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April 27, 1945

Mr. John H. Provinse
Chief, Community Management Division
War Relocation Authority
Barr Building
Washington 25, D. C.

Dear Mr. Provinse:

Inasmuch as I shall not have an opportunity of seeing you before leaving Washington, I am writing you this letter to let you know how very much I have enjoyed working with you and with the other people of the War Relocation Authority.

During my experiences with WRA, I have somehow never felt that I was working just for an agency, but rather than I was associated with people who shared common interests in carrying out a program and getting a job done.

My best wishes to you and to Mr. Myer, and to the others of the War Relocation Authority.

Copies of my report to you on the WRA Community Activities program are enclosed.

Thanks for everything.

Very sincerely yours,

Marshall Stalley
Community Activities Adviser

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CHRONOLOGICAL
COPY

THE COMMUNITY ACTIVITIES PROGRAM
OF THE
WAR RELOCATION AUTHORITY

Marshall Stalley

Community Activities Adviser

May 1, 1945

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The evacuation of 110,000 people of Japanese ancestry from the West Coast area, their short-term residence in assembly centers, their removal to relocation centers for residence for an indefinite period of time, and ultimately their relocation into normal community life were the compelling factors which made apparent to the War Relocation Authority the need to establish a Community Activities program, as well as other community services, all of which were designed to further the relocation objective of the agency.

The Federal Government, faced with the responsibility of caring for the people evacuated, recognized that the effective administration of the relocation centers would require that provisions be made for essential community services. As a result the War Relocation Authority established at each of its centers a group work program comparable in some ways, but unique in other ways, to the programs found in communities throughout the nation. These services have been provided out of an understanding of the importance of the constructive use of leisure-time, its relationship to the morale of center residents, and its contribution in facilitating the relocation program.

The projects have provided opportunities to the residents for creative self-expression and have encouraged people to take a participating interest in community life. Emphasis has been placed on the

conscious use of group experience for the development of the people of the centers, and as preparation for successful adjustments to the communities where they relocate.

The Community Activities program developed in the relocation centers has some implications to the group work field as a whole and to community recreation programs throughout the country. One of the first problems faced by the War Relocation Authority in planning a community activities program at the centers was the question of the relationship between recreation and other community services provided by the administration to meet the needs of the residents and to further the relocation program. What should the administrative relationship be, for example, between education and recreation? Where should the group work program fit in relation to the case work, or welfare program? How can the police function be administered in coordination with community recreation, welfare, and education services so that it can be a factor in the prevention of crime and delinquency? What is the place of social research in planning community services such as recreation? To what extent should the administration of the centers engage in community organization work to develop government among the residents? What should the relationship be between the community government program and the community activities program?

The War Relocation Authority was setting up, in effect, all community services for new communities which had to be established all of a sudden. It was necessary to have a plan for administering community services, and to prepare a chart to determine organizational

relationships of these services to each other. Planning had to take place to determine who would be on top of what and why? Decisions had to be made as to where to place functions on the organization chart.

The plan developed was to correlate all community services through one major administrative division called the Community Management Division. The position of chief of the Community Management Division was given the title of Assistant Project Director.

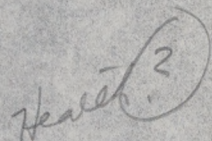
The "organization chart" of community services developed by the War Relocation Authority is of significance to group workers, social workers in general, and to people interested in social administration and public administration. Communities have been handicapped by the unrelatedness of their community services. Social workers have complained of the difficulties of meeting the needs of people adequately because of "separateness" in the administration of community services. American cities have tended too much to have separate city welfare departments, autonomous housing agencies, independent recreation departments, education programs responsible only to school boards and not related to other public services, confusions between public and private responsibilities, difficulties in referring people from case work agencies to group work agencies and from group work agencies to case work agencies, and problems of relationships between police services and social services.

The form of social administration worked out for the relocation centers provided for centralizing all community services in one office and under one central direction. Administrative sections were created to perform particular functions, as follows:

ORGANIZATION CHART OF COMMUNITY MANAGEMENT DIVISION SHOWING THE PLACE OF THE GROUP WORK PROGRAM IN RELATION
TO OTHER COMMUNITY SERVICES

Project Director

Assistant Project Director in Charge of Community Management
(supervision of all community services)

Health? 

Welfare Section (case work services)	Community Activities Section (group work services)	Community Government (community organization services including work with the Community Council and Block Mgrs.)	Education Section (operation of high schools, elementary schools and nursery schools)	Business Enterprises Section (supervision of all commercial services operated as consumers' cooperatives)	Internal Security Section (police protection)	Community Analysis Section (social research fact-finding study of attitudes)
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At each relocation center there was established a recreation department known as the Community Activities Section. The head of the section was given the title of Supervisor of Community Activities, and made administratively responsible to the Assistant Project Director in charge of the Community Management Division. The supervisor of Community Activities was charged with the development of group work and community organization services. The position of Community Activities Supervisor was classified on a P-4 level (\$3,800 a year base salary). The job description of the position is of particular interest to people engaged in group work and inter-group work. It is quoted in detail as follows:

".....develops a community organization program consisting of social welfare planning which concerns itself with inter-group and community relations, including the function of planning, organization, and coordinating of social programs.

"Plans, initiates and stimulates inter-group and community-wide activities and directs recreational and avocational programs on a centerwide and neighborhood basis for evacuee residents and appointed personnel and their families and for all age groups.

"Discovers needs and interests and organizes, trains, and advises evacuee assistants and volunteer appointive aides in leadership training and in the direction of all types of recreational programs, including arts and crafts, athletics, club programs, forums, social activities, etc. Advises evacuee residents and appointed staff in drawing up community activities budgets and in the organization of cooperative financing of activities. Arranges for athletic, social and cultural activities in cooperation with surrounding communities.

"Stimulates affiliation with national organizations such as Boy Scouts, YMCA, YWCA, both on the center and for evacuees planning to relocate.

"Acts for the Assistant Project Director in charge of Community Management in consultations with interfaith councils, evacuee club directorates, and other community groups.

"Develops at the local level relationships with national social, civic, educational, and recreational organizations, such as YMCA, YWCA, and the Red Cross."

At each relocation center the War Relocation Authority established one position (from the appointed personnel) within the Community Activities Section. This was the position as head of the section and with the title of Community Activities Supervisor.

