officer, administratively responsible to the Director for maintaining general public contacts and for conducting cooperative relations with public and private authorities in a specified territory. Except when specifically authorized to do so, he exercises no administrative control over Relocation Centers or other activities outside his immediate office. While the Director may consult the Field Deputy Director in the administration of Relocation Centers, the Field Deputy Director is not ordinarily concerned with appointment, promotion, transfer, dismissal, or efficiency rating of project personnel.

Ordinarily, reports, instructions, personnel recommendations, and other routine documents flowing between Relocation Centers and the Washington Office will not pass through the office of the Field Deputy Director for approval or disapproval, nor is the Field Deputy Director responsible for approval or review of budgets and organization proposals. Copies of such documents will be supplied the Field Deputy Director for his information, and, by specific exception to the general rule, certain documents may be routed to him for approval or disapproval.

The Field Deputy Director will operate without specialized staff assistance under his immediate direction and will not be responsible for specialized supervision of Relocation Centers. When representatives of Washington staff divisions are stationed in the office of the Field Deputy, as they may be for convenience of administration, they shall operate under the administrative direction of the Field Deputy only to the extent of observing rules of the office regarding hours of duty, official conduct, use of field office property, etc. Washington staff representatives will, as a matter of courtesy and good working relations, notify the Field Deputy Director of their intention to visit

work locations within his territory and will supply him with copies of reports made to the Washington Office and of technical advice and suggestions given the Centers. While the Field Deputy Director's advice on matters of program and on the selection of personnel may be sought by Washington staff representatives, his approval of such matters will not ordinarily be required. In any difference of opinion between a Washington division or office chief and a Field Deputy Director concerning the technical field for which the Washington staff member is responsible, the Washington staff member will prevail until overruled by the Director.

These two descriptions were deliberately written to present extreme points of view as to the nature of the Field Deputy Director's job under Plan F. I believe all members of the staff felt that, as details of the job were filled in by the writing of procedures in each functional field, the position would be found to fall somewhere between these two extremes. In fact, it might be possible to start either with F-1 or F-2, and, by making appropriate exceptions to the general rule, arrive at the same detailed job description. Nevertheless, it seems to me important to start from one point of view or the other, in order that we may know where what might be termed "residual" authority rests.

You will be interested to know that of eight people present at the organization discussion, three believed that F-1 most nearly represented your concept of the job, while five persons felt that it was more nearly described by F-2. I myself, after rereading a large portion of the minutes of the organization discussion, feel that F-2 more closely fits the picture. Therefore, in outlining the following suggested job description, I have inclined toward the staff concept outlined in F-2.

PROPOSED JOB DESCRIPTION FOR FIELD DEPUTY DIRECTOR

Under very general supervision, assists the Director in the management and supervision of all phases of the work of the War Relocation Authority within the specific territory in which the Field Deputy Director maintains his headquarters; collaborates with office and division chiefs of the Washington staff in the development and application of the war relocation program; makes regular and frequent visits to War Relocation Centers and other headquarters within his territory for the purpose of inspecting work progress, facilitating operations, and preparing progress reports for the Director and other members of his staff; represents the Authority in public contacts within the territory to which he is assigned; collaborates with appropriate Washington staff members in maintaining relations with state and local agencies in such specific fields as

education, public health, fire and police protection, etc.; advises the Director in the handling of such administrative matters as approval of budgets, review of organization proposals, selection and placement of key personnel, and initiation or modification of fundamental work or community programs.

SPECIFIC FUNCTIONAL RESPONSIBILITIES OF FIELD DEPUTY DIRECTOR

A. Budget and Finance

1. Copies of all budget requests made of the Washington Office by Relocation Centers will be supplied to the Field Deputy Director. His recommendations on the proposals will be secured before action on the requests is taken.
2. Copies of all advices of allotments made to Centers will be supplied the Field Deputy Director.

