B/

DRAFTING THE PLAN OF PERMANENT ORGANIZATION

When the Commission has been organized and officers elected, it becomes its responsibility to draft a permanent plan of organization. Assistance and advice should be given by the administrative staff of the project when requested. The following suggestions and questions are presented for the assistance and direction of the Commission in carrying out its work.

B. The Council

1. Number of Members on the Council and Method of Selection

Administrative Instruction No. 34 provides that there must be a representative legislative body to be known as the Community Council. The Council should be of such size that it will adequately represent the people and yet not be so large that it cannot effectively carry on its work. A Council of not less than nine nor more than twenty-five members would appear to be the most satisfactory size. Among the methods which may be considered for its election are:

a. Election at large
b. Election by blocks
c. Election by groups of blocks or wards
d. Election by proportional representation

2. Tenure of Office of Councilmen

The permanent plan should provide the tenure of office of members of the Community Council. If the Commission considers it desirable to have overlapping terms for members of the Council, so that there will not be a complete change at any one time, this should be provided for in the permanent plan. It could be provided for by stating that at the first election one-half the members shall be elected for a given period (for example six months) and the others for another period (for example one year), and thereafter all shall be elected for the same period (in this case one year). In that way the term of one-half the members would expire each year.

3. Vacancies in Office

The permanent plan of organization should specify the method of filling vacancies in the office of councilman. Such vacancies might be filled by a special election, or by appointment by the Council or the presiding officer thereof. The question of filling vacancies where members of the Council leave the project to accept temporary work should be considered. This might be met by providing that a vacancy shall be deemed to exist when a member is absent from a stated number of consecutive Council meetings (for example, four, five, or six) and the chairman of the Council shall declare the office to be vacant.

4. Meetings of Community Council

The Commission's permanent plan may either specify the frequency and time of meeting or leave this to the Council. Provision should also be made for special meetings. Since it is difficult to determine accurately the amount of time which will be required by the Council to carry out its work, it would appear that the Commission's permanent plan should be flexible on this point and leave some discretion to the Council.

5. Council Procedure

The Commission's permanent plan of government may specify the rules of procedure to be followed by the Community Council or may merely provide its own rules of procedure. An alternate possibility would be to provide some rules in the permanent plan, with a general grant to the Council to establish others as may be needed.

Some fundamental rules of procedure for the Community Council which may be considered for inclusion in the permanent plan are:

a. Roll Call. Requiring ayes and nays to be entered on the journal or permanent record of the Council in certain cases, as on the final passage of regulations.

b. Quorum. Defining a quorum for the Community Council, as stating that a majority of all members elected to the Council shall constitute a quorum.

c. Vote Necessary to Enact Regulations. The plan should state the vote necessary to enact regulations, such as a majority vote of the members present (that is, if a quorum is present) or a majority of the total membership of the Council.

d. Open Meetings. Requiring meetings of the Community Council to be open to the public.

e. Time in which Regulations Become Effective. The permanent plan might state when regulations are to become effective, such as upon passage, one week after enactment, etc. In the case of regulations carrying penalties, it would appear desirable to delay the time at which they become effective. If possible, some publicity should be given to the regulations during this period, as by publication in the newspaper or posting in the dining halls. Provision should be made for meeting emergency situations where action is needed immediately. This might be met by providing that emergency regulations may become effective immediately, provided they receive a 2/3 affirmative vote of the total membership of the Council.

6. Presiding Officer of Council

The permanent plan of organization should provide for the selection and powers of the presiding officer of the Council. If he is given special appointing power, as of committees, or if his power of voting is limited to cases of tie votes, this should be stated.

7. Functions of Council

The functions of the Community Council are defined in Administrative Instruction No. 34. It would appear advisable for these to be incorporated in the permanent plan. It might be well for the permanent plan specifically to authorize the Council to exercise such other functions as may be conferred upon it subsequently by the War Relocation Authority.

8. Removal of Council Members

The Commission should consider the advisability of providing in the permanent plan for the removal of members of the Council for neglect of duty or for other causes. Two methods which may be considered are removal by the Council or recall by the voters.

C. Elections and Office Holding

1. Nomination and Election

The nomination and election of members of the Council should be provided for in the permanent plan of organization. The questions to be considered here are:

a. Methods of nomination
   1. Caucus or mass meeting of all the voters in the election district
   2. Petition
   3. Primary election

b. Elections
   The permanent plan of organization must either provide or give to the Council the power to provide for the preparation of ballots, the selection of election officers, etc.

c. Registration
   Some provision should be made for the preparation of lists of qualified voters so that only those persons who are entitled to vote may do so. A system for the registration of voters might be provided for in the permanent plan of government, but it would seem advisable to authorize the Council to do this.

2. Determining Eligibility of Councilmen

While the qualifications of members of the Council are stated in Administrative Instruction No. 34, the method should be provided in the permanent plan for determining whether a particular individual meets these qualifications. This might be done by providing that:

> The Community Council shall have the power to pass upon and determine whether any member elected has the qualifications stated in Administrative Instruction No. 34.

