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FINAL PROJECT REPORT

PERSONNEL MANAGEMENT SECTION

ADMINISTRATIVE MANAGEMENT DIVISION

GILA RIVER PROJECT

RIVERS, ARIZONA



Lyston S. Black
Personnel Officer

FINAL PROJECT REPORT
PERSONNEL MANAGEMENT SECTION
Administrative Management Division
Gila River Project
Rivers, Arizona

A. Historical Development of the Section

The Personnel Management Section started out with a rather meagre beginning then like Topsy, it just sort of "grewed". It might be said that it had its origin on July 16, 1942 when a certain "Senior Clerk", named Lillian Everman entered on duty to process appointive personnel. appointments. However coincident with that happening was the birth of a gigantic "baby" called the Employment and Housing Division. After over a year of separate growth, they were merged together to become the Personnel Management Section.

Let us examine each development more in detail. Handling of appointed personnel was taken care of by the Administrative Division. The Senior Administrative Assistant and the Project Director (with the cooperation of higher authorities) appeared to have selected most of the early employees, while the Senior Clerk took care of Personnel transactions processed at the Project. The Regional Office in San Francisco wrote the journals and assisted with the details of processing appointments.

But the work on the Project gradually expanded as more responsibility was passed down from the Regional Office. On November 1, 1942,

the Senior Clerk became Assistant Personnel Officer, CAF-7, shortly thereafter journals were written at the Project and later, the payroll responsibility was so delegated.

On July 1943, a Personnel Section was established under the newly organized Administrative Management Division. The Division was placed in charge of an Assistant Director.

The Assistant Personnel Officer became known as Personnel Officer-- with no raise in salary. The Personnel Officer was given the full responsibility of transactions. This organization continued intact until the major change in October.

Organized July 20, 1942, the Employment and Housing Division, working directly under the Project Director, took care of the task of housing evacuees, organizing the employment set-up, and placement of evacuees. There was a very small appointed staff with unlimited evacuee assistance.

In January 1943, Evacuee Housing was transferred to the Welfare Section, and the employment section took over the beginnings of the Relocation Program. This organization remained intact until October 1943 when the Employment Division became the Relocation Division and all employment responsibilities were turned over to the newly organized Personnel Management Section.

B. Ultimate Organization

In October 1943 the far reaching change was made in the Personnel and Employment set-up. Thereafter it remained fundamentally the same throughout the remainder of the Project.

The Personnel Section was greatly enlarged and it became a major unit in the Administrative Management Division. All Employment, both evacuee and appointed personnel became the responsibility of the Personnel Section. Later on Staff Housing was added.

A full fledged Personnel Management Director was authorized, with the title of Personnel Officer, CAF-12. Reorganization was completed shortly after the present Personnel Officer came on duty on November 22, 1943.

The former Personnel Officer became Transactions Officer at the same grade and salary--CAF-7. The former placement Officer in the Employment Division became Assistant Personnel Officer with an organizational grade of CAF-11. A Personnel Technician was also provided. A full staff of evacuees was provided.

A personnel office was constructed in one end of the "annex" which housed the Administrative Management Division. It later developed that the arrangement was adequate and convenient. The overall size of the office was 20x40. Two private offices were provided--one each for the Personnel Officer and the Assistant Personnel Officer. In the same tier of offices a space was set aside for the Personnel Transactions Officer. Desks for evacuee personnel and Employment clerks were arranged in the main part of the office. A branch of Personnel Management to process evacuee employment transactions was established at Canal, the other camp.

In order to more clearly outline the work of the Personnel Management section it might be well to delineate its scope by stating the position description of the various officers who comprise the section.

PERSONNEL OFFICER Under the direction of the Assistant Project Director in charge of Administrative Management, directs and supervises the entire personnel management program on the center, advises on additional possibilities for employment adopted to the labor supply, directs the installation and operation of a testing program to assist in determining evacuee qualifications, supervises appointive and evacuee staff engaged in placement activities.

Assists the committee on vocational training and retraining to study occupational opportunities within the Center to determine what inservice training and vocational training is needed for personnel management purposes within the Center, and how it may be coordinated with employment possibilities outside of the Center. Ascertains trends in Employment, both of evacuees and appointive personnel, to anticipate and provide for turnover. Directs the operation of on-the-job training programs to provide for such turnover.

Directs classification, organizational and administrative studies designed to determine whether employees are performing duties assigned in standard position descriptions, whether standard assignments are adequate for needs of individual centers, and whether any revisions in the organizational relationships are desirable.

Consults with employees and representatives of employees on employment problems, difficulties and dissatisfactions. Assists in the organization of democratically elected, representative, evacuee Fair Labor Practices Board. Directs programs which, within the guiding policies of the Authority, will promote maximum employee satisfaction on the job.

Directs the installation of procedures and practices established by the Washington Office in all fields of personnel management, for both evacuee and appointive personnel. Directs the processing necessary to complete appointment of evacuee and appointive personnel. Supervises the establishment and maintenance of various records and statistics on personnel and the preparation of statistical reports.

ASSISTANT PERSONNEL OFFICER Under the supervision of the Personnel Officer, serves as Assistant Personnel Officer with specific responsibility for selection and placement of evacuee and appointive personnel in jobs throughout the Center.