B. Personnel Administration

1. The Director will secure recommendations of the Field Deputy Director, along with those of Washington staff members, before making efficiency ratings of Project Directors and before reviewing efficiency ratings of key project personnel who are rated by the Project Director.
2. Before taking administrative action affecting the status of Project Directors, the Director will secure the recommendations of the Field Deputy Director.
3. The Field Deputy Director will maintain liaison between projects within his territory and the OER Regional Personnel Offices with which they deal, and will be responsible for securing candidates directly, or through the OER recruitment facilities, for positions in the Centers. He will facilitate transfers between projects, but the actual approval of personnel actions will be vested either in the Project Director or the Director of the Authority. In general, approval of the Washington Office will be required of all personnel actions involving positions of \$3200 and above. Recruitment for specialized positions in grades \$3200 and above will be a responsibility primarily of the Washington Personnel Office and the appropriate Washington division.

C. Agriculture

1. Copies of project recommendations as to agricultural production and marketing programs should be supplied the Field Deputy

Director, who is authorized to submit such comments concerning them to the Chief of the Agricultural Division in Washington as he considers desirable.

2. Copies of instructions of the Washington Office concerning agricultural production and marketing shall be supplied the Field Deputy Director at the time they are transmitted to projects.
3. Ordinarily, contacts made by representatives of the Agricultural Division with state agricultural agencies in the territory served by a Field Deputy Director shall be made in collaboration with the Field Deputy Director.

D. Industry

1. Copies of all proposals for the establishment or modification of industrial programs on the Centers shall be supplied the Field Deputy Director at the time they are transmitted to Washington by the Centers.
2. Copies of authorizations for the establishment or modification of industries and other basic instructions affecting the industrial program shall be supplied the Field Deputy Director at the time they are submitted to the projects.

E. Employment

1. Field Deputy Directors located in territories in which off-project employment opportunities are present will be authorized to handle off-project employment contacts within specified areas which may or may not coincide with the general territory in which the Field Deputy Director operates.

F. Reports

1. Copies of all regular or special reports submitted by Project Reports Officers to Washington shall be supplied the Field Deputy Director.
2. All press releases and other public statements prepared for release through Regional offices of OWI within the territory of a Field Deputy Director will be cleared with the Field Deputy Director before release.
3. Copies of press releases and other public statements submitted by projects for release through the Washington Office shall be supplied the Field Deputy Director at the time they are submitted to Washington.

G. Community Services

1. Contacts with State Departments of Education and other state agencies in the field of community services shall be made by representatives of the Washington Office in collaboration with the Field Deputy Director.
2. Copies of basic recommendations made by Centers to the Washington Office in the field of community services shall be supplied the Field Deputy Director. Similarly, copies of basic policy instructions in this field shall be supplied the Field Deputy Director when transmitted by Washington to the Projects.

H. Legal

1. The services of field members of the Solicitor's staff shall be made available to Field Deputy Directors on the same basis as they are now made available to Regional and Project Directors.

I. General

1. Representatives of the Washington Office and of offices in the territories of other Field Deputy Directors shall notify the Field Deputy Director of their intention to visit Centers within his territory. Wherever possible, notification shall be given far enough in advance to allow the Field Deputy Director to offer any suggestions he may have as to itinerary, etc.
2. The Field Deputy Director is authorized to visit Centers within his territory at will and to make such inspections or examinations as he deems necessary. He is authorized to report to the Director, in confidence, on any phase of the work of the Authority within the territory for which he is responsible.

SUGGESTED BASIC STAFF FOR FIELD DEPUTY DIRECTORS

Deputy Director (Field)	CAP-14, \$6500 or CAP-15, \$8000
Assistant to the Deputy Director	CAP-13, \$5500
Executive Assistant to the Deputy Director	CAP-11, \$3800
Senior Clerk-Stenographer	CAP-6, \$2000
Assistant Clerk-Stenographer	CAP-3, \$1620

Leland Barrows