3. Qualifications for Voting and Holding Office

The Commission has no discretion relative to qualifications for voting and holding office. These are defined in Administrative Instruction No. 34. It would be desirable, however, to incorporate these provisions, without change, in the permanent plan.

D. Judicial Commission

The Commission on permanent organization is authorized to provide for a Judicial Commission.

1. Size and Composition

The exact number of members of the Judicial Commission shall be fixed by the Commission on Permanent Organization; but the number must not be less than three. Other questions to be considered by the Commission on Permanent Organization are:

a. How shall the members of the Judicial Commission be selected?
   1. Elected?
   2. Appointed by chairman of Council?
   3. Appointed by Council?
   4. Preparation of a list of qualified persons by a Committee of the Council with appointment from this list by the chairman of the Council, the Council, or the Project Director?

b. Who shall be eligible for membership on the Judicial Commission?
   1. Only evacuees?
   2. Caucasian staff members?
   3. Members of Council?

   The work of the Judicial Commission in the field of law enforcement is entirely different from that of the Community Council. The latter is charged with the responsibility of making law, or the determination of policies. The Judicial Commission, on the other hand,

does not make policies but applies policies to particular cases. In view of this distinction, the advisability of providing in the permanent plan that members of the Council shall be ineligible for membership on the Judicial Commission should be considered.

c. Tenure of Office of Members of Judicial Commission.

d. Vote necessary for a decision? Shall a defendant be acquitted or found guilty by a majority, unanimous vote or some other vote of the Judicial Commission.

e. What provision shall be made for the presentation of cases before the Commission, as by a prosecuting attorney or other officer.

f. What provision shall be made for representing defendants before the Judicial Commission, as by a public defender, or private counsel.

g. Rules of Procedure. To what extent should rules of procedure for the Judicial Commission be provided in the permanent plan, by the Community Council, or left to determination by the Judicial Commission itself.

E. Arbitration Commission

The permanent plan of government should provide a method of arbitration for settling civil disputes between residents who voluntarily agree to submit their disputes to a commission set up for this purpose. Among the questions to be considered by the Arbitration Commission are the following:

1. Name of such Arbitration Commission

It is suggested that the name given such a commission be that used for this type of agency in the law of the state where the project is located.

2. Number of Members and Selection

The permanent plan should provide the number of members, their tenure, and method of selection.

3. Panel of Arbitrators

Should a panel of arbitrators be selected from which the arbitrators for a particular dispute a re selected?

4. Disqualification of Members of Arbitration Commission

What provision should be made to disqualify members

of the Arbitration Commission who are interested in a particular case, so that a panel can be selected to which persons will be willing to submit their dispute?

5. Provision should be made in the permanent plan as to:

a. Procedure for bringing cases before the Arbitration Commission.

b. Method of presenting cases to Arbitration Commission (whether attorneys may be used, etc.).

c. Vote of Arbitration Commission necessary for an award; majority vote, unanimous vote, etc.

6. Agreement to be Made by Parties

An important question to be considered in providing a system of arbitration is the type of agreement to be made by the parties so that an award will be binding under state law. It would appear that the type of agreement should be left to determination by the Arbitration Commission rather than specified in the permanent plan. The permanent plan should specifically confer this power upon the Arbitration Commission. Assistance and advice will be given the Arbitration Commission by the Project Attorney in working out these details.

F. Procedure For Approval

When the Commission on Permanent Organization has completed its work, the proposed plan must be submitted to the Project Director who should satisfy himself that none of its provisions violates any regulations or instructions of the War Relocation Authority. If approved by him it is then submitted to the voters and must be approved by a majority vote of the qualified voters voting at a special election. The permanent plan should provide for the nomination, election, and assumption of office by councilmen following approval of the plan by the residents. This provision should include the number of days that shall elapse before the election is held and how soon the Council shall meet and assume the duties of office following election.

G. Limitations

There are certain limitations which Administrative Instruction No. 34 places upon the Commission on Permanent Organization. Thus the legislative body must be known as a Community Council, elections must be by secret ballot, a definite procedure must be followed in making expenditures of community funds, and the method of amendment of the approved plan of government is specified. For purposes of clarity it is suggested tha t these and other limitations be included in the permanent plan of government proposed by the Commission.

PART III

OPERATIONS OF THE COMMUNITY COUNCIL

After the permanent plan of organization has been adopted a Community Council elected, the satisfactory functioning of community government in relocation projects will depend largely upon the manner on which the Council carries out its duties. The effedtiveness of community government will depend upon the sincerity with which the Council assumes its responsibilities. The members of the Council must have a knowledge of the problems of the community, a desire to further the welfare of the residents, and must initiate procedures by which the Council can utilize its knowledge of community problems for the general welfare. The Council should seek to develop an interest on the part of the residents in community affairs, and secure not only participation in community government but a willingness on the part of all residents to assume responsibilities for community problems.