At Tule Lake because of the large size of the community, the greater intensity of need, and the complexity of the problem, there was established an additional or second position within the Community Activities Section, that of Assistant Community Activities Supervisor. This position was classified at a F-3 level (\$3,200 a year base salary).

The only other additional appointed personnel employed within the Community Activities Sections at the various centers were people either detailed during short periods from other sections or people assigned during the summer months to assist in the operation of the Summer Activities program. During the summer of 1944 the Washington office authorized the creation of a new position, that of Summer Education Activities Assistant to engage in Community Activities work. This position was classified on the SP-1 level (base salary of \$100 a month). The job description of this position was:

"Under the direction of the person designated as the supervisor of the summer education activities assists in developing the summer program of school activities. Conducts classes in fields where qualified and directs such activities as club work, camping, supervised school pupil recreation, choral, band and orchestra, scouting and other similar activities."

Several of the relocation centers employed people, mostly college and university students, during the summer of 1944 to assist in the operation of the Summer Community Activities program. With the decision

to close the schools at the relocation centers on approximately June 1, 1945, and the availability of school personnel to engage in community activities work, the agency cancelled the SP-1 position in April, 1945. An administrative notice was issued from the Washington Office authorizing the projects to transfer school personnel from the Education Section to the Community Activities Section for the period through August 31, 1945 to assist in summer educational and community activities work, particularly those group work activities designed to contribute to relocation.

The decision to restrict the number of appointed personnel positions within the Community Activities Section to one position at each center, except as indicated above, was made by the War Relocation Authority out of a recognition of certain financial and budgetary considerations, as well as for other reasons. It was felt that the community activities program would succeed to the degree that it was able to place responsibility for the initiation and operation of the program on the evacuees themselves.

Prior to February 28, 1944 the position of Community Activities Supervisor had been classified at CAF-9, \$3200. On that date the War Relocation Authority issued an emergency instruction which recognized the increasing importance of the community activities program and announced the reclassification of the position to P-4, \$3800 a year. This instruction emphasized new responsibilities as follows:

"The description of the new position provides for increased responsibility, a shift in emphasis, and new duties. The Community Activities Supervisor, in cooperation with the Personnel Management Section, has been made responsible for providing recreational and leisure-time activities for members of the appointed staff and

their families. He will be expected to act as an assistant to the Assistant Project Director in charge of Community Management in relations with organized center groups such as the inter-faith council and in contacts with representatives of local, state, and national organizations and associations.

"Increased emphasis is to be given to group work programs. The Community Activities Supervisor will be expected to provide the kind of leadership that will encourage the formation and functioning of groups that will develop individuals to assume increased responsibilities in center activities and to develop self-reliance for future adjustment in outside communities."

This action broadened the scope of the Community Activities Section, made the Supervisor responsible for developing recreation for the appointed personnel as well as the evacuee community, and permitted the agency to employ as Community Activities Supervisors people with fuller experience in group work, community organization, and recreation.

On June 15, 1944, the War Relocation Authority issued a new Manual on policies governing the community activities program. The objectives of the program were outlined as follows:

"The Community Activities program at relocation centers is concerned with the development and direction of group work activities to meet the leisure-time needs of all of the project residents, to contribute to the relocation process, to help improve morale, and to help strengthen relationships between the project personnel — both evacuees and appointed."

"The Community Activities Supervisor will not assume unnecessary control over organizations and groups of evacuees within the community, but rather will facilitate the development of groups of evacuees according to the interests and needs of all of the residents in the community; and will encourage evacuees to assume increasing responsibility for and participation in the community activities program."

The general responsibilities and functions of the Community Activities Section were re-defined in this statement as follows:

- "A. To work with evacuees in the establishment, development, and direction of a community activities and group work program designed to meet the leisure-time needs of the community and contribute to the relocation process.
- "B. To work with other sections within the Community Management Division so that there may be full utilization made of available project facilities, equipment, and personnel in the development of a broad group activities program for all elements within the community.
- "C. To cooperate with the Relocation Division in planning these group activities which will contribute to the relocation process.
- "D. To establish and maintain cooperative relationships with recreation and group work agencies, both public and private, for the purpose of encouraging the participation of evacuees in leisure-time activities typically American in concept, and thus facilitate the relocation objective of NRA.
- "E. To work with religious groups and other agencies interested in contributing to the development of the community activities program.
- "F. To plan and carry out a program of in-service training for evacuee assistants assigned to the section in the functions of the community activities program.
- "G. To maintain records essential to the operation of the Section, and to prepare, periodically, reports on the work of the Section.
- "H. In consultation with the Administrative Management Division, to assist in the development of recreation services for the appointed personnel."

In order to provide adequate staff for the operation of the community activities program, it was determined when the relocation centers were first established to employ evacuee residents and to assign such personnel to the Community Activities Section to work

under the general supervision of the Community Activities Supervisor. Evacuee personnel positions were established at the \$19 a month level and the \$16 a month level, comparable with evacuee positions in the other administrative sections and divisions and consistent with the personnel policies of the agency governing the employment of evacuees.

Evacuee personnel assigned to the Community Activities Section were made responsible for assisting in the administration, supervision, and coordination of the program; in serving as club advisors and group leaders; in providing leadership to interest groups and for recreational skills such as music, dramatics, arts and crafts, and athletics; and in providing technical services, and any other services necessary for the provision of community recreation services.

Originally thirty one separate job descriptions and position title were established for evacuee personnel engaged in community activities work. These positions were as follows:

- District Supervisor
- Community Activities Coordinator
- Director of Movies
- Director of Community Entertainment
- Director of Clubs and Organizations
- Director of Adult Activities
- Director of Music
- Director of Arts and Crafts
- Playground Director
- Director of Women's Athletics
- Director of Men's Athletics
- Associate Librarian
- Toy and Game Librarian
- Life Guard Captain
- Dance Director
- Adult Activity Leader
- Handicraft Instructor
- Playground Supervisor
- Athletic Instructor
- Assistant Librarian

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- Handicraft Instructor
- Playground Supervisor
- Athletic Instructor
- Assistant Librarian

Toy and Game Librarian
Life Guard Captain
Dance Director
Adult Activity Leader
Handicraft Instructor
Playground Supervisor
Athletic Instructor
Assistant Librarian
Toy and Game Instructor
Assistant Director of Community Entertainment
Assistant Athletic Director
Life Guard
Reports and Publicity Worker
Art Production Worker
Public Address Technician
Movie Projectionist
Maintenance Assistant
Bookbinder
Pianist

In the interests of more efficient administration and more accurate classification of evacuee personnel employed in the Community Activities Section all these positions were consolidated into four major positions on August 1, 1944. This action grew out of the recommendations and considerations of the conference of Assistant Project Directors in charge of Community Management and the Community Activities Supervisors from all the centers, which conference was held in Denver during the spring of 1944.