In collaboration with the Personnel Officer ascertains in advance the programs and activities to be conducted on the Center and develops comprehensive plans for the employment of evacuee and appointive personnel.

Receives from Center officials requisitions describing type and number of positions to be filled on the center. Reviews employment records of available applicants, selects the best qualified candidates and refers them to the employing officials for final selection.

Supervises the maintenance of a complete occupational history file on employable evacuees. Is responsible for the organization, training and supervision of an evacuee placement staff including interviewers, receptionists, occupational coders and clerical workers.

Reviews grievances, complaints, and requests concerning work situation from evacuee and appointive employees. Personally conducts or directs the conduct of exit interviews to ascertain

reasons for and to reduce turnover. Recommends to supervisor, changes in employment and labor relation programs and policies.

Develops programs of non-financial work incentives designed to promote interest and efficiency among evacuee and appointive employees. Establishes a testing unit to test the qualifications of job candidates, including giving standard stenographic, clerical aptitude and other written, practical and oral tests. Arranges for administration of Civil Service tests to establish eligibility of evacuees for civil service positions.

Maintains contact with Regional Service Commission representative engaged in recruiting appointive employees for the Centers. Personally or through subordinates, interviews appointive job applicants, either in the centers or in neighboring communities, and prepares recommendations as to their employment or rejection.

PERSONNEL TECHNICIAN Under the direction of the Personnel Officer, directs a program of job analysis, administrative analysis and on-the-job training for the evacuee and appointive personnel.

As requested by division officials or on own initiative, undertakes studies of production records and analyzes work techniques to eliminate waste motion and introduces procedures which will provide for most effective possible use of evacuee and appointive employees' skills.

Conducts classification surveys to determine whether appointive and evacuee employees are performing duties conforming to those authorized in standard descriptions for their positions. Makes recommendations to reassign duties where employees have been misassigned

or recommends that request be made to Washington to have the new duties authorized officially. Periodically reviews ranking of evacuee positions in the compensation scale and makes recommendations for changes.

Studies organizational relationship and staffing problems and prepares recommendations to improve efficiency of operations. Subject to review, prepares recommendations and justifications for changes in standard organization charts or standard position descriptions for transmittal to the Washington Office.

Studies placement records to determine where labor shortages exist or will exist in the near future. Confers with Center training committee on various types of training to fill such positions including up-grading, retraining, apprenticeship systems, understudy systems and other methods of providing adequately for anticipated turnover.

PERSONNEL TRANSACTIONS OFFICER Under the direction of the Personnel Officer serves as the supervisor of transactions for both appointive and evacuee personnel.

Is responsible for the installation and review of the transactions procedures and personnel files and records. Recommends revisions through supervisor to the Personnel Management Section in Washington.

Serves as the authority for the Center on appointment of Civil Service and evacuee personnel, interpreting Civil Service rules and regulations, decisions of the Comptroller General, administrative instructions and other regulations and policies affecting personnel transactions.

Assists division officials in preparing requisitions for evacuee and appointive personnel and other documents required to initiate and complete personnel actions. Supervises the preparation and routing of

documents required for evacuee and Civil Service appointments, transfers, terminations, reclassifications, etc. Reviews documents prepared for completeness and conformance to Civil Service and/or agency requirements.

Directs the computation of leave and retirement data and the maintenance of attendance reports for appointive personnel. Directs the maintenance of files and records for both evacuees and appointive personnel. Is responsible for the preparation of periodic and special reports on appointive and evacuee personnel.

C. Appointed and Evacuee Employees

In order to take care of the employment and housing of the great influx of evacuees on their arrival, the following appointive staff was provided July 20, 1942 for the Employment and Housing Division:

Employment and Housing Officer, CAF-12, \$4600
Placement Officer, CAF-9, \$3200
Assistant Placement Officer, CAF-7, \$2600
Housing Supervisor, CAF-7, \$2600

Only two of these positions were actually filled however; those of Employment and Housing Officer and Placement Officer.

Just as soon, though, as the first avalanche of evacuees began to appear, large numbers of them were pressed into service--to take care of employment and housing needs. In fact by September 1942, there were 383 evacuees on the payroll for the Division.

Before assignment each evacuee applying for work was registered and coded with his occupational code.

Consequently, of the above number, many were interviewers, coders, and placement clerks; while a large proportion were used in housing. The number of employees in the Division gradually increased, well into

1943, with an all-time high of 532 on February 28, 1943.

During January 1943, the Division Chief was transferred to another agency and that fact in all probability precipitated the transfer of housing to Welfare. The Placement Officer, William Huso, became Employment Officer and a Leave Officer assisted him. Later Thomas I. Reynolds, became placement officer and this organization chart continued intact until a major change in Washington policy occurred in October 1943.

The previously known Employment Division became the Relocation Division and the Personnel Management Section was created to join together under one head the Personnel Section and all employment activities.

Appointed personnel in Personnel Management Section, shortly after its inception, were three in number: Personnel Officer, Assistant Personnel Officer, and Personnel Transactions Officer. The staff members followed out quite generally the job description of their particular position. Since the position of Personnel Technician was never filled, his duties were carried on by the Personnel Officer and the Assistant Personnel Officer.