Members of the Council should be mindful that their office is not only an honor but a responsibility and a public trust. If they undertake their duties in that spirit, participation by the residents in the management of community affairs will be successful.

A. Use of Committees

It has been the experience of legislative bodies generally that their work is more orderly and effective when wide use is made of committees. The disadvantage of having matters discussed and debated before the Council without having adequate factual information is obvious. Previous study of a problem and the gathering of pertinent information by a comittee, followed by a report and recommendation, tends to sounder action by the Council. For this reason it is suggested that the Council make extensive use of committees in carrying out its work, and that as a general practice matters be referred to committees for study, report, and recommendation. The final decision in all matters will remain with the Council; the use of committees merely enables the Council to be more effective and efficient in arriving at those decisions.

Both regular and special committees may be used. The designation of committees, both regular and special, will depend upon the subject matter brought before the Council. Among the regular committees which the Council might consider the desirability of establishing are: Committee on Committees, Rules and Procedure, Resolutions, Elections, Licensing, Law and Order, Judicial Commission, Arbitration Commission, Revenues and Expenditures (or a Committee on Finance to cover both revenues and expenditures).

There are many problems which are primarily administrative responsibilities of W.R.A. but which are of direct concern to the residents and the Council. They include health, education, housing, food, sanitation, employment, community enterprises, community activities, public welfare, library and public safety. The use of committees to secure information on these problems is a useful device. The committee members should become in the course of time specialists in their fields and be available to make special investigations for Council purposes.

A problem which has arisen in some legislative bodies is that committees in effect take final action by failure to report. The advisability of adopting a Council rule requiring committees to report within a stated time (for example, two weeks) after a matter has been referred to them should be considered. This may also be met by adopting a rule that the Council may at any time by majority vote discharge a committee from further consideration of a matter referred to it and proceed to Council consideration.

B. Use of Non-Council Members on Committees

A wide participation in public affairs is a desirable goal in any community. While voting and participation in community elections is an essential step in any democratic community, the Council should seek to carry popular interest and participation beyond the mere casting of a ballot at elections. One way in which this may be secured is for the Council to make use of non-Council members on its committees. This would offer an effective means of permitting participation in community affairs by those persons who are not eligible for election to the Council.

Another means by which the Council may secure wider direct participation in Council affairs is by the establishment of advisory boards and commissions made up entirely of non-Council members. Persons who have shown ability or interest in a particular field might be appointed to a board or commission. Such a plan can lead not only to an increased interest in community affairs by a large number of residents, but will enable the Council to utilize the special abilities of many persons in solving community problems.

C. Selection of Committee Members

The desirability of preparing a directory of the Council membership was touched on in Part I of this Manual. This would be of value to the Project Director and Council and especially useful in making the best selection of Council members for committees. The directory would show the age, educational background, previous public service and present and former occupation of each members of the Council. This would serve as a guide to the appointing authority in making committee assignments. (See p. 21 for suggested form to filled out by each member.)

A similar plan may be used in selecting non-members of the Council for membership on committees. Each Council member might prepare a list of the persons in his voting district he considered well qualified for committee work. He would also submit pertinent data in support of his recommendation that these persons be appointed as non-Council members of committees. Such a list would enable the appointing authority to make assignments on a more intelligent basis.

D. Legislative Responsibilities

Administrative Instruction No. 34 authorizes the Community Council to prescribe regulations and penalties for their violation. The Council should proceed at an early date to establish a code for law and order on the project. Useful guides in determining the content of such a code may be obtained by reference to existing

information. It would appear desirable

INFORMATION FOR _____
COMMUNITY COUNCIL DIRECTORY

Name _____ Age _____ Sex _____

Present Address _____ Former Address _____
City and State City and State

Educational Background:

High School _____

University _____

Degrees _____

Public Service _____
(Former participation in clubs, organiza-

_____
tions, and offices held)

_____

Former occupation _____

Present occupation _____

Interests: Check first and second preference.

Law and Order	Education
Public Relations	Public Health
Social Welfare	Food and Nutrition
Recreation	Work Projects
Community Enterprises	Labor Relations
Housing	Ground Improvements
Finance	Adult Education

municipal codes or by requesting the Project Attorney for such information. It would appear desirable also that there be incorporated with these community regulations at an early date regulations concerning safety, fire prevention, sanitation and health, and other matters which upon consultation with the Project Director are found to be essential to the successful operation of the project.

E. Resolutions

The Community Council is authorized by Administrative Instruction No. 34 to present to the Project Director resolutions on questions affecting the welfare of the residents. It is suggested that the Council can be most effective if it collects all facts relative to a particular question before making recommendations and that it make available to the administration the results of its study. Carefully considered suggestions based on a thorough analysis of a problem, with conclusions based on facts, will be more effective than mere expressions of opinion or complaint.