The standard position descriptions for evacuee personnel employed in the Community Activities Section established the position titles of:

- (1) Assistant Community Activities Supervisor, (2) Group Activities Leader, (3) Club Advisor, and (4) Technical Assistant.

The job description for these positions was written as follows:

"Assistant Community Activities Supervisor: Is responsible for assisting in the administration, supervision, or coordination of the community activities program. Supervises club advisors or activity leaders, or volunteer group leaders. Serves as the administrative head of a particular phase of the community activities program, such as the adult program, clubs and organizations, athletics, arts and crafts, entertainment, etc. Assists in coordinating the community activities program with other activities on the center. Under the

supervision of the Community Activities Supervisor, serves on committees including representatives from other sections interested in facilitating relocation, extending community activities within the blocks and within the schools and engaged in planning the program so that it becomes integrated with other phases of community living. Serves as the stimulator of new programs, such as special needs for children and adults. Attends meetings of and works with the recreation committee of the community council and other committees within the council interested in community activities and other groups in the center such as the inter-faith council. Assists in the organization and development of the community activities trust. Arranges for space and physical facilities necessary for the operation of the community activities program and supervises the assignment of such space to various groups and activity interests.

"Group Activities Leader: Is responsible for the leadership of various interest groups, such as groups interested in arts and crafts, entertainments, dramatics, music handicrafts, swimming, nature study, camping, etc. Supervises the activities of such groups. Helps secure supplies and equipment necessary to the activity in which the group is interested. Provides skill in instructing groups in leisure-time activities. Organizes people in the community according to their interests. Helps supervise community libraries and toy libraries."

"Club Advisor: Serves as club advisor to social groups, clubs, and organizations. Functions not as a participant in the group but rather as a group leader. Works with various social groups within the community, including groups of children, young people, and adults. Suggests activities and community resources to help the growth and development of the club and of the individual members within the group. Assists in arranging with the proper authorities for meeting places. Works with individuals interested in organizing social clubs within the blocks and helps the group in carrying out a program of interest to the members."

"Technical Assistant: Provides technical assistance necessary to the activities of clubs, interest groups, social organizations, and other groups within the community activities program. Operates motion picture projectors, public address systems and other equipment used in the operation of the community activities program. Helps repair maintains and stores necessary materials, equipment, and supplies used in all phases of the program. Constructs sets and stage equipment used for entertainments and arranges for the transportation of such equipment for special events."

In addition to paid appointed and evacuee personnel engaged in Community Activities, special effort has been made to use volunteers. Attention has been given to the recruitment, placement, and training of such voluntary leadership both among the appointed and evacuee personnel. Volunteers have provided community service as a part of the total community activities program in the following general areas:

- (1) serving as leaders or advisors to small groups and clubs, both among young people and adults;
- (2) providing assistance in recreational skills to groups interested in folk dancing, arts and crafts, social dancing, music, dramatics, and camping;
- (3) participating as members of sponsoring committees to the work of the national group work agencies, serving as board members of community activities associations.

A major responsibility of the Community Activities Staff both in the Washington Office and in the relocation centers has been to work with the national private agencies to encourage the participation of evacuees in programs such as those provided through membership in the Boy Scouts, Girl Scouts, Campfire Girls, YMCA, Girl Reserves, YMCA, the American Red Cross, the Parents and Teachers Association, and the USO. The participation of evacuees in such programs has facilitated the relocation program by providing opportunities for identification with activities which may be continued in communities outside the centers upon relocation.

Recognizing the isolation of center residents from typically American living, the War Relocation Authority from its inception has encouraged the establishment at all of the relocation centers of the programs of national private agencies. In the early development of the program the Washington Office of the Authority held conferences with representatives of the national private group work, recreation, and community service

agencies for the purpose of organizing the programs of these agencies within the relocation centers. A series of statements of understanding were prepared between the individual national agency and the War Relocation Authority and signed by representatives of both agencies. They were then issued by the various private agencies to their regional and field offices and to the various local chapters and branches throughout the country. Similarly, the War Relocation Authority released such statements to each relocation center, to the field relocation offices when they were activated. The Community Activities Supervisors at each center in cooperation with the field and local representatives of these national agencies then worked out plans on a local level, project by project, for the establishment of such community agencies within each of the relocation centers. Specific agreements were entered into between the War Relocation Authority and the Boy Scouts, the Girl Scouts, the Camp Fire Girls, the YMCA, the YWCA, and the Parents and Teachers Association. These agreements were implemented with the organization of the work of these agencies within each of the relocation centers.

Several of the private agencies, notably the YMCA and the YWCA, have assigned on a full ^{time} basis staff member financed out of their own agency budgets to work with the War Relocation Authority in providing services to Americans of Japanese ancestry. The Young Women's Christian Association created a Japanese Evacuee Project within its National Board and assigned two professional workers to the program. In 1944 due to budget cuts, one of these two positions was eliminated. The responsibility of the National Board of the YWCA has been to give general guidance and leadership in relating the facilities and ser-

vices of the agency to the needs and interests of Japanese and Japanese-Americans. The functions of the Japanese Evacuee Project has been to organize and supervise YMCA chapters in the relocation centers, encourage the local chapters of the Association to assume responsibility for the resettlement program, arrange for transfers of memberships to evacuees upon their relocation, stimulate participation among center residents in YMCA conferences held in adjacent communities, and provide leadership in group work training conferences held within the centers.

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The National Council of the Young Men's Christian Association appointed its national Boys' Work Secretary to coordinate all services of the agency to the program of the War Relocation Authority and to the needs of Americans of Japanese ancestry throughout the country. The YMCA hired on a full time basis a former center resident to organize and supervise their program within the centers. This service has been comparable to that provided by the YMCA. In addition, both the YMCA and the YWCA through their student service programs have provided specialized attention to Japanese-Americans interested in college and university training.

