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Final Report --
Administrative Management Division

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FINAL REPORT
ADMINISTRATIVE MANAGEMENT DIVISION

By

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November 11, 1945

Assistant Project Director in Charge Administrative Management

WAR RELOCATION AUTHORITY -- DEPARTMENT OF THE INTERIOR

GRANADA PROJECT

FINAL REPORT
ADMINISTRATIVE MANAGEMENT DIVISION
GRANADA RELOCATION CENTER

I. INTRODUCTION

This section of the Granada Relocation Center report is being written in advance of some of the reports of section heads. In order to avoid possible duplication of material it will be restricted to general observations of results, experiences and tendencies, and will leave the presentation of production data, statistical matters, and personnel organization information to the sectional reports.

One general observation which cannot be over-emphasized is the importance of the latitude given the project by the Washington Office in meeting administrative problems and planning programs. Without the consideration given by the Washington staff it would have been impossible to accomplish the task assigned and to meet new situations. Mr. Myer, Director of War Relocation Authority, at one time commented that a month in WRA was equal to a year in any other government organization. The truth of this statement was evident in all operations of the project and particularly in Procurement, Finance, Personnel, and Property work. New problems arose almost daily for the first year of operation. Practically every type of government financial transaction occurred at the project in one degree or another. Our financial transactions ran from public assistance grants to collections for cropping permits, to mass production of payrolls, etc. Our procurement and property work involved purchase and accounting for equipment, supplies, and materials ranging from a complete hospital to a construction program and to a complete farm and livestock operation. Our personnel work involved recruitment and personnel management for medical officers, welfare workers, teachers, mechanics, plumbers, butchers, and many other skills needed to operate a community of six thousand people. There was similar variety in the work of all other sections of the Administrative Management Division.

The Administrative Management Division originally consisted of the Procurement, Budget and Finance, Office Services, and Personnel Sections. A typical staff chart is attached to show personnel and salaries. ^{In 1943} In July, 1943 there were added to these sections Mess Operations, Property and Warehousing, and Evacuee Property. Plans were made at that time for establishing a Statistics Section which was finally placed in operation in January, 1944. In June, 1945 the Evacuee Property Section was transferred to the Relocation Division. Appointed personnel of the Division varied from 42 to 56 employees during the life of the project. There were also employed 1,000 to 1,600 evacuees who served in various capacities, including cooks, kitchen helpers, laborers, warehousemen, clerks, accountants, stenographers, etc.

II. FINANCIAL OPERATIONS

At the inception of the project, finance work was handled through the Office for Emergency Management, Denver, Colorado. Thus, until October 1, which was approximately six weeks after the project began to function, all payrolls and bills were audited and paid at Denver, Colorado. After that date, the project assumed full responsibility for all financial operations including budgets, maintenance and accounting records, auditing of accounts and operation of a cost accounting system. Expenditures by fiscal years were as follows:

Fiscal year - 1943	\$ 3,236,539
Fiscal year - 1944	2,918,720
Fiscal year - 1945	2,511,500
Fiscal year - 1946	478,713 (est.)

The first three fiscal years listed cover the terms of inception and normal operations and average an expenditure of approximately \$2,800,000 per year. After January, 1943 our budgets were computed on the basis that the project could function on \$1.20 per evacuee per day for all expenditures. During the years of normal operation the project actually spent from three to four cents per day in excess of this. This over-run was a result of a diminishing population and the necessity for continuance of fixed or increasing complements of appointed personnel and other overhead expenses. The major part of this daily allowance was spent for food which was based on a forty-five cents per day ration and for cash advances to evacuee workers, which were approximately twenty-two cents per day per person over the period of operation when computed on the basis of a thirty day month for the monthly average population.

The Finance Section was originally staffed during the fall of 1942 with eight appointed personnel and thirty evacuees. The number of appointed personnel was increased to twelve during the calendar year 1943 and remained fairly constant at that figure throughout the normal operation of the project until the liquidation phase when it was slightly augmented by temporarily appointed personnel. The evacuee personnel varied from the thirty referred to above to as many as fifty-seven at the close of the fiscal year 1944. From that time, relocation resulted in a steady depletion of evacuee employment until in September, 1945 only two evacuee employees remained. From June, 1945 until the end of August, the evacuee employment dropped from thirty-one to seventeen.

