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WASHINGTON WELFARE SECTION

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HISTORY OF WASHINGTON WELFARE SECTION

Early in the Spring of 1942 more than 100,000 men, women and children — Japanese citizens and Americans of Japanese ancestry — who lived on the West Coast as members of the community were taken into custody and removed to camps scattered through the interior. The groups ranged from 8,000 to 15,000 people per camp. Here they were to live and remain, eating in messhalls and living in barracks, pending investigation of their loyalty. Three years later after this forced migration, there still were remaining in these camps 70,000 people.

They were domiciled in army barracks which were arranged in blocks — 12 to 14 residential barracks to a block. They were arranged in two rows with one messhall, one recreation hall, one storeroom, one laundry and two lavatories per block. The residential barracks were 100 feet long and 20 feet wide, and each was normally divided into four apartments measuring 24, 24, 24 and 28 feet in length. Apartments were unpartitioned. The smaller apartments housed not more than five people; the larger, not more than six. To each apartment was furnished an army cot per individual, army blankets and a heating stove.

When the people were removed to these camps, the great question was where to begin. Food? Bathing facilities? Laundries? Fire protection? Law enforcement? Personal adjustment? Put first things first? Which were first?

By force of necessity, physical facilities to make possible living at a minimum of decency came first, then hospitals, then schools, then community enterprises and community activities. Amazingly soon, these camps were communities. They were organized towns of eight to fifteen thousand persons. And like other towns — your town and my town — many kinds of people resided there — rich people and poor people — working people and idle people — young and old people — sick people and well people. Problems began to loom up, problems which shifted and changed as in the ordinary routine of eight or fifteen thousand people living in any town, but with the added problem of shock from forced migration, uncertainty as to future and abnormal living conditions.

The staff saw aged persons who were alone, chronically sick people, emergency illnesses which left families without the care of mother or father for a period of time. There were lone children without parents or guardians, families deserted by the breadwinner or by the mother, families with marital difficulties. There were marriages, births and deaths; and there were persons with acute and pressing

problems of personal adjustment.

WELFARE ACTIVITIES

A request for welfare services for evacuees was included in the first budget submitted by the agency. The Bureau of Budget did not agree that welfare workers were needed on the center staffs, and the item was not allowed. The Chief of Community Management Division, responsible for planning this phase of the program, however, secured the loan of a faculty member of one of the schools of social work for the purpose of advising the Authority on the type of program needed and assisting in recruiting a person to head the program. After participating in staff meetings, talking with individual members of the staff and surveying the total problem; it was her opinion that in any kind of a setup, particularly one of the kind involved in relocation centers, human needs in terms of adjustment were bound to arise and that while the resident evacuees were and would continue to work out some crude methods of handling family difficulties, they would be inadequate. A welfare program providing counseling services for families and individuals, as well as financial assistance, was recommended rather than the group approach which had been suggested, and funds were secured for the establishment of a Welfare Section.

Though many of the needs which later arose were recognized at that time, possible methods of meeting them were very vague. There was some thought given in the beginning to the possibilities that the evacuees should do as they had done in the past; that is, provide a system of mutual aid to take care of those needing financial assistance. To plan a welfare program and give technical advice to center staffs, a consultant was placed on the staff in August 1942.

At that time the agency consisted of a small staff in Washington, three regional offices having a certain amount of autonomy and ten relocation centers. The public welfare consultant was expected to provide technical advice in the field of public welfare not only to the Washington staff, but to the regional offices and centers. The channels through which this technical advice would reach the staffs on the centers were vague and undeveloped. While the members of the Washington staff were "people-minded", they had no experience through which to gain any very full understanding of a welfare program, what it should be and what it might contribute, not only to the more recognized problems of individual and family difficulties, but to the program as a whole. No statement as to the work of the Washington Welfare Section or the services which might be requested from the consultant was furnished either to the regional offices or to the centers.

During the first couple of months the consultant visited two of the centers and several regional offices. At both of the centers there was one welfare staff member who was assisted by evacuees,

some of whom had had some experience or training either in public welfare or related fields. As might be expected, many welfare problems were apparent and pressing. Shortly before she came to the staff, instructions had been issued which provided for public assistance benefits to the unemployable and other families or individuals without resources. These instructions set forth no standard of eligibility and were somewhat inflexible. Because of the lack of qualified welfare staff in the centers at that time, final responsibility for decisions on grants was placed on the Project Director. In most communities this would have been assumed by the staff of the welfare agency.

Clothing Allowances

One of the most pressing problems was making provision for clothing and this occupied a great deal of the time of the consultant during her first few months. Related to the provision of clothing, as well as to the total welfare program, was the employment policy. To some extent this problem was the tangible opening through which the consultant was able to interpret the services that the Welfare Section could, and should, provide and to point up the close relationship between employment and employability, the need for assistance and services and other phases of the WRA program.