Although the number of evacuee employees in the early stages ran as high as 500; still during the last two years only approximately 16 were needed. When available, around four were used for the clerical work incident to activities of appointive personnel, while the remainder were used in various phases of evacuee employment, such as Labor Relations Advisors, Placement, Leave and other clerical work.

On December 13, 1943, the active handling of appointive housing, along property responsibility, was turned over to Personnel Management.

The Personnel Officer was at that time appointed chairman of the Staff Housing Committee. Two evacuees took care of the detail work.

Because of the highly technical nature of most of the work in the entire section, and because of frequent losses, in-service training was constantly necessary.

There were at least three seriously acute periods in connection with Personnel Transactions. During the latter part of 1943, the Transactions Officer was stricken with a lingering illness and finally resigned.

There was no Transactions Officer for several months but we finally succeeded in securing a transfer from Jerome. She stayed for about a year, then unexpectedly married and left. To make matters infinitely worse, Relocation had begun to make serious inroads on the office, in that both experienced evacuee transactions clerks secured outside positions and relocated.

An attempt had been made earlier to circumvent such an eventuality by appointment of an experienced Transactions Officer to be a Relocation Advisor. The Relocation Program Officer agreed, at the time, to release her should necessity arise. When the critical time came though, it developed that she fitted so well into the Relocation picture, that he refused to do so.

In the meantime, Washington approval had been granted for the appointment of a Personnel clerk. A highly intelligent commercial teacher, with a Personnel background, was placed in line for the position. However, because she was needed at the time so desperately to finish the school term, she was not available.

About this time a married woman on the Project, with some Personnel experience was drafted as Personnel Clerk.

She carried on "manfully". It was necessary for her to do much of the paper work herself. When evacuee typists were recruited, with great difficulty, they relocated shortly after they had a smattering of training. She struggled along for about six months during which time she became Transactions Officer. About that time, Washington approved a second position of Personnel Clerk and answered our request for clerk-typists by creating a Personnel Clerical Pool--a far-sighted move.

In the meantime, active recruiting was started for two Personnel Clerks. One was finally secured by transfer from Chicago but much delay was incident to the transfer. Another Personnel Clerk was secured from private industry. After these clerks had been here less than a week, the Transactions Officer felt obligated to leave because of illness of one child and her desire to start the others in school.

Needless to say, neither of the clerks had received any WRA training, and while one of them had spent considerable time as Personnel Clerk, in the Navy, her experience there did not coincide with her duties here. Since she was not able to assume the duties of Transactions Officer, an endeavor was made to secure one.

Recruiting did not produce a Transactions Officer and so finally a Personnel Clerk was secured, on a 90 day loan basis, from the Indian Agency in Chicago. While it developed that she had not had recent transactions experience or any experience with WRA, still her stay assisted materially.

Shortly after she left, on December 15, 1945, one of the Personnel Clerks was promoted to become Transactions Officer.

Even though a part-time clerk-stenographer was pressed into service because of numerous personnel changes and the vast amount of detail work, the number of workers was inadequate.

Near the end of the Project, especially, there was considerable difficulty with the evacuee employment unit. Even though the key evacuee personnel had expressed the desire to stay as long as possible, an appointive clerical employee was placed in the unit. This was done so that she could paper work procedure and take over in an emergency. However, almost coincident with the early relocation of key evacuees, the understudy resigned. The "green" employee drafted for the job was "swamped" with numerous terminations and other changes.

Practically the same difficulty was experienced with Staff Housing. Request was made to Washington for an appointive Housing Manager. Coincident with approval and securing such an employee, the evacuee superintendent and clerk relocated. After serving approximately a month, the appointive Manager "went over the hill" and it was necessary to secure a replacement.

Another material change which caused considerable inconvenience, right at the critical time, was the closing by the Civil Service Commission of the Phoenix District Office. Drastic curtailment by Civil Service Commission threw an enormous amount of work in the Regional Office so that prolonged delays have prevailed with all actions requiring approval.

D. Functions and Services of the Section

(1) Appointed Personnel

(a) Recruitment and turn-over Problems On June 22, 1943,

Mr. Leroy Bennett, Project Director, wrote a letter to the Director saying

that he was "very much concerned about staff vacancies and that he didn't know what could be done". Conditions remained critical until near the end of the year.

After the appointment of the Personnel Officer, November 22, 1943, one of his most pressing jobs was the recruitment of personnel. Weekly lists requesting eligibles for vacancies, were sent to the District Office of the Civil Service Commission at Phoenix. Whenever any leads were furnished by the Commission, they were followed through.

Labor shortage became more and more critical, throughout the Nation, as the war progressed; so efforts were intensified even more to maintain the necessary complement of staff members. Pre-arranged recruiting trips with publicity were made to Phoenix and Tucson to arrange for interviews with prospective employees. Both the offices of the Civil Service Commission and the United States Employment Service were contacted. It was found that employees of the Civil Service Office were so busy with detail work that sometimes desirable applications were not submitted to the Project. Consequently, every opportunity was taken to visit the offices and look through filed 57's. A number of good employees were secured in that manner.