The Finance Section operated as the keystone of the Administrative Management Division. It was responsible for the collection of data for quarterly budgets. It was responsible for keeping in constant touch with all operation programs in order to assure adjustments of allotments between sections in order that all units could function. It was also responsible for maintaining sectional expenditure data for statistical and other purposes and for timekeeping and payroll for evacuees. Emphasis was always placed on prompt payment of obligations and the record in this respect has been creditable in that each fiscal year outstanding obligations represented a very small proportion of total expenditures.

III. PROCUREMENT SECTION

The Procurement Section was originally organized with three appointed personnel and ten evacuees and began to function as such on October 1, 1942. Under the regulations of the Authority, very broad latitude was given to the project for independent procurement operations with the exception of medical supplies, foodstuffs and some construction materials which were procured by the Army Service of Supply through an agreement with the WRA. All other procurement was handled directly by the project. This involved purchasing of cattle, hogs, school supplies, furniture, most of our construction material, and some farm equipment, as well as all other commodities utilized. There was later developed a method of centralized field procurement by the WRA which served to facilitate the purchase of critical items. However, the major volume of work was done at the project. Also, in the absence of a contracting officer, the Procurement issued invitations for bids and contracts for the sale of surplus farm products, for field cropping leases, etc. The Procurement Section was the first to be eliminated after notice was received that the center would be closed. The Procurement Office was closed August 15, 1945, and its functions were assumed by the Finance Office.

IV. PROPERTY CONTROL AND WAREHOUSING

This unit was originally operated under what was known as the Supply Division but was taken over by the Administrative Management Division in July, 1943. Its function was to receive, warehouse, distribute, and account for all government property received on the project. More than \$1,300,000 worth of property exclusive of foodstuffs was received through this unit during the life of the project.

The original accounting system provided for excellent control of receipts and disbursements of equipment and supplies. In April, 1943, over the protests of the Administrative Officer, there was instituted by the Washington office a decentralized warehousing system which permitted each major operating unit to operate and maintain distribution accounts of any property assigned to it. Thus, the Engineering Section, the Health Section, the Motor Pool, and the Agriculture Section all operated their own warehouses. Since these sections were not staffed with personnel qualified to operate warehouses, there was much loss of record and cumbersome distribution of property. Therefore, in June, 1944 all warehouses were returned to central control and it was necessary to initiate an extensive program of record reconciliation which was never entirely completed. Analysis of the property work of the project disclosed that basic acquisition records were in very good shape and that overall project accountability was well maintained; however, records of distribution of property within the project were never entirely reliable.

Beginning in January, 1945 an extensive program to release surplus property was initiated. This program gained momentum during the spring of the year but during the summer it became bogged because of losses of evacuee employees, as well as lack of stability in the organization of a disposal

program through the Surplus Property Board. The U. S. Treasury, Procurement Division was originally designated as the disposal agency and was later transferred to the Department of Commerce as the Office of Surplus Property. By executive order the organization is being transferred to the Reconstruction Finance Corporation effective November 5, 1945. All of these changes have necessarily slowed down the disposal of surplus property of this project and as of November, 1945 progress in disposing of surplus property has not been satisfactory. The project has been staffed and ready to service surplus property since the program was instituted except for a short time during June, July and during September.

V. MESS OPERATIONS

Mess Operations first functioned under what was known as the Supply Division and was assigned to Administrative Management on July 1, 1943. Its functions have been to maintain a balanced diet for the evacuees, to provide eating facilities for the administrative personnel and to maintain its own warehousing distribution system and records. This operation functioned during one of the most critical food production periods in the history of the U. S. Its latitude of operations was restricted by rationing limitations on meats, fats, canned goods, and other commodities as well as by administrative limitation of forty-five cents per day per evacuee for food. The operation was conducted with strict adherence to these limitations. Various reports and surveys made during the life of the project showed that the population received a balanced, substantial, though not elaborate diet, and that there was no malnutrition among the evacuees.