After a great deal of discussion, the wage policy was established and tied into it was a "cash clothing allowance program" to be administered by the Welfare Section. Though this was called a "clothing allowance", it was primarily a wage incentive and the scale of amounts had no direct relation to the cost of the clothing for the individual or family. This caused difficulties which were never resolved.

The program provided that each worker should receive a clothing allowance, based on length of employment, for himself and each of his dependents. This necessitated a definition of the basic family. It was also necessary to determine those who could logically be considered dependents of the head of the family. Consideration was given to the cultural pattern of the Japanese in which the family covers a much broader group than in the American culture. Since the majority of the evacuees were American citizens by birth and it was assumed that all of them would continue to live in America, plus the fact that their treatment should be consistent with that given other American citizens by government agencies; the basic family was considered to be parents and minor children with recognition of individual modifications due to family circumstances.

An integral part of the wage and employment policy, as well as the clothing allowance program, was the provision of work clothing. Some types of work clothing were clearly recognized as occupational tools which should be provided by the Authority without cost to the worker such as rubber boots for irrigators, welders' gloves and masks, rubber gloves, etc. Other items, while recognized as essential to

the job, such as nurses' uniforms, duck pants for physicians, etc., were sufficiently like ordinary clothing to raise a question as to whether the provision of such clothing without cost was not an unjustifiable increase in the wage and clothing allowance of the worker. There was also the question of uniforms for policemen and firemen. Certain outdoor manual occupations required heavier clothing than a person would ordinarily purchase, even though not normally considered in the same category as rubber boots, welders' gloves, etc.

In determining the conditions under which work clothing would be issued, in addition to wages and cash clothing allowances, it was essential to provide work clothing where the occupation resulted in excessive clothing wear. On the other hand, it was necessary to avoid providing clothing merely because the worker occupied a certain position such as that of policeman while another worker equally in need of the same general type of clothing would not receive it.

After a great deal of discussion, a policy was devised providing for the free issuance of only such work clothing as was needed as an essential part of the worker's occupational equipment and, as such, necessary for the efficient performance of assigned tasks and protection of the health and welfare of the worker. The procedure issued under this policy specified the types of the work clothing and the groups to whom it could be issued.

The clothing program was set up during November and December of 1942 and the welfare consultant held four regional meetings with center staff — both Welfare and Finance — to explain and interpret the program. This provided an opportunity to become acquainted with the welfare staff in the centers, to get additional insight into center problems and to bring to their attention the technical services available in the Washington office. Since there was still no staff other than the consultant, the amount of advice and consultation that could be provided was definitely limited.

Early in 1943, the Welfare Section was asked to make a study of the adequacy of the clothing allowances, but due to lack of staff this was not completed until June 1944. In making the study the assistance of the Social Security Board, the Department of Agriculture and the Bureau of Labor Statistics was secured. Studies made in the field of clothing requirements by a number of agencies were examined but the recommendations were based on the results of three studies conducted by the Colorado River Relocation Center; the Department of Justice family internment camp at Crystal City, Texas, and the Heller Committee for Research in Social Economics at the University of California. The recommendation was for a 50% increase in the scale of allowances. After consideration, it was decided that no change in the allowances should be made because it was, at that time, known that the mass exclusion orders would be lifted in the next few months.

In reviewing the experience of the Authority with the cash clothing allowance program, it appears that much of the difficulty

arose from calling the allowance "clothing allowances" when the amounts had no direct relation to the cost of clothing either at the time they were established or later. One result was to set a precedent which resulted in the clothing allowances being used as the basis for public assistance grants for clothing at the center and clothing allowances at the Refugee Shelter and compounding the initial error. In retrospect, it would have been better to have called the wage, plus clothing allowances, a "family wage" designed to provide the worker and his family with clothing, incidentals and household supplies. Where the "family wage" was inadequate for a given family, the family could apply for a public assistance grant as in a normal community. This would have been a more logical and realistic approach to the clothing question.

Functions of Welfare Section

Though the question of clothing took the center of the stage during the first months, other needs were pushing for attention. The problem of care of the aged and chronically ill in view of the barrack type of housing used in the centers; care and schooling for the handicapped, particularly the blind and deaf children; the uniting of separated families; the problems of child welfare — incipient juvenile delinquency, unattached children — and all the myriad problems which arise in any community and which were accentuated by the uprooting and transplanting to which these families had been subjected. Some of the problems seemed almost absurd — in one state, for a time, the state officials would not permit the registration of births which occurred in the center, which resulted in the ridiculous situation that in that state, insofar as the center was concerned, a person was not supposed to be born.