Members of families on the Project were carefully considered for possible efficient workers. Cooperation of appointive personnel to write to friends was encouraged with good results. Unemployed on the Project were encouraged to "brush up" on typing etc., so that they might be able to fill positions in the future. For instance, throughout practically the whole period, the Civil Service Commission could make no referrals for the position of telephone operator. Yet despite the

turn-over, sufficient operations were developed on the Project.

Towards the middle of 1944, the situation of recruitment was well under control and vacancies, as a usual thing, were anticipated and ordinarily rather promptly filled.

It was not until around the middle of 1945 that the situation became seriously critical. Evacuee office helpers, relocated in droves. Supervisors had not anticipated that they would leave so precipitously and consequently had not requested appointive positions for clerk-typists.

Finally Washington established a clerical "pool" in the Personnel Management section. Furthermore, authority was granted to the Project recruit clerical workers any desired grade.

Both of these moves were well considered. It made possible the recruitment of clerical workers, whenever available, then they could be detailed or assigned as needed. Project control of grade was especially convenient, since it was necessary to train or retrain clerical workers. In many cases they could not qualify with Civil Service for CAF-3 positions, but could be appointed as CAF-2. This was often true with women who had been married and had not been working for five or ten years.

There was a critical nation-wide shortage of clerk-typists and stenographers. An example of this became evident, even as late as the liquidation of the Marana Air Base. Appointive or Personnel Officers had requests for about 1000 clerical workers. Only about fifteen were desirous of transferring to other localities. This project succeeded in securing the transfer of three clerical and ten other workers.

Throughout the whole period, part of the battle of recruitment was "selling" the project to prospective employees.

(b) Orientation and Induction Training In most cases prospective employees were given information regarding the project before appointment was made. This was done by letter or word of mouth. An endeavor was always made to keep current housing and other data before the Civil Service and U. S. Employment offices so that they could talk intelligently about accommodations.

As an integral part of processing, orientation was carried on by the Personnel Officer. Everything possible was done to orient the new employee and get him "started off on the right foot"--to make him feel "at home". The theory was, that first impressions often have a lasting effect.

After the orientation conference, and the employee had been given pamphlets, giving data as to the Project and surrounding set-up, the employee was introduced to the Project Director, then to the Divisional Chief or his supervisor. The supervisor made him acquainted with his fellow workers and took appropriate means to start him out on his particular job.

(c) Appointive Staff Housing From early days at the Project a Staff Housing Committee made the assignment of Housing. Shortly after the reorganization of the Personnel Management Section, the Personnel Officer was made chairman of the Staff Housing Committee. Representative staff members composed the membership. Then a little later the Personnel Officer was given the responsibility for staff furniture.

Neither of these arrangements were desirable. Despite the fact that the Committee at meetings assigned all apartments, according to established priorities, still the Personnel Officer, was the butt of all criticisms from selfish and envious people, who might have resented the decision. Such unwarranted criticisms, in all probability, detracted from his standing and effective work.

Furthermore the position of Personnel Officer was a full time duty in itself. At times housing problems occupied at least one fourth of the time and detracted from required or desirable work.

There is no question but that there must be a very close connection between Personnel and Housing, but the details of housing and blame for assignments should not rightly fall on the shoulders of the Personnel Officer.

Because of the fact that the Project was isolated, with inadequate transportation, much attention was given to staff recreation. It was felt that some form of recreation was extremely important in order to maintain morale and work efficiency.

Consequently, the Assistant Project Director in charge of Administration Management and the Personnel Officer decided that something should be done about it. Possibly this was precipitated by the opportunity which arose to purchase a pool table. This was done by soliciting loans of \$5.00 from various staff members on the promise of return. They were later reimbursed from profits derived from use of the table. Thereafter use of the table was free.

WELCOME TO OUR "big family" at
GILA RIVER PROJECT -- we want you to

"know the ropes" and feel at home!
-- GILA RIVER PROJECT --

Stay long and be happy!

After you "go through the mill"

WAR RELOCATION AUTHORITY
your appointment is made and you

Department of the Interior

wants to meet you. Your Division or

Section head will kindly arrange an

appointment and "help you along."

You have come to a nice place--

there are many fine people here. Con-

sidering the war and the general situa-

tion, accommodations are excellent. We

invite you to become a real part of the

Rivers, Arizona

WELCOME TO OUR "big family" at
GILA RIVER PROJECT -- we want you to
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Stay long and be happy!

After you "go through the mill"
your appointment is processed and you
get oriented--your Project Director
wants to meet you. Your Division or
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You have come to a nice place--
there are many fine people here. Con-
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Community.

