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Final Report -- Community Management Division

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FINAL REPORT

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COMPILED

BY

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CHIEF

COMMUNITY MANAGEMENT DIVISION

GRANADA RELOCATION CENTER

AMACHE, COLORADO



Granada Relocation Center  
Amache, Colorado  
December 13, 1945

M E M O R A N D U M

To: James G. Lindley, Project Director.  
From: W. Ray Johnson, Chief, Community Management Division.  
Subject: Final Report, Community Management Division.

In submitting this report I should like to express my deep appreciation to you for the kindness, sympathy, and consideration shown me in my efforts to carry out one of the most difficult assignments under the W.R.A. program. My work has been difficult, but for the most part it has been challenging. It is a great consolation to me to know and feel that the Granada Relocation Center was one of the best administered of all W. R. A. centers. Public relations with the evacuees were good. To their leaders, I owe a great debt of gratitude.

If in the future I am able to serve with you, I shall consider it an opportunity.

Sincerely,

*W. Ray Johnson*  
W. Ray Johnson



COMMUNITY MANAGEMENT DIVISION  
FINAL REPORT

When I considered asking for a position with the War Relocation Authority there were two questions which came to me. One was purely of a selfish nature and perhaps all employees asked the same question: "How much can I get out of it?" There was a second question, however, which I asked myself which might not have been so widely asked but should naturally follow the first, and this, too, is a simple question: "What can I contribute to the evacuees and the personnel with whom I shall be closely associated?" From the organizational chart (often revised) I could see that the job in Community Management would present an opportunity to meet the evacuee upon various levels of activities. Some of these contacts promised to be very intimate and, I knew from past experience in working with people, would require the very best efforts one could give. Salary alone would not be sufficient to hold an employee unless other compensations existed within the job itself. Just how exacting the job was is borne out in the fact that for over six months the writer has been the only Chief of Community Management who began the work at the time his respective relocation center opened and remained to finish the job.

It was my conviction at the time I arrived at Amache that I could make definite and specific contributions to the evacuees in the following ways:

1. Help them preserve their personal dignity
2. Help them maintain and foster their spiritual growth
3. Increase their faith in the principles of democracy and the democratic way of life.

The extent to which this conviction could be translated into obtainable objectives would, in a large measure, be an index into the ability of the local administration to secure and maintain a peaceful center.

The odds on reasonable progress in obtaining these objectives were not too favorable. The treatment of the Japanese and the Americans of Japanese ancestry at time of evacuation, during the assembly center period, and during the initial period of some of the relocation centers, was contrary to all the fundamental principles of democracy. We witnessed, perhaps for the first time, the Federal Government discriminating against a section of its people, largely upon the basis of race. In all previous wars the Federal Government had never found it necessary to



discriminate against its people on racial grounds. To the American of Japanese ancestry, without a proved case of sabotage against them, it was unthinkable that they should be taken from their homes, their businesses, their social and religious environment, and placed in relocation centers. After all, were they not Americans? Persecution on racial grounds was Hitlerism. Had Hitlerism come to America, "The Land of the Free and the Home of the Brave?"

It was not to be an easy task to take these people and recondition them for the "Democratic Way of Life." Could they, in the face of the immediate past, become a self-governing community? Could they understand the meaning of democracy as they went to their barrack classrooms? Could they sit in church and understand the meaning of Christian brotherhood and world fellowship? Defeatism, political and social ostracism, economic instability were things to overcome or deal with if 7,500 people were to build a community, Amache, where peace, harmony, mutual respect and cooperation might prevail. The extent to which the evacuees and the personnel were successful cannot be evaluated wholly at this time; however, a few general observations can be made.