F. Public Hearings

Public interest in and discussion of questions affecting the general welfare of the community are desirable and should be encouraged. This can be secured in part by having Council meetings open to the public. A limited right of participation in the discussion may be granted by a Council rule. This might provide that non-Council members would be heard if request were made to the chairman of the Council prior to the meeting, and that any speaker be limited to five minutes. Council committees could also make use of public hearings to give non-Council members an opportunity to be heard on community problems.

A final method by which the Council could promote the discussion of community problems and determine the sentiment of the residents on public affairs might be through general meetings or forums sponsored by the Council. These might be held under the auspices and supervision of the committee in which the subject matter for discussion falls. If properly conducted, such meetings should serve as useful means of promoting the democratic process in relocation projects.

G. Financial Procedures

Administrative Instruction No. 34 provides a means by which the Community Council may secure money to be used by it to promote the general welfare. Expenditures for purposes other than to promote the general welfare of the residents will subject the Council to criticism and bring it into disrepute.

A problem in any legislative body is to provide procedures in the expenditure of public funds which will prevent irregularities, safeguard the funds, and assure expenditures only for purposes and in amounts approved by the popularly elected representatives. Administrative Instruction No. 34 provides some procedural checks on the expenditure of community funds. The Council may want to consider the desirability of adding others. Another problem to be considered by the Council is the custody of community funds.

Some of these questions may be provided for in thepermanent plan of organization. Insofar as they are not covered in the permament plan, the Council may want to adopt regulations on this subject. And it may want to supplement the limitations and procedures provided in Administrative Instruction No. 34, and in the permanent plan of organization.

H. Council Records and Publicity

Records of the proceedings of the Council should be kept by the secretary. These should be preserved as permanent records of the community government, along with committee reports and hearings. The details to be incorporated in these records must be left to the discretion of the secretary of the Council or of the committees. The record should be sufficiently detailed, however, to give a clear and accurate picture of what has transpired. Such records should always be open to public inspection.

It is desirable that as wide publicity as possible be given to the work of the Council. The members of the Council, and especially the chairman, should attempt to maintain such relations with the project newspaper that adequate publicity will be given to the Council work. Such publicity will be of value in increasing the interest of the residents in community affairs.

In the case of certain types of regulations enacted, an effort should be made to have the project newspaper report the action. Regulations carrying penalties should be fully reported; the advantage of informing the people of new regulations to guide their conduct and for the violation of which they are subject to penalties is obvious.

I. Distinction Between Block Managers or Administrative Agents and Councilmen

Several projects have established the position of Block Manager to assist and cooperate with the Project Director. The duties and responsibilities of Block Managers are different from those of Councilmen, and if these differences are kept in mind it will be useful in avoiding conflict and promoting the administration of community affairs. Both the Block Manager and the Councilmen should realize that they are interested in a common goal. This is the promotion of the general welfare. Each has a contribution to make in securing that goal, but it is made in an entirely different manner.

The Block Manager is an administrative employee, performing such administrative duties as are assigned to him by the Project Director. Among the duties which he performs in some of the projects a re: Distributes information such as rules, regualtions, and instructions issued by the Project Director to the residents in his block; collects and distributes mail; assists in housing problems including changes in residence, repairs, etc.; distributes supplies such as soap, brooms,and mops to the residents; assists residents in emergency cases such as serious illness.

The Councilman serves an entirely different function. As the representative of the residents he is interested in the determination of policies which affect the whole community. His selection is by the people and his responsibility is to them. Thus from the point of view of selection, duties, and responsibility, there is a clear line of demarcation between the Block Manager and the Councilman. If the Block Manager restricts his activities to serving as an agent of the administration, and the Councilman limits his activities to the determination of policies affecting the whole community, there can be no conflict of jurisdiction. Each should realize that he has a job to do and his aim should be to do it well. That is the greatest contribution he can make to successful community government and administration.

ISSEI ADVISORY COUNCIL

Last fall a temporary council was organized in order to provide assistance to the WRA staff in center affairs and as a means of contact between evacuees and the WRA administration. The object was to permit evacuees to handle their own center affairs insofar as possible.

This temporary council consisted of one Issei and one Nisei representative from each of the 29 blocks. The group met often and were of great assistance in working out solutions to many center problems.

The original draft of the center charter also called for one Issei and one Nisei representative from each block. However, such a plan was contrary to WRA instructions concerning community government and the revised charter included only one Nisei representative from each block. The center was divided into 5 districts of 6 blocks each and an executive committee of the council was organized on the basis of one councilman for each of the districts. The full council now meets once each week and the executive council of five members holds various special meetings and acts as an executive committee for the entire council group.

In order that Issei leadership and experience could be made available to the WRA administration and to the council, an Issei advisory group has been established. It is composed of one Issei from each of the five districts in the center. Because block managers are Issei and because they must work very closely with both the center council and the WRA staff, this group was asked to make recommendations to the project director for members of the advisory group.

The block managers selected the following Issei and submitted their names to the project director. Accepting these recommendations as they were

presented, the project director appointed the following men as members of the Issei advisory group:

1. Dr. Takashi Terami, 7F-6C, District 1.
2. Dr. Tatsuhiko Miyamoto, 6G-2B, District 2.
3. Atsuyoshi Saisho, 11E-11E, District 3.
4. Keisaburo Koda, 9H-11D, District 4.
5. Giichiro Mitani, 11H-3F, District 5.