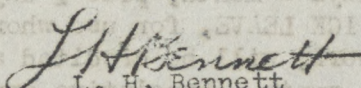
THINGS YOU WANT TO KNOW

1. FINGERPRINTS, MEDICAL EXAMINATION, PASS and MEAL PASS must be secured. Check with the Personnel Management Section.
2. EATS: Staff Mess Halls; at a cost around 40¢ each. Hours posted at Mess Halls. Turn in Ration Books when eating more than 8 meals weekly.
3. PAY: 1st & 15th. DEDUCTIONS: Meals, Housing, Retirement and Bond purchases.
4. HOUSING: Room rent, \$5 to \$10 monthly; apartments critical but when available \$20. or \$22.50 monthly.
5. STORES: Appointive Personnel store; vegetable market. Quarterly dividends. Beauty Parlors, Laundry Service.
6. SOCIALS: Recreation Hall available. Dances weekly. Card parties. Active Women's Club.
7. CIVIL SERVICE: In most cases, appointments are War-time Indefinite. Unless appointee already has Civil Service Standing, he must serve a 12 months TRIAL PERIOD. Regular employees will be credited with leave of 2 days a month, plus $\frac{1}{2}$ day at end of quarter. SICK LEAVE, for use when incapacitated for work, will be credited at rate of $1\frac{1}{4}$ days a month. Appointive employees are rated by EFFICIENCY RATING SYSTEM.

8. HOURS of WORK: 8 hours daily--48 hours weekly.
9. HOSPITAL FACILITIES excellent. Accredited SCHOOL SYSTEM.
10. PROPERTY: You are responsible for Government Property that you use.

GENERAL INFORMATION

1. RIVERS (Pinal County) consists of approximately 10,000 evacuees and 200 Appointive Personnel. TWO CAMP SITES: Canal and Butte--4 miles apart.
2. LOCATION: 47 miles South East of Phoenix; Tucson 87; Mesa 28; Chandler 22; Casa Grande 24.
3. CLIMATE: Ranges from 26° in Winter to 117° in Summer. ELEVATION: 1500 feet.
4. PROJECT: Comprises approximately 17,000 acres. Around 7,000 acres are under production. Annual agricultural production is over \$1,000,000. Numbers fluctuate but there are about 12,000 poultry; 2,500 hogs; 2,000 cattle; 90 dairy cows.


L. H. Bennett
Project Director

At the same time it was decided to establish a Staff Canteen in the Recreation Hall to handle "smokes", drinks, candies and other articles which might be desired by Appointive Personnel. This was in addition to a Staff Cooperative grocery store which previously had been established by the Community Enterprises.

Because of the critical shortage of such drinks as Coca Cola also tobacco and cigarettes, candies, and other desired items, a good deal of effort was required to start operation. Perseverance eventually bore fruit and a full line of stock was secured. The Canteen proved to be a great convenience and pleasure to the appointive staff, and undoubtedly influenced the morale. Since a fifteen minute "break" was taken at 10:00 o'clock and 3:00 o'clock, it was possible for employees to retire to the Recreation Hall for refreshment, and incidentally to discuss mutual problems.

It was decided that a full fledged semi-official Recreation Committee should be organized. Our plan permitted and urged all staff members and families to participate in all recreational activities and privileges, but the organization was underwritten by a Club, composed of those members who paid \$1.00 for membership. The set-up provided for a Board of Directors of five members, elected for staggering terms by a "town" meeting of the entire staff; then the Board elected a President and a Secretary. The Personnel Officer and Community Activities Supervisor were Ex-officio members.

A meeting of all appointed Personnel was called and the large enthusiastic gathering endorsed the plan and elected the Board. The Board appointed committees and a very active, extensive and well

developed program resulted which continued until towards the end of the Project. The Recreation Hall was remodeled and furnished.

There were frequent dances, card parties, all kinds of games, etc. Profits from the Canteen were used to buy desired games and other items. For instance, although it proved a losing proposition, a Sunday night moving picture show was established. This was an especial pleasure to those who could not leave the Project for the week-end. The recreational program was calculated to provide entertainment for every Caucasian on the Project--including children, and helped immeasurably in fulfilling its purposes.

D. (2) Evacuee Personnel

(a) As is pointed out in the attached report by the initial Placement Officer, who later became the Evacuee Employment Officer (then Relocation Program Officer) the first evacuee arriving at the Project were placed into needed jobs, very much in a volunteer basis. Housing and food and the inevitable government typing had to be taken care of; so these classes of personnel were pressed into service first. Then immediately came transportation, community police and fire protection, community activities and a constantly increasing number of jobs of every description.

An Employment Office was opened and slips of paper were first used as assignment slips. These showed date of employment and type of work. In many cases oral assignments were made.

Recruitment was very much of "catch-as-catch-can" affair, with recruiters springing up in Mess Operations and other important units. At first, the Divisions did the major part of the recruiting by producing the employee

and requesting his assignment.

(b) Historic account of programs developed Gradually a semblance of order appeared out of chaos. Workers were registered and coded according to the practice and standards of the U. S. Employment Service.

Toward the end, Divisions or Sections filled out requisition blanks for required workers and turned them over to the Personnel Management Section. Whenever a particular worker was desired his name was inserted thereon. In most cases these suggestions were followed. However, as time progressed, every effort was made to follow out best employment practices, fitting workers into positions requiring their established skill second and third skills, or job experience were established and a constant endeavor was made to fit a man into the job he was the best qualified for, providing there was a call for that type of work. From the very beginning though, a great deal of resistance was encountered from workers who were anxious to work as they pleased, regardless of previous work experience. There were several motives behind this: In some cases workers were endeavoring to lift themselves out of positions of a menial nature, which carried a social stigma. They were expressing a natural desire to learn other skills for future work outside of the Center; in other cases, workers were looking for "soft" jobs--or those in which physical surroundings were more pleasant.