This center usually was in first place in the relocation of its residents and it was the first center to complete its task and close. There were no strikes or critical work stoppages. There were over 1,000 boys in the service from the center or whose relatives were in the center. There were no murders in the center and the crime rate was much lower in the center than in the areas formerly inhabited by the evacuees. There was no religious friction among the church groups and church attendance was better than in cities of comparable size. Two cooperatives were organized by the evacuees. Both were democratically organized and administered. One was a consumer type known as Amache Consumer Enterprise. It furnished all consumers goods and services to the residents of the center. Total sales for this enterprise were \$1,279,530.12. Patronage refunds averaged approximately 11% for each fiscal year of operation. The second cooperative was the Amache Recreational Association. It was a Belgian type cooperative and was the medium through which the evacuees secured for themselves the type of activities desired. Complete figures are not available for all years but the Income and Expense Statement for January 1, 1945, to September 24, 1945, reveals the following interesting data:

Net worth January 1, 1945 . .	\$2.776
Income, 1945. . . . .	5.127
Expenses, 1945. . . . .	6.778

This organization financed the recreational costs, materials and supplies, including films and athletic equipment for the center.



WRA spent less than \$1,000 for athletic equipment and supplies for general center use for the period 1942-1945. This is a record for all the centers. If this plan had been followed in all the centers, substantial savings could have been effected and a greater good, self reliance and democracy, could have added to the personal dignity of the group members. The center, as viewed from the evacuee angle, cannot be better illustrated than to quote from a report by Tomo Nishizaki, Secretary Block Manager's Assembly:

"Another important factor playing a greater part in shaping our peaceful community was the type and kind of project administration we had under the Project Director, Mr. Lindley. It goes without saying, a credit to his staff, especially Mr. Johnson, Assistant Project Director, who had direct responsibility in supervising the Community Council and the Block Manager's Assembly. The staff was understanding and sympathetic of the entire situation, for we cannot expect to build a model community without good administration and good people. Today, after nearly three years since the inception of the center, we can very well state that we had both." (Taken from Final Report, Community Government, Granada Relocation Center.)

In order to sketch briefly the problems, policies adopted and work of each section or unit under the Community Management Division, each phase of work will be handled separately.

My general responsibility was to coordinate the work of the various sections and to see that no area of community life or community responsibility was neglected. It, too, was my job to see that the residents of the center understood the functioning of the various units of the division and that their own organizations not only worked in harmony with each other but supplemented and complemented the work of these units. To fulfill this task I asked the temporary Community Council to appoint me three advisors, who would be capable to reflect the wishes and desires of the evacuees, and who would be able to maintain the respect of the community even though they were working in a very close relationship with the administration. This group worked very closely with me and helped greatly in obtaining my acceptance by the community. The administration's relationship with the Block Manager's Assembly was good throughout the entire period of the center. The relationship with the Community Council was good for the first two years, but when the Council lost the support of the community and began to buck the administration, relationships were somewhat strained at times. I worked very closely with the Ministerial Association and was able to help maintain a very good moral atmosphere in the center. At all times I tried to work with the residents to accomplish desired ends. There was no place for the dictator-type of administrator but a co-operator could get the support of the residents. I tried to keep myself in the latter category and held myself upon to visitation



and consultation with individuals or groups that might have problems which could not be resolved by their own efforts.

COMMUNITY ACTIVITIES - The general function of this section was to provide recreational facilities for an abnormal city with a population of 7,500. The job was extremely difficult because of the nature of the city and the complete absence of normal community organizations and physical facilities, together with disrupted home life of the people. The best trained recreational and social leaders were the first to relocate and the Nisei, in the absence of trained leaders, were exposed to an abnormal amount of social and cultural programs in Japanese and for Japanese because the best leaders remaining in the center were Issei and they fostered Japanese-type programs. Due to the communal type of eating and centralized health and bathing facilities, there was an extremely abundant amount of leisure time available to each individual. Home chores were practically nonexistent. The influence of the home, under camp conditions, was greatly weakened.