The Mess Operations Section employed the largest number of evacuees of any section on the project. At the peak approximately 1400 evacuees were employed by this section and throughout the life of the project the number of evacuees employed averaged better than 1000. It was also the largest operation which had to function on a seven-day week basis. Because of these two factors, operations for this section were extremely sensitive to the effects of policies and programs of other sections. There were problems incident to the furnishing of food for special parties and recreational activities. There was a necessity for methods to feed farm workers. There were continuous problems of differences in the ability of the cooks in the twenty-nine different mess halls. Some cooks served very good food while others did not, although they all received the same basic ingredients. There were many correlation problems with the Health Section, the Education Section, and other groups. Also, because of the large number of evacuee employees and the influential positions of the evacuee stewards in relation to other evacuees, very strong political groups developed in the Mess Operation Section, and these influences were constantly being felt by the administration in its negotiations with evacuee representatives. It was not uncommon for problems entirely unrelated to feeding operations to be presented first by evacuee stewards in the hope that evacuee proposals would receive more consideration by the Administration if presented in this manner. Similarly, the evacuee stewards were always being approached by other groups to receive considerations such as special foods, foods for parties, use of mess halls for recreational activities, etc.

In spite of the fact that this section was the largest single employer of the evacuees, it was always the easiest to keep staffed because the evacuees themselves always made sure that they had sufficient kitchen help. On the other hand, this attitude of the evacuees often resulted in disruption of other sections since, whenever there were shortages of labor, they would recruit people to work in kitchens from other sections with complete disregard of the need of those functions for the personnel taken from them.

In the liquidation phase of the project, the Mess Operations Section was the last to cease normal operations as it was the first to start operation at the opening of the project. It is interesting to comment that never during the life of the project was there a single widespread case of food poisoning or other illness resulting from improperly prepared food or unsanitary conditions.

VI. PERSONNEL MANAGEMENT SECTION

The Personnel Management Program got under way immediately with the opening of the project. Three major problems existed throughout the life of the project. The first was to secure sufficient qualified personnel to maintain the project at a time when competition was at the highest possible peak; when much more attractive locations were offering comparable employment at comparable salaries and when there was a high degree of antipathy among the public at large toward Japanese and Japanese-Americans.

The second problem was to maintain the staff by promoting programs and instituting measures to keep personnel satisfied on the job. This involved orientation programs, recreational programs, correction of supervising deficiencies, prompt payment of salaries, and other devices.

The third problem, which is covered in more detail in the Personnel Management Section report, was the evacuee employment program. Evacuees were paid \$12 for trainees or learners, \$16 for laborers, general clerks, journeymen, etc., and \$19 for skilled artisans, foremen, professional, and sub-professional workers. These wages did not provide adequate incentives to workers, and there were no other effective means of developing high standards of work efficiency. This in turn made recruitment programs impossible. Thus, most of the better work of the section was in its efforts to hold those evacuees who were willing to work, and to improve utilization of manpower available. Records were maintained of all persons from 18 to 65 years of age and by process of interviews, examination of records of the health and welfare sections, data was maintained of available manpower. Then in turn, programs were constantly maintained to put those who were able to work on duty where needed. Because the evacuees did not have to work in order to live, previous experience or skills were of little consequence in making the majority of placements. Evacuees were generally placed wherever they were willing to work as practically all sections were generally understaffed. Because many so placed were not competent, supervisors spent much time in training personnel and turnover was high in all departments. In spite of strenuous efforts to induce evacuees to accept employment in work for which they were

qualified, many persons were not utilized at their best skills, but rather were worked at a lower level of efficiency in sections where they preferred to be assigned because of friends, better hours, easier work, or many other personal reasons.

In summary, evacuee placement was never a positive, centrally directed program, because there were no positive means of achieving desired ends. Had it been possible to develop a system of rewards to workers so that they would have enjoyed some advantages over those who were able to work but would not, a higher degree of worker efficiency would have existed throughout the project. Similarly, more efficient means of rewarding the better workers would have helped in this problem.