Two members of the Issei advisory group; namely, Atsuyoshi Saisho and Giichiro Mitani, are block managers. The other three are not.

There are three general functions of the Issei advisory group. First, they will meet with the project director and the WRA executive committee from time to time to discuss various center problems and activities. In this respect, they will serve as a contact between residents and the project administration and will advise with the project administration. In this way the WRA staff will have an opportunity to discuss center affairs with the Issei leaders and keep residents informed concerning major policies. It will also provide an opportunity for the Issei group to bring to the attention of the WRA administration special problems and situations that may arise.

Secondly, the Issei advisory council is a means by which Issei experience and judgment can be called on by the Nisei council. From time to time the Nisei council will ask the Issei advisory group to meet with it for discussions of special problems and for the development of specific programs, etc. The Issei advisory group will be in a position to advise with the regular council much in the same manner as it will advise with the project administration.

The third function of the Issei advisory group is that of forming a contact between the block managers and the project administration. Because two members are block managers, the advisory group will be in a position to assist in various problems and programs that are specifically the responsibility of the block managers. They will also form a contact between the block managers and the WRA administration.

The Issei advisory group, as its name implies, is advisory in its functions. Through this Issei leadership, both the evacuee council and the WRA administration staff will be able to obtain valuable assistance in making plans for the continued improvement of the Granada Relocation Center.

CHARGE AND OATH ADMINISTERED TO

COMMUNITY COUNCIL

The purpose of the Community Council is to promote the general welfare of the Center. This charge I entrust to this newly elected body.

The primary function of the Community Council is to assist the Project Director in the fulfillment of the objectives of the War Relocation Authority. There objectives are to furnish:

1. Temporary housing and subsistance where needed.
2. An orderly community in which to live and grow.
3. Education and training where such is possible, for the youth or adult to enable him to become better qualified to serve his country.
4. Relocation.

The first three objectives are being attained in a large measure and sufficient forces are at hand to attain these objectives to the satisfaction of all concerned.

The fourth objective, relocation, has not been attained for any of us now residing in the Center. It is concerning this objective that I wish to make some observations and present to you the importance and necessity for each to consider the desirability of relocating in the very near future.

It might be of interest to you to know that Mr. Dillon S. Myer, the Director of WRA gave this directive to all project staff members:

> "The most important task each day is to encourage eligible evacuees working under your supervision to leave the Center. Next in importance is the administrative assignment which goes with the usual duties of your job."

Any former evacuee who has successfully relocated, and many of you who remain in the Center but who face the situation with honesty will concur in the following statement: "Life in the Center has deteriorated ambition and self-respect and atrophied the evacuees' sense of responsibility."

An opportunity is offered to re-enter the main current of American life. Do not, as representatives of your people, hinder this movement. Do not repeat rumors and magnify obstacles. Go out yourselves and help and advise others to go. Our whole relocation program is based on the premise that all persons of Japanese ancestry living in this country, except those who request repatriation, and those who may be deported for illegal activities, will continue to live in the United States after the close of the war.

Please hold up your right hand and repeat with me the following oath:

"I do solemnly swear (or affirm) that I will uphold, preserve, and obey the Constitution and laws of the United States, and that I will faithfully execute my duties as a member of the Community Council of the Granada Relocation Center and will act for the best interests of its residents."

GRANADA QUARTERLY REPORT
April-May-June

GOVERNMENT

EVACUEE SELF-GOVERNMENT: During this quarter a new council has been elected under the revised divisions permitting an Issei to serve on the Community Council. Although the question of permitting Issei representation on the council was discuessed at length at the time the original Charter was being set up the community only saw fit to elect four Issei on the council at the June election. It was anticipated that between eight and ten members would be elected to the new council, but the block manages refused nomination to run as councilmen.

The opinion handed down by Mr. Glick that all license fees collected by the community council should go as miscellaneous collections into the U. S. Treasury was a distinct disappointment to the council. The provision for licensing Consumer Enterprises by the council was taken into consideration when the by-laws were drawn up by the Cooperative. The Co-operative people felt that since they would pay a license fee up to $1000. to the Community Council that the Community Council would then be in a position to do certain types of welfare work for the community as a whole. It would not be necessary for the Co-op to reserve any special funds for this purpose. Consequently the distribution of the profits of the Co-operative Association could be reserved for two distinct puuposes; patronage refunds and educational funds for the members of the association. It is recommended that no major change in policy effecting both Community Government and Co-operative be made in the future unless absolutely necessary because of the inter-relationship of these two agencies.

THE JUDICIAL COMMISSION has had very few cases to handle because of the very few violations of the provisions of the Charter. The punishment provided through fines will likely be used very little because of the provision that such fines levied and collected will go into the U. S. Treasury.