Since it was not possible to assign evacuee personnel paid out of WRA funds to subsidize the work of private agencies, such programs were set up under private auspices but closely integrated into the Community Activities Section at the centers. The national YMCA and YWCA worked out an arrangement put into effect in nearly all of the centers to pay the cash and clothing allowances of evacuees hired to operate these agency programs where full time services were needed. This has served to strengthen the YMCA and YWCA program at the centers and more clearly identify the contribution of the private agencies and that of the WRA to the

community activities program.

With the instigation of the relocation program the national private agencies expanded their services to Japanese-Americans in those areas of probable relocation. The War Relocation Authority in June, 1944 issued a policy statement calling for assistance in arranging membership transfers of persons planning to relocate and asked that relevant material concerning leisure-time interests and group affiliations be included in the relocation summary prepared by the Relocation Division.

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Red Cross
Through the cooperative relationships established between the WRA and the national private group work agencies, opportunities were developed for center residents, particularly young people, to participate, even though living in isolated relocation centers, in the work of those agencies providing services in American communities throughout the country. Hundreds of young people and their parents while living in relocation centers became identified for the first time with the work of the Boy Scouts, the Girl Scouts, the YMCA, the YWCA, the Camp Fire Girls, and the USO. The interest developed in these agency programs has continued upon relocation and has given center residents ties with communities on the outside.

With the induction of large numbers of center residents into the Army Forces, the Community Activities program placed increased emphasis on USO work, both within the centers and at adjacent military installations. No national agreement was ever worked out between the United Service Organizations, Inc. and the War Relocation Authority. However, regional representatives of the USO upon the request of the Community Activities Supervisors of the centers made visits to assist

in organizing activities for service men on furlough. Because of the proximity of Camp Shelby, Mississippi with its large contingent of Japanese-Americans to the two Arkansas Relocation Centers, special opportunities existed at these centers for recreation activities involving the joint participation of service men and center residents.

Volunteer hostess groups were organized at many centers to assist in carrying out USO activities. Parents of Nisei in the Armed Forces organized USO sponsoring committees and took responsibility for providing furniture and decorations in recreation halls used for soldier entertainments. Center residents have contributed financially to the national USO and in other ways to the welfare and recreation program for military personnel. In several instances, funds provided through the national USO were made available to help finance the program within the relocation centers. *officially recognized*

Red Cross activities have been developed at all of the centers, although it has not been possible for Center residents to make garments, surgical dressings, and other production articles for use of the Armed Forces. The Red Cross program at the centers has included the operation of the message center, home service work, and other group activities of interest and benefit to center residents. The War Relocation Authority worked with representatives of the American Red Cross so that center residents might make a fuller contribution to the program, particularly to permit evacuees to provide services to the Armed Forces. In September, 1944 the War Relocation Authority entered into a cooperative agreement with the Home Service Division of the American Red Cross. However, this agreement did not include services performed by other units of the Red Cross. *Brunk*

The national office of the Boy Scouts of America has assumed responsibility for stimulating interest in scouting among residents of the centers. Representatives from the national, regional, and local offices of the Scouting organization have made field trips to the relocation centers for the purpose of helping to establish in co-operation with the Community Activities Sections Boy Scout troupes. To relate the interest of young Nisei in Scouting to their parents, steps were taken to organize sponsoring committees of adults to give supervision and support to the program. The Boy Scout movement throughout the country has been interested in encouraging those affiliated with Scouting while in residence in the centers to continue their participation upon relocation.

In addition to the group work program sponsored by national recreation agencies, emphasis has been placed on the organization of social clubs within the centers. These groups have consisted of people with common associations and interests and who quite frequently live in the same block. The opportunity to gain experience in group participation and community work has helped prepare people for a more successful adjustment to community living and thus has contributed to relocation. Social clubs have developed a wide range of interests. Some of their club names have been: Islanders, Islander Juniors, Denson Knights, Royal Chiggers, Chicago Bears, Bombardiers and Commandos.

Every summer there has been conducted at each of the relocation centers a program known as the Summer Activities Program. Established early in the history of the relocation centers this program has been organized as a joint activity of the Education Section and the Community

Activities Section. With the closing of the schools during the summer months, the objective of the Summer Activities program has been to develop opportunities for group experience for people of school age. Each of the relocation centers was asked to appoint in the early spring of the year a coordinator of summer work, someone from either the Education Section or the Community Activities Section. Special effort was made to utilize the combined resources of both sections, including personnel, physical facilities, and budget, during the summer months to give new experiences to young people. While remedial work and a few formal classes were offered by the Education Section during the summer, the school people in cooperation with Community Activities emphasized voluntary participation in informal group activities, rather than a formal class room program.

With the development of the relocation program, evacuee personnel in the Community Activities Sections and leaders of group activities at the centers started to relocate in large numbers. While this has been an effective contribution of the community activities program to relocation, it created certain problems in the operation of the recreation program because of high turnover in staff. Inexperienced and untrained people had to be recruited to provide leadership to group activities and community organization work.

In an effort to help meet this situation, the War Relocation Authority determined to develop a leadership training program to be conducted within the relocation centers in cooperation with outside community agencies.

A meeting of representatives of group work and recreation agencies was called on July 6, 1944 by the Authority to consider

the need for leadership training for paid and volunteer workers in the Community Activities program in the centers. The need for leadership training in the centers was stated as follows: (1) The loss of evacuee volunteer and paid leadership through the process of relocation had seriously affected the leisure-time program in the centers; (2) Available leadership needed strengthening through training, supervision, and experience; (3) Consideration needed to be given to the strengthening of a community recreation program which would more adequately serve different age groups such as pre-school children, school-age children, adolescents, and young adults.

On the basis of these needs, it was agreed by representatives of the group work and recreation agencies, and members of the staff of the War Relocation Authority that a joint leadership training project be planned and conducted which would utilize the professional staff of both public and private agencies.