Mr. Soglow, Physical Education Instructor of the High School, was made available to do the preliminary work in organization and the promotion of an activity program for the first three months of center life. Practically all the program for this period consisted in outdoor athletics and dancing. Mr. Harvey E. Turk reported for duty in November, 1942, and under his leadership for the next two years permanent organizations were developed. An evacuee paid staff, numbering about 1% of the population, was maintained by the Unit for the first year. During the second and the succeeding years the staff was never over one-half of 1% of the population. The evacuee had, under the Amache Recreational Association, its own Board of Directors and block advisors or business committeemen. The Association elected its own officials and was the financial agency for the sectional activities. By direction of the Chief of Community Management all movie activities were handled by the Recreational Association rather than by the Consumers Enterprise as was the custom in most centers. The method of operation and the success of the Recreational Association was good. Self-financed activities at this center saved the War Relocation Authority thousands of dollars for the over-all budgetary expenditures for supplies and materials were less than \$1,000 for a three-year period. The indirect benefits of having a group provide for its own facilities developed a spirit of self reliance and initiative which led to mutual respect and cooperation, foundation stones for the success of any community undertaking.

Lack of adequate recreational halls was a hindering factor to the program. Never was over 50 percent of the halls available to the blocks for recreational purposes. Homes were not adequate for any



type of entertainment. Mess halls were utilized for block parties but their use was necessarily limited.

The low percentage of crime, juvenile delinquency, and anti-social behavior in the center would indicate that sufficient entertainment was provided to meet at least the elementary needs of all concerned.

PUBLIC WELFARE - All work in this section was carried on by one appointed social worker and two trained evacuee social workers until November, 1942. At this time Mr. John J. O. Moore arrived to head the section. The general function of the section was to administer the clothing allotment program, handle welfare cases through public assistance, and counseling. The housing unit was not assigned to the Welfare Unit until late in 1943. Relocation counseling became a direct responsibility early in 1945. Some work in the field of juvenile delinquency was done from time to time but this was a very minor activity for the section. General resistance to the public assistance program was experienced because the evacuee identified it with relief and was very reluctant to be classified as a reliefer. In general, the section enjoyed full cooperation of the evacuees. Initially the head counselor of the unit was often at odds with other section heads in and out of the division. In the main his difficulties were brought about by his own personality. His interest in his own field was good. He found it rather difficult to accord the Internal Security Unit a place or part in the work with juveniles. His over zealousness for established concepts and methods in the field of social work made him appear narrow to his fellow workers. The second counselor, Jacob Gerrild, had no such difficulties and his relationships with the personnel were good. Housing presented no particular difficulty and practically all problems connected with housing were solved either by the block managers or in cooperation with the block managers. The care and attention given by the Welfare Unit to the evacuee was far greater than he will be able to receive in a normal community and some adjustment to this changed condition will have to be made as he returns to his new residence.

In general, the Welfare program was well administered. Cooperation upon the part of the evacuee committees was good. The Welfare Section's own evacuee committee, together with the Block Managers' Welfare Committee, gave excellent guidance to the section. The evacuee was able to maintain his own personal dignity. In general, he did not care for coddling or maudlin sympathy. Even though his cash income allowance was \$16 to \$19 per worker, and his older son was often in the army, the average number receiving public



assistance grants ranged from 6 to 10 percent with an average approximating 7 percent. The average expenditure per person per month at the local cooperative was \$6. Outside expenditure, including mail order business, probably averaged \$2 per month per person.

**HEALTH** - A standard army-type hospital of 150 bed capacity, provided excellent facilities for the center. In general the hospital was well staffed. The Principal Medical Officer with a supporting staff of five evacuee doctors, a Caucasian administrator, 7 registered Caucasian nurses, an X-ray technician, a dietician, two evacuee optometrists, a medical social worker, a sanitarian, five dentists and four pharmacists provided the technical staff.

The evacuee, in general, preferred not to work at the hospital. T. B. patients were greatly feared. The afternoon and night shifts were not desirable as work periods. Constant recruitment was necessary. The Block Managers Assembly organized a Doctor's Supporting Association (Koen Kai) in order to focus public attention upon the labor situation at the hospital. Through monetary gifts and pressure, this organization was able to see that help was available to meet at least the essential labor requirements.

The hospital received considerable criticism from the evacuees. Not all of it was justified. Hospital services were free and there was a great tendency to make free use of services offered. The evacuee doctors were rather strong for hospitalization of patients, consequently the case load was often relatively high for the population concerned. Public relations were greatly improved after the Chief Medical Officer agreed to the Block Managers' request for an evacuee coordinator. Mr. Okuno, the coordinator, had had previous hospital experience and was a great help in handling the complaints of the evacuees.