No types of cases have come to the attention of the council which would require the services of an arbitration commission.

COMMUNITY ENTERPRISES: The total sales of the Community Enterprises has been fairly well maintained despite the inability to secure certain types of merchandise in adequate quantities. The Cooperative now has sold an excess of $25,000. membership shares and has paid out one dividend of some $5,000. and retained as return patronage refunds approximately the same amount. The ratio of assets and liabilities as recommended by the Washington office has been exceeded. The new store building for the Co-operative is practically half completed. This new building will provide one centralized operating unit. This facility will enable the cooperative to greatly reduce the number of employees, overhead expense, and should provide all the facilities necessary to enable the management to greatly reduce the selling cost attributed to salaries, and so forth.

REPORT ON COMMUNITY GOVERNMENT

July 1, 1944-Dec. 31, 1944

Announcement of the opening of the West Coast and center closing hastened the movement of Community Government to the third phase of its development with the felt need for a meeting of delegates from all centers to discuss common problems. This new assumption of responsibility was possible because of the commendable progress made in organization, function, and resulting prestige, during the past six months.

Community Councils have continued to extend their influence and increase their efficiency in many directions. The responsibility for transmitting the attitudes and thinking of the evacuee population to the administration and of informing the community of changes in policy and procedure has shown marked improvement, due largely to increased confidence and better organization. The legislative and judicial functions became relatively less important as they became regularized and accepted and as more significant problems appeared.

The role of the Community Council in the symbolic life of the community became increasingly apparent. The Councils at all centers organized and sponsored, in conjunction with other evacuee groups, memorial services for the sons of residents who had been killed in combat. The Councils also sponsored the erection of memorials and honor rolls to commemorate the living as well as the dead. Departing inductees were usually given formal recognition previous to their leaving for military duty.

The basic pattern of organization remained much the same but with some desirable modifications. The Committee system was changed at some centers to provide greater flexibility in selection of members. The utilization of non-Council members on boards and commissions became increasingly apparent as problems of a total community nature were assumed by the Community Council. At some centers, there was also a move to utilize a small executive group of the Council for liaison with the administration and for planning purposes.

Relations of the Councils with the administration, the community, and other evacuee groups improved greatly. One of the knotty problems at all centers has been the respective functions of the Block Managers and the Community Council. This problem was on its way towards solution with definite recognition on the part of administration and community that matters of policy and community welfare belonged to the Council. The Block Managers concerned themselves more with administrative problems, but assumed joint responsibility with the Councils in matters affecting all the residents. With minor exceptions, the period was one of cooperative relations with the administration and acceptance of mutual responsibility for the welfare of the community.

Major problems with which the Councils were concerned showed similarity from center to center. A shortage of manpower led to the creation of Manpower Commissions. The lack of qualified people was especially noticeable in the hospitals and Councils at all centers turned their attention to informing the

residents of the situation and attempted to recruit nurses' aides.

The opening of the West Coast and the pending close of the centers created many additional problems. Project Directors were quick to call together the Councils and to inform them of the lifting of West Coast exclusion. These meetings were also utilized to transmit all available information on conditions and policies. The response of the Council and Block Managers group to the task of disseminating this information was excellent. The new problems facing the residents, particularly those connected with the closing of the centers, began to be discussed through Council bodies. These discussions led to a proposal by the Councils at Central Utah and Colorado River for a meeting of evacuees from all centers. The responses were immediate and favorable, and as the year ended, there was a strong movement in this direction.

The Block Managers, although functionally part of the administrative organization are also an important segment of the total community organizational structure. Comment has already been made that relations between the Council group and the Block Managers group showed improvement due largely to a clear definition of their respective functions within the community and the working out of cooperative relations in meeting general community problems. It is to be expected that during the coming months, these two groups will become increasingly complementary and less competitive in their relationships.

COMMUNITY GOVERNMENT AT THE CENTERS

COLORADO RIVER

The structure of the overall Community Council with subsidiary local Councils for each of the three units became more firmly established. There developed a clearer understanding of the respective roles of each with the result that the larger problems affecting all the residents of a center became a responsibility of the Community Council. The Community Council established a Finance committee and a Movie committee. The Manpower Commission continued its considerations of manpower problems and made specific recommendations governing the number of employees in mess operations. The Judicial Commission was reformed and began operation on a high judicial level. The Council also was concerned with problems of sub-standard - milk and rise, the limitation of transportation facilities, regulation of persons having contagious diseases; the establishment of a memorial; the creation of a hospital fund; and relations with the Internal Security and the Police Commission.

CENTRAL UTAH

The new Council inherited difficult problems affecting the relations between the community and the hospital, the payment of overtime, and the recruitment of labor for repairing serious breaks in the pipeline. After a period of negotiation with the administration, satisfactory solutions were

found for all questions. It was agreed that all overtime should be cancelled, that assistance would be given in recruiting a pipeline crew, and cooperation extended to the hospital staff in a new program to give adequate health facilities. With these difficult problems out of the way, the Community Council and the administration worked cooperatively on many other matters. The Council established a Labor committee, with representatives from all operating sections, to discuss questions of manpower and labor relations. Memorial services, in cooperation with other groups, were held for soldiers killed in action. An active campaign in support of cases testing various aspects of the constitutionality of evacuation was initiated, and funds raised to assist the American Civil Liberties Union. The Topaz Council was also active in initiating an all-center conference.