There was resistance too, from the employing sections; workers were demanded regardless of the picture as a whole--either to get the job done, or from evacuee pressure. Workers very often wanted certain friends to come to work in the particular unit.

Assignment and termination slips were required, with copies to the worker, the section involved, the Personnel Management and Finance Section. A practice often occurred, until the system was well established, for men to go to work without the formality of requisition or an assignment slip. Regulations, with "teeth in them" were promulgated, requiring prior approval of assignments by the Personnel Management Section. Strict enforcement was necessary before the evil was remedied.

On September 12, 1942, three groups of workers established: Group I, \$12.00, apprentices and trainees, Group II, \$16.00, Common workers, Group III, \$19.00, Supervisors, Professional people and those required to do difficult or disagreeable tasks. However, no one was placed in the \$12.00 group until very much later in the program.

In the early part of 1943, it became very clear to the Personnel Management Section that an intensive trainee program was highly desirable. At the same time Washington renewed its interest in such an undertaking. It was anticipated that there would sooner or later be a labor shortage because of relocation. It was felt also that employable skills should be developed, primarily to assist in Relocation. A revitalized committee was appointed and an intensive program was developed. The resultant training proved to be of great advantage later on.

There were 3954 evacuees on the payroll on October 1942. Then on November 14, 1942 a directive came out which suggested that an effort be made to provide work for everyone who desired it. About that time too, a camouflage net factory was established which hired workers at \$150.00 a month. These two developments later on caused much "grief".

It appears that there was a sigh of relief on May 26, 1943 when the factory closed. However, damage was done, since the higher wages tended to accentuate the low wages prevailing, establishing poor work habits. Furthermore, on June 1943, when the policy changed and it was directed that employment be cut from more than 6000 employees to 4200, some resistance among evacuees developed.

Without going into details, it might be said that a certain amount of uneasiness and resentment prevailed at the time of the cuts which occurred each six months thereafter. Ceilings were established for each project by Washington, effective at the beginning of each budgeting period. In most cases the ceiling was approximately the number of men requested by the Project. At times it was rather difficult to stay within the ceiling, but undoubtedly a good purpose was served.

In the latter part of 1944, a Man Power Commission composed of appointive and evacuee members was formed. Further details will be shown later under D (2) (d).

(c) Evacuee Employment as effected by relocation The ever increasing effect of Relocation was to syphon off the best workers. Naturally the most qualified active men and women relocated as soon as their own particular case permitted them to do so. Those who had no ties on the Pacific Coast, naturally relocated first. Then when California and coastal localities were thrown open, substantial people began to carry out their plans.

Despite the fact that all unnecessary activities were closed down as soon as practicable, the pinch of not having an adequate supply of efficient workers became more and more acute. Naturally this was

especially true with experienced or skilled workers.

The pronounced tendency was for young and middle aged men, then women to relocate. This gradually brought about a preponderance of women and old men. As relocation was intensified, young and middle-aged women left in droves leaving children and old people, and cripples.

For obvious reasons, workers always flocked to the mess halls. So as soon as labor shortage began to show itself, when possible, workers were diverted from mess halls. Cooks and assistant cooks were permitted at any age but, as far as possible, it was required that women operate the mess halls---thereby freeing able bodied men for more arduous duties.

Furthermore, as much pressure as possible was brought to bear to clear the mess halls of experienced or qualified office workers and girls who could serve as nurses aides. During the later stages, there were never enough nurses aides. This was especially true with attendants for the TB ward. Block Managers, the Council, the Manpower Commission and other evacuee influences did what they could to assist in recruiting. But there was little they could do for the TB ward--so great was the fear of the dreaded disease. The only way this ward was manned at all was by demanding that relatives of the patients take over the responsibility.

But the most crying need of all was for stenographers, typists, finance and property clerks. When one of these girls with a good education, left without warning, a job she had filled for a couple of years, there was indeed a shocking loss. Earlier training programs

assisted but sooner or later virtually every office on the Project was effected.

Two factors seemed to precipitate the situation on this Project:

1. A welfare regulation which started the feeling that the last month's salary would be deducted from relocation assistance; so the query was, "why work"? 2. The almost Project-wide practice of a "pre-location rest". Even if a worker didn't terminate, his morale was "shot"--and his efforts in most cases were desultory--to say the least.

The only cure was the recruitment, as soon as possible, of appointive personnel.

(d) Historic account of labor relations. Fortunately no strike, work stoppage or major labor disturbance occurred at Gila Project. In the early stages there seemed to be considerable unrest. This was especially evident during the summer of 1943, coincident with labor cuts and prospective cuts. Still no important stoppage occurred. There was considerable agitation in early 1944 when a drastic cut of janitors was suggested by Washington. A series of meetings of representative staff members and evacuee representatives finally ironed out the situation. In this case Council Members had made the mistake of taking a contrary stand and committed themselves to stand by the janitors. They then felt that they could not alter their stand without losing face.

Because Washington had early requested that a Fair Labor Practices Committee be established, and as an aide in case of labor disturbances, or threatened troubles, representative staff members and representatives of the Community Councils and Block Managers, after many meetings and

much discussion, promulgated a plan for such a committee.