VII. STATISTICS SECTION

During the first fifteen months of operation, such statistical work as was done was handled through the Relocation Division. A Statistics Section was provided in the organization of the project in July, 1943 but it was not until January, 1944 that it was possible to recruit a staff. This section was responsible for maintenance of all population records, for the recording of births, deaths, departures, inductions, and other data required with respect to the number and disposition of all evacuees assigned to this center. The first major undertaking was a complete detailed census of all evacuees in the project as of March 31, 1944, and the preparation of a complete roster for that date. Because of the long delay in establishing such a section, much time and effort was devoted to the reconciliation and accounting of movements which occurred prior to the establishment of the section. The data furnished by the Statistics Section was utilized to measure relocation movements, availability of employable persons, distribution of population as to sex, nationality, and age, and for computing over-all budgets as well as food distribution. With few exceptions a census was taken at the end of each quarter after the section was organized. After movements of evacuees had been reconciled, a population count was reconstructed for the end of each quarter prior to March 31, 1944. Also, a complete roster was prepared which was kept current to the liquidation of the project which, in addition to vital statistics, accounted for the arrival and departure of every evacuee resident who had ever been assigned to the Granada Relocation Center. This roster is part of the final report of the section.

One of the major difficulties experienced by this section was the inability to maintain an entirely effective control at the gate of movements of evacuees. This was particularly true after patrols of the area were eliminated by the Military Police. As a result of this deficiency every census disclosed more people in the center than the records reflected, because in many instances people would return to the center without turning in their passes after they had been granted indefinite leave. The value of the work done by this section was such that it is unfortunate that its program was not developed and ready to function immediately upon the opening of the project.

VIII. OFFICE SERVICES SECTION

The Office Services Section was responsible for mail disposition, mimeograph service, communication services, maintenance of central files, and operation of an office supply storeroom. When the project was first organized and in accordance with standard policies of the Authority, an effort was made to establish a central filing system whereby basic files for all departments would be kept at a central point. Within two months of operation it was found that such a system was too cumbersome for efficient operation because of the widespread location of the various sections and because of our inability to maintain adequate personnel in the Office Services Section to keep all filing up to date. Therefore, on January 15, 1943, after a discussion with the Project Director, it was determined that files would be decentralized and each section would maintain its own under a standard system designed by the Office Services head. This deviation from standard procedure was the subject of considerable discussion with employees of the Washington staff who never objected strenuously but neither did they endorse the plan followed. The Office Services Section maintained a chronological file of all outgoing correspondence, all telegrams and teletypes, and also a master set of all instructional releases from the Washington office. These files were of great assistance in locating basic material since they showed the section from which correspondence originated and therefore provided a guide to the location of the subject file. During three years of operation there were very isolated cases when the use of decentralized files caused any difficulty through loss of basic documents. The widest possible latitude was given section heads in maintaining their own basic records but periodic inspections were made to insure consistency in methods of filing.

At the time of this writing there is in progress a program for the consolidation of all historical data for transmission to the Washington office and no serious difficulty has been encountered which was caused by the use of decentralized files.

From the inception of the project, until October 25, 1945, a twenty-four hour telephone service was maintained at the switchboard which consisted of four main outside trunk lines and seventy to eighty-five extensions which included general office business phones as well as fire alarm phones. On October 25, 1945 the fire alarm system was transferred to a special 24-hour per day board at the Fire Department and switchboard service was reduced to eight hours a day, six days per week. At night three trunks are connected with selected phones so that incoming and outgoing long-distance facilities may be available. At the peak of operations the switchboard handled from five to six hundred calls from 8:00 A.M. to 5:00 P.M. of the average working day. Since there was no other means of inter-communication, the telephone system served as the most efficient means of reaching the various sections and locations within the project area.

GRANADA RELOCATION CENTER
ADMINISTRATIVE MANAGEMENT DIVISION
ORGANIZATION CHART
July 2, 1945

Asst. Project Director	CAF-13	\$5600	Henry F. Halliday
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Finance Section

Finance Officer	CAF-12	\$4600	Jack G. Bohon
Asst. Finance Officer	CAF-11	\$3800	Owen W. Wagstaff
Clerk-Steno.	CAF-3	\$1620	Frances R. Adams (temp)