The group of representatives which met of July 6, 1944 was enlarged to include representatives of the major public and private group work and recreational agencies and Federal agencies interested in the problem. The group became known as the Advisory Committee of National Agencies to the Community Activities program of the War Relocation Authority. Mr. George Corwin, National Council of the Young Men's Christian Association became chairman and Marshall Stalley, Community Activities Advisor of the War Relocation Authority, served as secretary. Subsequent meetings of this committee were held on August 25, 1944; September 15, 1944; and January 5, 1945. Agencies represented on the

committee included in addition to the War Relocation Authority, the YMCA, the YWCA, the Boy Scouts, the Girl Scouts, the Camp Fire Girls, the Children's Bureau, the Recreation Division of the Office of Community War Services, the National Recreation Association, and the National Catholic School of Social Work.

The following statement is a report on the Leadership Training Institutes sponsored by the Advisory Committee of National Agencies to the Community Activities program of the War Relocation Authority and an evaluation of the Leadership Training Institute held November 7-17, 1944 at the Gila River Relocation Center. It was prepared by Miss Juanita Luck, Consultant in Group Work, Social Service Division, Children's Bureau, U. S. Department of Labor for the use of Marshall Stalley, Community Activities Advisor, War Relocation Authority, Department of the Interior. It is quoted in full as a part of this report because it describes the planning of the entire leadership training program, presents a specific report on one of the actual conferences, and gives an unusual insight into some of the basic problems involved in the development of the whole Community Activities program within the agency. It is felt that the report has some peculiar values because it was written by someone from an outside agency, and for these reasons is incorporated as a part of this total report. The statement of Miss Luck follows:

"Plans for Leadership Training Institutes"

"The National Advisory Committee decided to hold Leadership Training Institutes at the War Relocation Centers at Rohwer, Arkansas, October 24 - November 3, Gila River, Arizona, November 7 - 17, and Manzanar, California, November 21 - December 1, during the months of October and November, 1944. Personnel for the staff was to be recruited from the YWCA, YMCA, Camp Fire Girls, Boy Scouts, Girl Scouts, and Departments of Public Recreation. National staff members were to be supplemented by recruiting regional and local workers of these agencies. One person was designated by the committee to be 'coordinator' for the institutes in the three respective centers. The 'coordinator' was to go one week in advance of the institute team in order to work with a Steering Committee, the Community Activities staff, the Project Manager, and recruit necessary personnel for the institute from local agencies in the area of the relocation center. Personnel for the Leadership Training Institutes were to be loaned by their respective agencies which assumed financial responsibility for this service. Mr. Marshall Stalley, Community Activities Advisor of the War Relocation Authority, was to be at all three institutes. William J. Kitchen, Student YMCA, Boston, Massachusetts, was to serve as 'coordinator' at Rohwer, Arkansas. Correspondingly, Masao Satow, Council of the YMCA, at Gila River, Ariz. and Esther Briesemanister, National Staff of the YWCA, at Manzanar, California. The Leadership Training Institutes were to be held for a ten-day period in each of the three centers. Miss Juanita Luck, Group Work Consultant of the Children's Bureau, and Miss Dorothea Sullivan, Director of Grov

Report on Leadership Training Institutes

National Catholic School of Social Work prepared "A Guide for Leadership Training Institutes," for use of the institute teams.

"Objectives Outlined for the Leadership Training Institutes.

"The purpose of the Leadership Training Institutes, as outlined by the Advisory Committee on National Agencies was 'to strengthen leisure-time services to persons in War Relocation Centers.' Therefore, specific objectives of such training were: (1) help to individuals living in the War Relocation Centers, by participation in this group experience, (2) to train community activities leaders, club and committee officers, including both the paid and volunteer staff, (3) to recruit leadership to replace loss of leaders through the relocation process, (4) to provide contacts with leadership of national group work and recreation agencies which offer services within the centers and in the communities where Japanese may relocate, (5) to present a joint training approach to leadership problems, rather than training for a particular agency program, or a limited age group.

"Group Work and Recreation in the War Relocation Centers:

"The War Relocation Authority has provided group work and recreation services as an integral part of its program for evacuees. Each center has a Community Activities Supervisor who is responsible for the development of group work and community organization. The administrative structure in the center places the community activities services parallel to case work services in the Welfare Division, school services under Education, etc., administratively responsible to the Assistant Project Director.

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"The group work and recreation program in the center is directed toward 'a conscious use of group experience for the development of the people of the centers, and as preparation for successful adjustments to the communities where they relocate'. 1/ In accordance with this function, activities in the centers have included services of national youth serving organizations, such as YMCA, YWCA, Girl Scouts, Boy Scouts, Camp Fire Girls, etc., as well as recreational programs which have been developed under the auspices of the schools, churches, community councils and block managers.

"Limitations in center life, such as geographical isolation, physical confinement of persons living in the centers, adjustment of family life to barracks housing, absence of normal neighborhood and community contact influence all services within the center, including leisure-time services. Since the basis of leisure-time programs is acceptance of the principles of voluntary participation and choice of activities, this concept is more difficult to carry out in an environment of enforced authority. Therefore, the role of leisure-time services in a center may be somewhat different from the role of a community recreation program in an outside community. This may be reflected in the attitude of participants who may say 'we can't do that' and 'what's the use.' In such instances, real or imagined limitations have been transferred to their leisure-time program. Accepted limitations in the leisure-time programs are exclusion from outside

1/ Marshall Stalley, Community Activities Advisor, War Relocation Authority.

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activities, such as clubs, organizations and camping programs, in outside communities; associations with only Japanese-Americans, lack of recreational leadership, facilities and finances within the center. Some individuals within the 'Issei' group distrust leisure-time activities as they believe them to further broaden the breach between 'Nisei' and 'Issei' groups.

"With the recognition of the need for a varied program, the leisure-time activities in the center have been developed to utilize all available leadership, mobilize the services of youth serving agencies, such as Girl Scouts, Camp Fire Girls, YMCA, YWCA, Boy Scouts, etc., and encourage the schools and churches to contribute adult leadership to the leisure-time program, as well as sponsoring programs for groups within their own membership. In addition to services of these agencies, the Community Activities Program has included athletic programs, music, drama, movies, and special events for all who wish to participate. Participation in satisfying recreational activities and membership in Girl Scouts, Boy Scouts, Camp Fire Girls, YMCA, and YWCA programs has helped evacuees make an adjustment of life within the center as well as relating this experience to corresponding groups in communities after the period of evacuation. Many of these young people have had previous experience in school clubs, church organizations and youth serving agencies in the west coast area prior to evacuation. This has helped them assume leadership responsibility within the Center. Professional help including program aids, materials, and visits to the center has been furnished by national agencies. The YWCA, and YMCA have

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given regular staff service to the centers since the evacuation order.