Just as arrangements were completed to put the plan into effect, Washington made an announcement that there would be a Personnel Conference in Denver. Because of the importance of such a plan, it was felt advisable to await the conference for further guidance. It appeared at this Conference that no definitely proven plan had been devised or installed by any other Project. Many ideas were expressed, some of which were discouraging. For this reason, nothing was immediately done on return, except further discussion.

All of these discussions, though, served to crystallize action later on. In accordance with a further suggestion from Washington the Gila Manpower Commission was organized on September 15, 1944.

Staff representatives were appointed by the Project Director and evacuee representatives were selected by him after consultation with evacuee leaders in the two committees.

At the initial meetings, organization was effected and there were general discussions and a meeting of minds on the following points: (1) Certainty of future man power shortages in view of relocation and army inductions. (2) Reclassification and re-assignment of workers to utilize their highest skills. (3) Utilizing women and high school students more advantageously (4) Establishing labor priorities on an activity level.

Since evacuee members expressed willingness to assume a large portion of the burden, both in molding public sentiment and implementing the manpower program, and since the Manpower Commission was too large and unwieldy for frequent meetings it was decided practical and safe to establish a Manpower Executive Committee, primarily of evacuees.

This Committee was composed of five evacuee members, three from Butte and two from Canal Camp. Two appointed staff representatives, the Personnel Officer and Assistant Personnel Officer were appointed to sit with the Committee, ex-officio.

Regular meetings of the Executive Committee were held weekly. Among the matters acted on by the Committee are shown below:

- (1) Established and gained Administrative and Community approval for the allotment of available labor on a priority basis. All activities were grouped under: (1) Essential; (2) Necessary; (3) Desirable.
- (2) Fixed a minimum age limit for all male mess hall assignments excepting Chefs, Cooks Helpers and Pantry Clerks. This was set at 50 years.
- (3) Approved and assisted Personnel Management in transferring all qualified girls from mess hall work to suitable office assignments.
- (4) Largely responsible for settling a labor grievance arising on one unit of the farm. (Men had been working every other day and threatened to strike if required to work full time)
- (5) Assisted in satisfactorily arranging mess hall hours.

Policy adopted by the Committee in formal session as reflected by the minutes:

- (1) That Section and Division heads survey activities conducted within their units to assure that available man power is being efficiently utilized.

- (2) That timekeepers be closely supervised so that accurate reporting of absentees could be had.
- (3) That swappers handle merchandise more carefully to prevent damage and that deliveries be placed as desired by the receiving unit.
- (4) That Sections and Divisions use proper procedure when the transfer of workers is desired.
- (5) That workers proselyted from other activities without prior approval of Personnel Management be denied transfer privileges.
- (6) That all workers be required to work a full 44 hour week.
A statement to this effect was carried in the Center newspaper.
- (7) That the Canning, Tofu, Bean Sprout and Furniture Repair Units either increase efficiency or be closed.
- (8) That frequent visits be made to operating units for informational purposes and to observe the efficiency of work.
- (9) That operating heads make every effort to give more attention and time to supervision of their units.

It would be well to emphasize that special labor problems, such as limited financial incentive had a constant influence on work production. As a usual thing there was a tendency in the minds of the evacuee to feel, "Well, I'm only getting \$16, why do more than that much work". Or, "There is no chance for a promotion, why kill myself". The presence of "No, no boys", as well as the other conditions prevailing without doubt made some of them feel "I'll stall as much as I can".

In order to endeavor to minimize these tendencies, the Personnel Management Section pointed out, on all appropriate occasions, that \$16 or \$19 was not the total wage; that food, rent, clothing allowance, medical care, illness and injury compensation, leave benefits, and other privileges might well bring the net saving to a figure approaching what an average person might save on the "outside".

The Personnel Management Section felt that certain general principles were worthy of consideration and practice:

1. The pangs of evacuation could not be erased but the fanning of this bitterness should be studiously avoided; and every thing possible done to "soothe" community opinion.

2. All "No, no" inhabitants should have been segregated (It is presumed that some of them were left because there was no suitable place to place them).

3. It was an integral part of the supervisors job to be ever mindful of labor relations in their units.

4. Supervisors should avoid making definite arbitrary decisions on debatable matters without adequate consideration.

Once a decision is made, the position is weakened, and a bad precedent is set, when it becomes necessary to make a change. This is especially true in dealing with Japanese psychology.

5. Every effort should be made to build up the confidence and loyalty of evacuee supervisors.

6. By the same token, effort should be made to establish the leadership and prestige of the evacuee supervisor.

Meetings should be held at appropriate times. Supervisors should

make frequent visits to the job or field.

7. Supervisors should do everything appropriate to foster pride of accomplishment.

One of the best farm units at Gila was supervised by a nineteen dollar farm foreman who pays an Income Tax of \$3500 a year. His incentive was the pride and joy of accomplishment.

8. Certain factors were considered helpful in labor difficulties;

A constant endeavor should be made to prevent incidents from reaching a point that a commitment is made against the administration. If such a promise is made, leaders must fight to "save face". If there is a channel of appeal, very often leaders can refer the applicant, thereby avoiding actually taking sides. At this Project, leaders were encouraged to "talk the matter over" with the Personnel Officer or chairman of the Executive Committee of the Manpower Commission. Then when desired he could take it up with the Executive Committee.