The early organizational set-up as concerning the hospital and the Community Management Division left much to be desired. Lines of responsibility were not too clear. The Health Unit desired to be a division and work independent of the Community Management Division. Unfortunately this desire had support from high quarters until July 1, 1943, when the local Unit was informed that it was a section under the Community Management Division. This new arrangement was not always respected by the Chief Medical Officer of the Washington staff nor by the local Medical Officer. Much embarrassment could have been avoided and much better administration could have been possible had a better organizational set-up been provided and followed from the beginning.



INTERNAL SECURITY - The problem of this section was to maintain peace and order in the center. There was a small Caucasian staff supported by an evacuee force equaling roughly one evacuee police to every 200 people. The general policy was to follow accepted principles of American jurisprudence. No person was to be accused falsely and all witnesses were required to testify in the presence of the accused. Crimes committed, ordinarily handled in state and county courts, were in almost every instance submitted to these courts for processing. No jail was constructed for the project, neither was the Project Director persecuted or sacrificed by requiring him to act as judge and prosecutor. The Chief of the Internal Security worked closely with the Community Council and the Project Attorney in drawing up a set of ordinances for center use. The general desire of the people was for a quiet and peaceful center and their cooperation was secured. The Community Council provided for a Judicial Commission to hear cases involving the violation of the center ordinances. Membership on the Commission was by appointment. Evacuees were appointed by the Community Council and the Caucasian members by the Project Director. The efforts of the commission were disappointing. There seemed to be a general feeling on the part of the members of the commission that no one in the center should be censored or given any type of sentence which might prove embarrassing to the offender.

The Internal Security Unit did more work for the center than its regularly assigned duties. All transportation of relocatees and visitors to and from the center was taken care of by the unit, with the exception of train load departure. All messenger service, including telegram deliveries, was taken care of also. The Chief of the unit cooperated with all agencies in special hearings, making contacts with the persons to be interviewed and furnishing necessary interpreters.

EDUCATION - One of the big problems which the project had was to secure a teaching staff and provide the necessary housing facilities and instructional materials for a school population of some 1,600. This job was especially difficult in the face of manpower shortages and priorities on materials. Good experienced teachers and administrators were reluctant to leave positions where tenure was good to accept temporary positions with a government agency. The low salary schedules and low civil service classification of teachers also was against the securing and holding of qualified teachers when living costs were rising and defense jobs were paying better wages.

Teaching positions for Americans of Japanese Ancestry, previous to the war, were never plentiful, consequently very few students prepared themselves for teaching careers. Teaching assistance from the



was slight. Due to language handicap very few of the fathers and mothers of the first generation understood clearly the American school systems or its methods and procedures. Fortunately, however, these fathers and mothers had faith in the ability of the system to give their children a better opportunity in America. General support was given the system but leadership among the evacuee was definitely lacking.

The reaction of a minority group suddenly becoming a majority was rather typical. Caucasian students were treated as a minority group. Discrimination against them, both in the classroom and on the playgrounds, followed the usual pattern. It was not unusual for small groups of evacuee children to gang up on Caucasian students. Public relations between the high school and neighboring schools was not all to be desired. Certain prejudices against the local high school prevented interscholastic activities on a satisfactory basis.

Scholastic progress in the schools was normal judged by generally accepted evaluative media. Rapid teacher turnover was too heavy for a smooth program of instruction. The war and the ever present urge to relocate made the student body restless and gave to the students a feeling of insecurity.

The cooperation between the school section and other sections within the Community Management Division was not the most desirable. This situation was due largely to the fact that the Education Section desired to be a division. This desire, unfortunately, had some support from some WRA officials, until July 1, 1943. At this time the Education Section was officially recognized as a part of the Community Management Division. With the appointment of Dr. Lloyd A. Garrison as Superintendent of Education in October, 1943, relationships were greatly improved within the division.