GRANADA

The major efforts of the Council were in the direction of establishing satisfactory working relations with the administration. A number of problems arose in connection with the establishment of a Manpower Commission, relations with the Block Managers, distribution of minutes, and the rights and privileges of the Council, on which there were disagreements between the Council and the administration. Relations between the two groups were seriously strained on a number of occasions, but through this period, there gradually evolved a better understanding on the part of the administration, the Council, and the community of the functions of a representative body. Toward the end of the period, a movement was initiated for the election of the best qualified members of the community to the new Council. As a result of this and a better definition of Council responsibilities, the new Council was inducted into office with a spirit of good will existing between the administration and the community.

No mis-understanding on part of the Adm. as to what functions Council were.

HEART MOUNTAIN

Due to the administrative decision that the position of Block Coordinator was to be abolished, considerable confusion existed during the early weeks of the summer. This confusion was dispelled by an agreement that the Block Coordinators should be reestablished and elections were held in blocks which had previously failed to send representatives. The Council became involved in an intra-community split affecting Community enterprises. It initiated a referendum for the establishment of a scholarship fund. It also took the lead in establishing a center-wide committee to consider the problems which would arise following the announcement of the opening of the West Coast. This committee operating somewhat independently of the Council had a stormy career in its early stages, but soon developed into a responsible group discussing community problems. The Council gained considerable prestige for its foresightedness in organizing this committee when the West Coast announcement was made.

GILA RIVER

The principal problems with which the Canal and Butte Councils were concerned included juvenile delinquency, Japanese language schools, utilization of manpower, council reorganization, and collection of funds. Both councils established juvenile codes and established special boards to advise

on juvenile problems. This action had wide community and administrative support and quickly solved the problem. The inadvisability of formal Japanese language schools was presented to the Council by the administration with the result that there was acceptance of the administration's point of view. The Manpower Commission which concerned itself with recruitment, training, hours of work, and similar problems gained the respect of both administration and the community. The Councils also passed resolutions limiting collection of funds to a Red Cross and Community Chest drive each year. Activities of the two Councils and the administration were coordinated through the establishment of a Joint Executive Board which met weekly with the Project Director. The Council also reorganized the committee system with a view to permitting greater flexibility.

MANZANAR

The Block Managers through their Assembly and Town Hall continued to perform the function of representative government at this center. This body was concerned with many minor problems of center operation as well as questions affecting language schools, private enterprises, relocation, and recruitment of workers.

MINIDOKA

Several difficult questions were negotiated with the administration during this period. These included, discharge of all evacuee employees of the Community Activities section, the construction of the gymnasium, the disposition of the emergency crew, and the closing of the mess halls. Since most of these problems affected all or a large portion of the community, the period of negotiation was lengthy and time consuming. The Council protested the summary dismissal of Community Activities employees, negotiated the conditions of employment and supervision for the gymnasium construction, and recommended the modification of the order affecting mess hall operations. These negotiations were unsuccessful from the Council's point of view. A stalemate developed in the gymnasium negotiations with the result that all construction stopped. An entirely new Community Activities staff was recruited under administration direction. Organizational changes included replacement of Block Managers by Block Clerks and the appointment of a Fair Employment committee and a Manpower Commission.

ROHWER

The major problems of the Council included organization of community efforts for providing sufficient fuel for the winter months, recruitment of nurses' aides for the hospital, construction of additional drainage facilities, encouragement of further opportunities for meeting problems of youth, and serious consideration to relocation. The fuel problem was successfully met by a system of volunteer labor recruited from each block. An attempt was made to secure one nurse's aid from each block to work in the hospital. Support was given to the establishment of a youth center and increased activities for youth groups. The Relocation Planning Commission was reactivated with reconsideration of the larger problem of the Japanese in America.

TULE LAKE

No further attempts were made to establish a representative Advisory Committee. The Block Managers' organization gradually took on responsibility for representing the community and as a liaison group with the administration. The central staff was reorganized in July, and its name changed from "Civic Organizations" to "Block Managers Headquarters". Under this new arrangement, it organized the selection of a committee as spokesmen for Japanese Nationals, was concerned with many physical improvements within the center, held weekly meetings at which various administrative officials appeared, and sponsored sending presents to Japanese prisoners of war. Evidence of the increasing importance of the Block Managers' organization was senn in its willingness to serve as a channel of communication for new policies and procedures arising as a result of opening of the West Coast.

STKimball
2/14/45

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GRANADA PROJECT
Amache, Colorado

GR:CS:WRJ

April 21st, 1943

Mr. Dillon S. Myer
War Relocation Authority
Barr Building
Washington, D. C.