(e) Programs or problems peculiar to closing of Center In the early stages of closing the Center, all efforts were concentrated on assisting the Relocation Division in bringing about prompt efficient Relocation. Since there was a close connection of welfare and evacuee property to Relocation, activities naturally accelerated in those sections.

After relocation was completed, efforts were concentrated on closing the sections pertinent thereto. This involved writing narrative reports, the consolidation of files and forwarding them to Washington.

In fact one of the important jobs for all sections has been to consolidate the files and forward necessary records, along with the writing of narrative reports.

The call for clerk-typists and clerks increased during the closing period. As has already been stated a constant effort was required to furnish the necessary clerical help. The sections requiring most of this class of workers in the later stages of the closing periods, were Finance and Property.

In order to consolidate and handle property, the Property Section required a large number of laborers. Fortunately we developed an adequate supply by using primarily Indians who lived on the Pima Reservation. The peak of the use of laborers was 80.

During liquidation, units or sections were closed and consolidated as soon as possible. Stenographers or typists were used by adjoining offices so as to insure that they had a full day's work. In some cases typists did piece work for other sections.

(b) Statistical summary of employment Since some of the files of reports were prematurely destroyed, it is not possible to give a complete statistical analysis. However, the attached sheets will convey an idea as to the changes in employment, with relation to population and employment of sexes.

EMPLOYMENT STATISTICS - GILA RIVER PROJECT

Date	Total Emp. Incl. Comm Enterprise	Men	Women	No. of Residents	Male	Female
Sept. 30, 1942	4204			11,553		
Oct. 31, 1942	5487	3658	1829	13,233		
Nov. 28, 1942	5909	3985	1924	13,253	7210	6043
Dec. 31, 1942	6148	4168	1980	13,340		
Jan. 30, 1943	6375	4273	2102	13,329		
Feb. 28, 1943	6587	4414	2172	13,293		
Mar. 30, 1943	6786	4541	2245	13,257		
April 24, 1943	6847			13,081		
May 15, 1943	6719	4531	2188	12,860		
June 30, 1943	5989	4032	1946	12,357	6606	5759
July 31, 1943	5521	2732	1789	12,214		
Aug. 31, 1943	4753	3349	1404	11,902		
Sept. 30, 1943	4701	3210	1491	11,683		
Oct. 31, 1943	4018	2664	1254	9,619		
Nov. 30, 1943	4263	2808	1454	9,730		
Dec. 31, 1943	4306	2887	1419	9,727		
Jan. 31, 1944	4295	2899	1396	9,673		
Feb. 28, 1944	4216	2841	1375	9,641	5067	4574
Mar. 31, 1944	4102	2758	1344	9,279	4900	4379
April 17, 1944	4045	2720	1325	9,156		
May 20, 1944	3939	1981	1310	8,854		
June 17, 1944	3810	2473	1337	10,186*	5296	4890
July 29, 1944	4185	2722	1463	9,942	(*Jerome Transfers)	
Aug. 26, 1944	4160	2688	1472	9,708		
Sept. 30, 1944	4013	2555	1464	9,277		
Oct. 21, 1944	3896	2470	1441	9,265		
Nov. 25, 1944	3925	2479	1455	9,429		
Jan. 27, 1945	3817	2424	1333	9,409	4954	4455
Feb. 17, 1945	3716	2408	1310	9,228		
Mar. 31, 1945	3703	2389	1314	8,922	4726	4196
April 28, 1945	3430.5	2213.5	1216.5	8,642	4586	4056
June 30, 1945	3261.5	2028.5	1233	7,684	4091	3593
Aug. 4, 1945	2819.5	1778	1041.5	6,436		
Sept. 1, 1945	2382	1511	871	4,949		
Nov. 1, 1945	207	145	79.5	655		

Three census charts are included showing a developing tendency as relocation progressed. Comparatively there was a growing scarcity of men between 20 and 39, and an increasing number of old people and children. Another handicap was that more and more people were left behind who were aliens.

The significant fact was that a relatively small number of workers were required to look after a population with a large number of old people and children. This tendency naturally became more acute as time progressed.

E. Closing Operations During the closing operations of the Project, an endeavor was constantly made by the Personnel Management Section to thoroughly cooperate with the other sections. At frequent intervals, conferences were held with section heads to check on their present and prospective supply of personnel. When changes were anticipated attempts were made to effect an adjustment so that surplus employees would be reassigned or detailed to sections that more urgently needed them. When enough employees were not available, new employees were engaged coincident with the need.

Although the Personnel Management Section was extremely busy, throughout the closing period, still the employees of the section improved every opportunity to clear up past work and to anticipate necessary closing duties. Besides the usual number of Personnel transactions it was necessary to clear the files, bring Leave and Retirement Cards up to date and to endeavor to answer 10,001 questions of appointive personnel--many of them were bewildered and nearly all uncertain as to their future life status. A second relocation process was indeed necessary with the Personnel--more difficult in some ways, since every thing possible was done to fit our employees into new jobs.