Accounts Unit

Fiscal Accountant	CAF-9	\$3200	*Lawrence E. Oldaker
Asst. Fiscal Accountant	CAF-7	\$2600	G. Helen Brown
Fiscal Accounting Clerk	CAF-5	\$2000	Mary J. Ranes
Fiscal Accounting Clerk	CAF-5	\$2000	
Clerk-Typist	CAF-3	\$1620	Wilma H. Lundgren
Clerk-Typist	CAF-3	\$1620	
Agent Cashier	CAF-6	\$2300	Carl H. Stafford

Examination Unit

Fiscal Accountant	CAF-9	\$3200	Verl E. Seyfried
Asst. Fiscal Acct.	CAF-7	\$2600	Clara A. Smith
Audit Clerk	CAF-5	\$2100	Marian G. Wells
Clerk-Typist	CAF-3	\$1620	Helen H. Moore

Expenditure Analysis Unit

Fiscal Accountant	CAF-9	\$3200	
Asst. Accountant	CAF-7	\$2600	Viola B. Oldaker
Fiscal Accounting Clerk	CAF-5	\$2000	
Clerk-Typist	CAF-3	\$1620	

Supply Section

Supply Officer	CAF-12	\$4600	
Clerk-Typist	CAF-3	\$1620	Colleen M. Tomlinson (temp)

Procurement Unit

Procurement Officer	CAF-11	\$4000	Alton O. Mead
Asst. Procurement Officer	CAF-9	\$3200	Coleman P. Dottery

*Now Acting Fiscal Accountant CAF-7 \$2600

Property Control & Warehousing Unit

Property & Whsg. Officer	CAF-11	\$3800	
Asst. Prop. & Whsg. Officer	CAF-9	\$3200	Clarence P. Jones
Storekeeper	CAF-7	\$2600	Gerald W. Robinson
Asst. Storekeeper	CAF-5	\$2000	Earl E. Barton
Asst. Storekeeper	CAF-5	\$2000	Bernard M. Matkin
Asst. Storekeeper	CAF-5	\$2000	Jack L. Reeves
Asst. Storekeeper	CAF-5	\$2000	Gunnar M. Granstrom
Asst. Storekeeper	CAF-5	\$2000	
Property Officer	CAF-7	\$2600	James W. Galvin
Property Clerk	CAF-5	\$2000	Tommy Rae Franklin
Property Clerk	CAF-5	\$2000	M. Catherine Downey
Property Clerk	CAF-5	\$2000	Vernon E. Bowman (temp)
Property Clerk	CAF-5	\$2000	
Property Clerk	CAF-5	\$2000	
Receiving & Shipping Supervisor	CAF-6	\$2300	Donald A. Brown
Watchman	CPC-2	\$1260	Henry T. Swinford

Mess Operations Section

Chief Project Steward	CAF-11	\$3800	William Wells
Project Steward	CAF-9	\$3200	Joseph W. Pigford (temp)
Property & Supply Officer	CAF-9	\$3200	Henry F. Goldammer
Asst. Storekeeper	CAF-5	\$2000	Julian T. Calkins
Clerk-Typist	CAF-3	\$1620	Phyllis P. Ball

Office Services Section

Office Manager	CAF-5	\$2000	A. Marguerite Anderson
File Clerk	CAF-4	\$1800	Grace E. Tomlinson
Telephone Operator	CAF-2	\$1440	Elise G. Robinson
Telephone Operator	CAF-2	\$1440	Sadie M. Hollingsworth
Telephone Operator	CAF-2	\$1440	Eudora M. Harmon
Telephone Operator	CAF-2	\$4.00 p.d.	Teressa G. Clark

Personnel Management Section

Personnel Technician	CAF-9	\$3200	Ruby C. Fuller
Personnel Transactions Officer	CAF-7	\$2600	Clementine H. Buckley
Personnel Clerk	CAF-4	\$1800	

Statistics Section

Statistician	P-3	\$3200	Joseph L. Buckley
Asst. Statistician	P-2	\$2600	
Statistical Clerk	CAF-5	\$2000	
Statistical Clerk	CAF-5	\$2000	
Statistical Clerk	CAF-5	\$2000	
Gate Clerk	CAF-3	\$1620	Marjory M. Hand
Gate Clerk	CAF-3	\$1620	Rose A. Coufal
Gate Clerk	CAF-3	\$1620	
Clerk-Typist	CAF-2	\$1440	D. Jane Begley (temp)