Dear Sir:

This will reply to Mr. Kimball's letter of April 13th in which he raises certain questions as to the policy of paying Community Government officials. We shall answer the questions as raised insofar as possible.

1. How many members on your Council?

   29

2. Which of these are being paid as Council members?

   None at present. In order that the Executive Committee of five members who are also Council members might function effectively, one or two members were carried as paid employees, but they were assigned other duties by the Chief of Community Services. They were carried by him as Co-ordinators and acted as liaison officers for the Chief of Community Services.

3. What non-Council evacuees are now employed in Community Government work and what are their duties and rates of pay?

   At the present time, there are no non-Council evacuees being employed in Community Government work on a full-time basis. The Chief of Community services has on his staff a Co-ordinator who works in a liaison capacity with the Block Managers. He also acts as an advisor to the Chief of Community Services in other matters and affairs which relate to the community as a whole. He bears a "C" rating and is paid $19.00 per month.

4. How many members on the Judicial Commission?

There are five evacuee members and three members from the appointive personnel.

5. How mahy of these are now being paid for this work?

None

6. How much time do Council officers devote exclusively to Community Government affairs?

The Council meets a half a day of eack week. In addition to this time, approximately a day a month would be spent on various committee assignments.

What are their duties?

The Council officers are to furnish the general leadership of the Council and to represent it before project officials and community bodies.

7. How much time do other Council members devote to Community affairs?

Approximately two days a month

What are their duties in addition to attending Council meetings?

Each Council member is assigned to at least one Committee on a special activity in the Center. The Committees make certain reports to the Council body as a whole at various times.

8. Have the duties of officers or the members of the Executive Committee of the Council been sufficiently time consuming to justify establishhng full time positions?

The Council at this Center has an Executive Committee of five. Only one officer of the Council body is on the Executive Committee. This Committee has sufficient duties to perform to justify the payment of two or three of its members. These members should, however be assigned to the Chief of Community Services

for such other duties or assignments as he might need to make. Perhaps they should be carried as Co-ordinators of the Chief of Community Services with assignment to the Executive Committee for such time as might be required.

9. What is your recommendation regarding the establishment of regular paid positions for:

a. All Council members?
We do not recommend that all Council members be paid.

b. Officers of the Council?
These officers should not be paid unless they are part of the Executive Committee and then only if they are assigned to the Chief of Community Services as Co-ordinators.

c. Members of the Executive Committee?
We do recommend that two or three of this Committee be carried as paid employees but assigned as Co-ordinators.

d. Members of the Judicial Commission?
We do not recommend that the members of the Judicial Commission be paid employees as such.

We have found that relocation activities of WRA has greatly affected the membership of the Community Council. There are elections and resignations practically every ten days. The average age of the Council members is gradually lowering.

We trust that the experiences of this Center are somewhat in line with the experiences of other Centers and that these questions may be of assistance to you in drawing up any future policies concerning the work of the Community Council. However, we do not feel that a different policy should be drawn up and approved by your office until various aspects of it are cleared with the Centers. We have adopted the Charter; the Ordinances have been approved; and a Judicial Commission appointed. Any unnecessary changes or

restrictions placed upon the work of the Council or the Judicial Commission will tend to discourage self-government within the Center.

Sincerely yours,

James G. Lindley
Project Director

WAR RELOCATION AUTHORITY

WASHINGTON

April 13, 1943

To: All Project Directors

From: Solon T. Kimball, Community Organization Adviser

The question of payment of members of the Community Council has been raised by a number of Project Directors. Present policy is to consider Council membership as an honorary position with the incumbents given freedom from their regular duties for Council affairs. This policy has been based on the belief that the Council should be considered as a public service and that to establish Council positions as regular jobs would create political plums with all the possible attendant evils. It is recognized, however, that the work of Community Government is of sufficient importance for the employment of qualified non-Council members on a full time basis. The number of such employees has been left to the discretion of the Project Director.

Councils have been in operation on most projects for a sufficient time to evaluate the wisdom of present policy. The questions on the attached sheet have been prepared to secure the experience and judgment of the projects on this problem. Some of these questions may not be applicable to your project and if so please indicate.

Solon T. Kimball

Attachment

1. How many members on your Council?

2. Which of these are being paid as Council members?

   What are their titles and duties?

3. What non-Council evacuees are now employed in Community Government work and what are their duties and rates of pay?

4. How many members on the Judicial Commission?

5. How many of these are now being paid for this work?

6. How much time do Council officers devote exclusively to Community Government affairs?

   What are their duties?

7. How much time do other Council members devote to Community affairs?

   What are their duties in addition to attending Council meetings?

8. Have the duties of officers or the members of the Executive Committee of the Council been sufficiently time consuming to justify establishing full time positions?

9. What is your recommendation regarding the establishment of regular paid positions for:

   a. All Council members?

   b. Officers of the Council?

   c. Members of the Executive Committee?

   d. Members of the Judicial Commission?