COMMUNITY ORGANIZATION - The supervision of the Community Council and the Block Managers Assembly was assigned to the Chief, Community Management, from the beginning. The problems connected with the community organizations and their solutions involved WRA changing policies, evacuee attitudes toward any government agency which might be charged as accessory to the forced evacuation from the West Coast, and confidence in the War Relocation Authority and its personnel. The writer sought the cooperation of the evacuee leaders and was able to build up a good relationship with them. This resulted in mutual respect and facilitated negotiation with them when problems arose.



A good relationship with other civic and religious bodies, such as the Y. W. C. A., Ministerial Alliance, and Blue Star Service Club was maintained. These organizations were very cooperative and did much to keep the social life in the center on a decent plane.

We experienced no problems in the center which we were unable to solve to the satisfaction of everyone concerned when mutual respect and confidence prevailed. In the absence of this respect and confidence, negotiations were often extended and prolonged beyond all merits of the question involved. It was easy to arouse the suspicion of some of the evacuees. Every effort was made to expedite negotiations in order to avoid suspicions and recriminations.

COMMUNITY ANALYSIS - The objectives of this section, as originally set-up, were to ascertain the attitudes of the evacuees in order that trends might be forecast and policies of the Authority regulated accordingly. It was to be more than a fact finding organization or a documentary unit. It was, therefore, necessary that the Analyst have the confidence of the community as a whole and the confidence of its leaders to such an extent that attitudes could be ascertained. He would then be in a position to advise the Project Director and at the same time convey the best thinking of the WRA to the evacuee.

The Analyst experienced some difficulty in his efforts to forecast trends. The changing war scene, registration for Selective Service, restoration of the draft and the initial difficulties experienced by evacuees returning to the West Coast were factors which influenced the thinking and action of the evacuee. The Analyst did not know in advance the significance nor the probable reaction to any of these events. It was easier to conduct post-mortems than to forecast trends.

It was not an easy assignment. Most of us feel that we can be objective in our attitudes and dealings with others. There was, however, so much injustice inherent in the forceful evacuation of the Japanese people from the West Coast that it was easier to be human than objective.



WAR RELOCATION AUTHORITY  
GRANADA RELOCATION CENTER  
Amache, Colorado

COMMUNITY MANAGEMENT DIVISION

Asst. Project Director	CAF-13
Secretary	CAF-4

Internal Security Section

Chief of Internal Security	CAF-11
Asst. Chief, Internal Security	CAF-9
Asst. Chief, Internal Security	CAF-9
Internal Security Officer	CAF-7
Internal Security Officer	CAF-7

Welfare Section

Counselor	P-4
Asst. Counselor	P-3
Asst. Counselor	P-3
Junior Counselor (6 positions)	P-2
Counseling Aide	SP-6

Health Section

Prin. Medical Officer	P-6
Hospital Administrator	CAF-9
Medical Social Worker	P-3
Dietitian	SP-8
Sanitarian	SP-8
X-Ray Technician	SP-6
Laboratory Technician	SP-6
Chief Nurse	SP-8
Asst. Chief Nurse	SP-7
Supervising Nurse (5 positions)	SP-6
Senior Staff Nurse (3 positions)	SP-5

Education Section

Superintendent of Education	P-5
Jr. Sr. High School Principal	P-4
Asst. Jr. Sr. High School Principal	P-3
Adult Education Supervisor	P-3
Vocational Training Supervisor	P-3
Guidance Counselor	P-2
Supervisor of Student Teachers	P-2



Vocational Teacher	SP-8
Head Teacher (3 positions)	P-2
Secondary School Teacher (26 positions)	P-1
Librarian	P-1
Elementary School Principal	P-3
Sr. Elementary School Teacher	P-1
Sr. Elementary School Teacher	P-1
Elementary School Teacher (19 positions)	SP-4

Community Activities Section

Community Activities Supervisor	P-4
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Community Analysis Section

Community Analyst	P-4
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Community Enterprises

Formerly two men were employed. All cooperative activities now under immediate supervision of Chief of Community Management.

Community Government

All civic governing bodies have been under the direct supervision of the Chief of Community Management from the beginning of the Project.