"The major responsibility for an on-going program has rested with volunteers drawn from the evacuee group. With the changing leadership, and loss of leaders through relocation, these volunteers have had a difficult time. Teachers, and other personnel within the center have given help to this program. The Community Activities Supervisor has considerable administrative responsibility and does not give program supervision to each of these groups. A Community Activities staff and council carry some of the responsibility for the total program, including such things as weekly movies, concerts, plays, athletic events.

"Leadership Training Institute at Gila River War Relocation Center, Rivers, Arizona, November 7-17, 1944.

"Masao Satow, Coordinator, arrived at Gila approximately one week prior to the beginning of the institute. During this time, he interpreted the purpose of the institute to the Assistant Project Advisor, the Community Activities Supervisor, and personnel in other divisions, such as Education and Welfare. Supplementary staff for the team was recruited from local agencies, such as the Department of Public Recreation, and the WCA, Camp Fire Girls, YMCA. The coordinator formed a Steering Committee which was representative of volunteers and paid staff in the leisure-time program, and other groups interested. Interested individuals and agencies in Phoenix, Arizona, were informed of the plans for the institute. The Community Activities Supervisor and coordinator worked with leaders within the community activities program and agencies, churches and other groups at Gila. Plans for the

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institute included general sessions, work with smaller groups, consultation to individuals and committees, speeches, demonstrations, and participation in regular activities of groups.

"The Leadership Training team included: Masao Satow, National Council of the YMCA, coordinator, Marshall Stalley, Community Activities Advisor, War Relocation Authority, Nora Garvin, Western regional representative, Camp Fire Girls, Esther Briesemeister, National Staff of the YMCA, Juanita Luck, Consultant in Group Work, U. S. Children's Bureau. Staff of the Phoenix Department of Public Recreation, YMCA, Industrial USO, and the Camp Fire Girls, participated in several sessions of the institute.

"In addition to evening sessions which included the principles of group leadership and demonstration of program and activity skills, members of the leadership training team met with such groups as: Girl Scouts, Camp Fire Girls, YMCA, YWCA, Young Buddhist League, Community Activities Staff, P.T.A., Block Managers, Church Groups, Committee on Juvenile Delinquency. Community events, such as inductees send-off, Armistice Day program, community crafts exhibit and community banquet. Individual conferences were held with all persons interested in leadership problems, including the superintendent and assistant superintendent of schools, director of welfare, director of social services in the hospital, ministers and priests, school principals and teachers, volunteer board members, club leaders and club officers. These contacts included both the Caucasian staff of the War Relocation Authority and the Japanese leadership in the center.

"The content of the course at Gila River was influenced by the

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need in this particular center, which was expressed by the Community Activities Supervisor as follows: "The critical leadership of every group rests with the evacuee participant. Therefore, it is most important that the leadership training institute be at the level of participant-member rather than at the level of the adult-sponsor leader." 1/

"Participants in the course at Gila included paid and volunteer evacuee leaders, club leaders, club officers, several teachers, ministers, parents, and block leaders. Efforts were made to interpret the institute to community leaders in Phoenix, and to enlist the interest of citizens in this community in the program of the center.

"Evaluation of the Leadership Training Institute at Gila River November 7-17, 1944

"A. Strengths: One of the most valuable contributions of the Leadership Training Institute was in having opportunity for participants and leaders in the center. This group approach enhanced the contribution of each member of the team, strengthened particular agency contacts, stimulated interpretation of the values of recreation to children and youth, and brought response from the community on the value of a leisure-time program. Because members of the team were related to programs of Girl Scouts, Camp Fire Girls, YMCA, YWCA, Boy Scouts and Public Recreation Departments in outside communities, this affiliation helped the evacuees to know of the interest which these groups have in

1/ In a letter received from Arthur L. Griswold, Community Activities Supervisor, October 17, 1944.

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the Japanese-American group within the center and in the 'relocated' areas. Group experiences in the center may help to strengthen the individuals who wish to make contacts with these agencies in the communities where they may relocate. Although the training staff was a small one, it was possible to cover all groups and interested individuals in the center program. This strengthened the interest in the center program, as many of these were volunteers needed encouragement to continue their work in the face of loss of experienced leaders.

"One of the unique contributions of the contacts which members of the team had with the evacuees, was in an interpretation of the importance of play for children, clubs and broader activities for adolescents to the 'Issei' group of Japanese. These are the parents and grandparents who came to America in the late 1880's and early 1900's. Many of their children are American born "Nisei." The cultural understanding between these two generations is strained and has been somewhat intensified by the enforced evacuation order. Leaders in the institute talked with parents and older leaders regarding the value of their children's group activities, in the center and in outside communities.

"Interpretation of the values of recreation to all children, and appropriate programs for different age groups was of help to interested personnel in departments, such as Education and Welfare. Church leadership specifically helped with the teen-age programs of their constituent groups. The institute team helped to interpret to the residents and War Relocation Authority staff, the valuable contribution which the volunteer leaders in the evacuee group were making in the activities in the

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center.

"As most of the club groups were being carried by volunteers including Caucasian and Japanese, the training institute strengthened their contribution by helping them with practical problems, giving them an understanding of leadership principles, and giving them encouragement to continue in their role as leaders.

The institute team was successful in identifying certain recreational needs, such as: Need for (1) block activities for small children; (2) provision in the school program or elsewhere for a more varied program for elementary children; (3) teen-age center for adolescents; (4) adequate planning for use of available building space for all groups in the center; and (5) inclusion of more varied activities, such as music, drama, social recreation in addition to club activities and organized athletics.

"B. Recommendations: If the same type of institute is contemplated, a week period may be more desirable than a ten-day period. This is due to the small leadership staff, the amount of work required of the small Steering Committee in making arrangements, and to sustain the continuity in participation in the sessions. Leadership is needed to give work-shop demonstration in program skills, activity skills, and leadership principles. This method would reach the leadership problems more quickly than the general sessions, although both are needed in the total institute. If the institutes are to be directed toward young participant leaders in clubs and activities, some means must be worked out to reach the adult leaders, members of advisory boards,

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teachers, ministers, etc., probably in separate groupings. Continued use of leadership teams to meet in regular sessions of clubs, committees and councils is advisable as this method provided an opportunity to give practical help with problems of leadership within the group itself. Opportunities for individual conferences should be made known as many new leaders do not wish to ask questions in large group. Social recreation should be emphasized with actual demonstrations of games and social mixers appropriate for different age groups.

Where community leadership is going to be utilized, it is well to plan this with all members of the team in order to integrate this contribution into the total institute. Small group meeting of the adult volunteers, such as leaders in church, teachers, PTA, etc., would help strengthen the adult support for the leisure-time program in the center. For the participants, association with agency leadership is increasingly important in relating the activities in the center to corresponding programs in communities outside, as an aid in the process of "relocation." Use of local and regional staffs of agencies help provide contacts with outside communities.

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Juanita Buck."

The above report has described the Leadership Training program in detail. Leadership Training Conferences patterned after the program presented in this report have been conducted at the following centers as of May 1, 1945: Rohwer Relocation Center, Gila River Relocation Center, Mangamar Relocation Center, Minidoka Relocation Center, and Colorado River Relocation Center. In addition, other group work institutes and follow-up conferences have been held at all of the WRA centers.

A detailed analysis of all phases of the community activities program at the centers is not possible. However, there are certain major areas of development which should be indicated. One of these areas is religious worship and work with churches. By policy and administrative determination the War Relocation Authority assigned to the Community Activities program and to the individual Supervisors of Community Activities at the projects responsibility for work with church and religious bodies. This function was specifically included in the job description of the position of Community Activities Supervisor. It virtually charged the Community Activities Section with responsibility for all leisure-time interests for the entire project population. This meant that the Community Activities program was concerned not only with recreation but with religious and other community activities of a broad and general nature.

The policy of the agency has been to provide for full freedom of religious worship. Special attention has been given to maintaining the separation of the Church from the State as an essential principle in American democracy. Policies and practices carried out by the project administrations have carefully identified the interests of private

religious groups and the responsibilities of Government to recognize the spiritual and religious needs of center residents.

Outside ministers and priests have been permitted to visit projects upon request of an evacuee group and with the permission of the Project Director and the Community Council. The Authority has paid no cash allowances to evacuee ministers for religious duties performed. Such ministers have been paid by their own denominations or have received cash allowances from the War Relocation Authority for work performed on the project that is not related to their religious duties.

At all centers an inter-faith or inter-denominational council was established which has been representative of all or nearly all of the sects existent among the evacuee residents. These councils have assisted in the management and guidance of religious affairs. They have received consultation from the Community Activities Supervisors who represents the project administration.

Church services under Protestant, Buddhist, and Catholic auspices have been held regularly in all the centers. Such services have been conducted usually in recreation buildings specifically assigned by the administration for religious and community services.

The original policy of the Authority provided that one building might be constructed for purposes of religious worship if materials were available. Actually this was not feasible and as a result church services have been conducted almost entirely in recreation halls, in community auditoriums, or in school facilities. At first outside church groups indicated an interest in the construction and financing of community-church buildings. Due in part to the difficulties of obtaining

priorities for such purposes, such proposed church buildings were never actually constructed.

The activity of outside ministers at the projects has been on the whole constructive and conducive to the maintenance of morale. Such interests of outside church groups has also aided in the relocation and resettlement program.

Inherent in the nature of relocation centers has been the necessity for all of the center residents to be dependent upon project facilities and services to meet their recreation needs. Housing conditions on the centers has been such that there have not been the same opportunities for home and family recreation that is possible on the outside.

The policy of the agency has not permitted outside private agencies to operate commercial recreation program; neither has it permitted evacuee residents to operate commercial recreation or engage in other business enterprises. As a result it has been necessary for the Community Activities Section in cooperation with other sections, in particular the Business Enterprises Section (Consumers' Cooperatives), to provide some of the recreation services which ordinarily are operated on a business basis in communities throughout the country.

The chief need for those services performed ordinarily as business enterprises has been motion pictures. Recognizing the value of motion pictures in the maintenance of morale and in keeping residents informed of conditions on the outside, the agency has purchased 16 mm. motion picture equipment. In each Community Activities Section there has been organized a motion picture department. This department has included a small staff of evacuees employed on the payroll of the

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administration and assigned responsibility for supervising the motion picture program, operating and repairing motion picture equipment, and procuring and arranging for the use of films.

A small charge has been made to evacuees attending motion pictures which income has been used to pay for the rental of films and any other expenses involved in the operation of the program, exclusive of personnel costs. In some instances the cash allowances of the evacuee personnel engaged in the motion picture program has been financed by the Consumers' Cooperatives.

The selection of the films to be shown has been largely a responsibility of the evacuee community. The project administration has occasionally censored or refused permission to show some films which it felt were not conducive to harmonious relationships within the evacuee community or between the evacuee community and the administration.

The kind of films to be shown has been a topic of much discussion among center residents from the beginning of the relocation centers. Actually the pictures shown have been similar to those shown in neighborhood theatres throughout the country. The date of their release as 16 mm. films is usually six months or longer after the date of their release in commercial motion picture theatres on the outside. Hollywood films have been on the whole extremely popular and have provided entertainment to thousands of people while in residence in the relocation centers at nominal charges, usually from five to ten cents per person per show.

Because of the extreme isolation of relocation centers from war conditions and community conditions brought on by the war, the Authority arranged in cooperation with the Office of War Information, the British Information Service, and other government film agencies for the distribution

of documentary films at the relocation centers. Such films have brought to the people of the centers visual presentations of the progress of the war and of changes which have been taking place in communities throughout the country as a result of the war.

The mass exclusion orders of persons of Japanese ancestry on the West Coast were lifted January 3, 1945. This action intensified relocation efforts generally and made possible for the first time relocation on a national basis. It was an action affecting all operations of the War Relocation Authority and had some specific implications to the Community Activities program. It called for modifications and adjustments in the recreation program at the centers.

On February 19, 1945 the War Relocation Authority issued an administrative notice outlining the Community Activities program during the Post Exclusion period. The objectives of the program were re-emphasized and defined as follows:

- (1) The conscious use of group activities to help prepare center residents for adjustment to community living on the outside thus facilitating relocation; and
- (2) The provision of recreation services and related community activities, including work with church groups and other community organizations, to meet the leisure-time needs of the community and help maintain the morale of the center residents.

It was recognized that the process involved in the closing of the centers and the liquidation of the agency would tend to frustrate groups of center residents. It was felt that the Community Activities program was challenged to make certain unique contributions to the development of attitudes among evacuees favorable to relocation.

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The Post-Exclusion policy stated:

"Community Activities Supervisors should work to strengthen those recreation services essential in any community, which make toward friendly relationships between people, help maintain healthy attitudes and fuller living, and thus prepare people for relocation; they should plan those group activities which encourage people to decide to relocate and prepare them for successful resettlement in normal communities on the outside."

With the anticipated closing of schools on approximately June 1, 1945, it was apparent that the Community Activities Supervisors would have increased responsibilities to provide group activities for those school-age children still remaining in residence at the centers. As a result, it was determined that personnel in the Education Section still employed during the summer months could be utilized in the Community Activities program, particularly in work with children. Provision was made to detail teachers to the Community Activities Section to assist in the summer group activities program. Plans were made in some centers to send young residents to camps located on the outside during the summer months. The Community Activities Supervisors were asked, in cooperation with the Education Section, the Relocation Program Officer, and other interested administrative sections and community organizations to plan for a full Summer Activities program for all age groups which would assist the relocation program of the Authority.

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One of the peculiar problems faced in the development of the Community Activities program has been the question of the place of Japanese-style activities in the total recreation program. Any sound group work program is developed according to the interests and needs of people. The interests of the people of the centers is a reflection of

their total life experiences. Approximately one-third of the evacuees are Issei, people born in Japan. The other two-thirds are Nisei, American born citizens of Japanese ancestry. Among the Nisei were a substantial number of Kibei, people born in the United States but who have received a portion of their education in Japan.

The Japanese cultural background of the group has presented certain problems in the operation of the Community Activities program. To what extent should provision be made within the program for participation among center residents in Japanese-style activities? To what extent should the administration recognize the interest of evacuees in Japanese cultural-recreational activities? Should the policy tolerate, discourage, or encourage interest in such group activities? As Japanese cultural activities are pursued within the relocation centers, what effect does this have on the relocation program? Are ^{their} ~~their~~ conflicts between the "interests" of center residents in Japanese-type recreation and their "needs" as people planning relocation and resettlement in American communities and needing community acceptance? To what extent does participation in Japanese style activities complicate the problem of gaining general community acceptance? Inasmuch as relocation centers are temporary war-born communities, what are the prospects of center residents continuing interest in recreational interests of a Japanese character in American communities after they relocate? The college football player finds it difficult to play football after graduation and thus pursue his interest as a participant in the sport. Are there any

similarities between this situation and the Japanese evacuees who develop skill in Sumo and Kendo while in residence in relocation centers and then find no opportunities to engage in such sports upon relocation? Assuming that the Community Activities program within the centers should recognize the interests of center residents in Japanese-style activities, how far should this recognition go? Should evacuee leadership be employed to provide instruction in such group activities? If so, to what extent? How does the administration distinguish between Japanese cultural activities and those activities having Japanese militaristic or propaganda implications? Should the Tule Lake policy be different than that at the other centers? These were some of the questions faced by the administration in determining an over-all policy.

Should explain why Tule Lake aspect?

In an attempt to answer this question, the War Relocation Authority established the following policies:

"To facilitate the relocation process and the basic objectives of WRA, the participation of evacuees with groups typically American in concept is encouraged."

The policy goes on to state the following:

"The voluntary participation of residents at the relocation centers in Japanese-style games, sports, and cultural activities which are not specifically nationalistic in nature will be allowed. However, where such activity is justified because of a definite contribution to community life, not more than one paid evacuee instructor will be permitted for each Japanese-style activity. Such activities shall be subject to continuous review and evaluation. Other leadership necessary will be provided only on a volunteer basis."

Another problem which faced Community Activities was the financing of expendable and non-expendable equipment necessary for the operation of the recreation program. How should the purchases of equipment such as motion picture projection machines, public address systems, art

supplies, baseballs and bats be financed?

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In large measure such supplies and equipment have been financed by the evacuees themselves through income derived from revenue-producing recreational activities. However, to a limited extent Federal funds within the budget of the War Relocation Authority have been provided to purchase non-expendable equipment and certain expendable supplies which could not be entirely financed through income-producing activities. The budget of the Authority for supplies and equipment for community activities has been approximately \$3,000 per year per center and has varied from center to center according to differences in the project populations.

In order to raise funds and control contributions of the evacuee community to help finance the Community Activities program, and in order to provide for the management of funds collected from evacuees for the support of the program, evacuees at all of the centers have established community activities organizations of their own. These organizations have been either community trusts, cooperative associations, ^{inc}corporated or unincorporated associations. They have assumed operation for many phases of the community activities program, but particularly those activities where an admission is charged or where there is some income.

The Community Activities Supervisors have provided technical advice and assistance to Community Activities organizations operated by evacuees and have assisted in developing adequate fiscal and business procedures. The project attorneys have advised in the establishment of the organizations and have assisted in the handling of legal problems incident to their operation. Where ^Business Enterprises at the centers

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have operated recreational activities from which revenue is derived, they have donated the profits from these activities to the community activities organization for use in financing the center's recreation program.

Conclusion

The test of the value of the Community Activities program is the effect it has had on the individual participants and the extent to which it has helped in the resettlement and readjustment of people from the centers to life in "normal" American communities. The relocation of thousands of people is not simply a matter of moving people from one section of the country to another. Much more is involved when people leave relocation centers to live in communities "on the outside" than mere change of residence.

The resettlement of those people still remaining in the centers is not simply a matter of finding jobs. It is a problem in gaining community acceptance, and of relating the community's facilities and services, including all of its recreation and group work services, to the needs of the incoming group. Relocation is a process involving emotions, attitudes, feelings, and prejudices. It calls for adjustments between individuals and between groups within the community. It is an experience in which both the people of the community and the incoming "evacuees" participate. It is a problem involving "relationships" between people. It calls for skill in relating people to each other in individual, group, and community settings. It is a responsibility in which the Community Activities program will play a significant part in the return to "normal living" of those people who have been living too long in "relocation centers."