As the functions of the center Welfare Section developed, they were largely those of a public family agency. It administered financial assistance to those in need as well as cash clothing allowances. Through counseling and other services, the Welfare Section assisted families and individuals in their efforts to develop and maintain wholesome family and community life and cooperated with other project personnel in an effort to alleviate the effects of dislocation, family separation, unemployment, etc. Together with other Sections, the Welfare Section provided preventive and treatment services for the physically and mentally handicapped, behavior problems and other difficulties. It developed plans for unattached children, provided visiting housekeepers. It also assigned evacuees to living quarters.

In addition, the Section provided consultant service to other Sections and Divisions (Relocation, Education, Internal Security, Health). As policies were developed, or modified, the Welfare Section was called upon to counsel families and individuals affected by them — repatriation, segregation, transfers to other centers, reunion with interned members, relocation.

For a detailed discussion of the center welfare program, see Appendix I to this report, entitled A Comparison of the Welfare Program of a Relocation Center with that of the Typical Public Welfare Department of a Small City.

At the Washington level the Welfare Section performed somewhat different functions. It had no direct operating responsibility. It formulated policies and procedures for the welfare program in the centers. Through consultation and technical advice, it assisted center staffs in the establishment and maintenance of acceptable standards of public welfare administration, including organization, personnel, reporting, standards of family welfare services, care of dependent and neglected children, prevention and treatment of juvenile delinquency and child welfare services.

It was also responsible for maintaining liason with federal agencies such as the Social Security Board and the Children's Bureau and with the state public welfare agencies, as well as private social agencies such as the American Red Cross.

The Section was consultant to the Director and to other Divisions and Sections through the Chief of Community Management Division.

In providing technical advice to the centers, the Washington Welfare Section had a direct line to the center Welfare Section, as did other Sections and Divisions. Consultation and technical advice were provided both through correspondence and through field service. Other Sections and Divisions, such as Health, Finance and Relocation, also provided field service to the centers, but there was no overall coordination of these services either in the field or in Washington. Only the size of the agency, permitting the Director to maintain close relations to his staff and the common aim of relocation from the early days of the program, prevented critical difficulties from arising. As it was, the project staff and the Washington staff visiting the centers wasted considerable time and effort through duplication and confusion.

Statistical Reporting

One factor which handicapped the planning of the welfare program from the Washington level was the lack of any statistical information either as to the quantity or the type of problems involved. Though early in the program a report had been devised by the Reports Division for the Welfare Section, it did not provide any statistical data, either regarding types of services or financial assistance other than a statement as to the amount of money expended for this purpose. One of the early projects undertaken, as soon as the staff situation permitted, was the development of a statistical report designed to secure the minimum information needed in order that the

Section might make recommendations to the Chief of the Division and to the Director on problems and suggested solutions. In devising this report the assistance of other Federal agencies, as well as private agencies, was secured. The two chief difficulties involved were the realization that much of the work in gathering the material to be used in making the report would be done by evacuee staff members, most of whom would have had no previous training or experience in the field. Also, neither the center nor the Washington office had any definite information at that time as to the problems which would be encountered regarding which information would be needed. A form was developed which proved useful both to the centers in evaluating their own program from month to month and to Washington in getting both qualitative and quantitative data.

Reuniting Families

During the evacuation every attempt was made to keep family units together. However, there was invariably some separation and one of the early questions presented to the consultant was to develop a procedure for reuniting families.

One group of families was separated due to the internement of a member by the Department of Justice. Early in 1943 that Department planned a family internment camp where internees whose behavior justified such consideration might have their wives and dependent children join them if the family so desired. Much time was spent with the Department of Justice officials in the development of this program, since several thousand of the internees were Japanese and had families in relocation centers.

The program, as first set up, provided that both the interned member and the family residing in the relocation center would be given an opportunity to sign an application or petition saying that they wished to join the internee in a family internment camp. The petitions signed by the residents of the centers were classified by the project into (A) very urgent, (B) less urgent, and (C) desirable, but not urgent; and sent to Washington. The Washington office, after consultation with the Department of Justice, advised the centers of the action of the Department and the date on which the family was admitted to the center.

The Department of Justice planned to secure a social history regarding the applicant family from a social agency (for families in the relocation center, from the Welfare Section) and on the basis of this to decide on the social desirability of granting the family's request. However, this phase of the plan was not feasible insofar as residents of centers were concerned. The center Welfare Sections did not have sufficient qualified staff to secure the type of social history the Department of Justice desired. The value of such social studies in considering applications from residents of centers was small. In the case of families of German and Italian internees, the family at the

time it applied was living in a normal community and their adjustment in the community, as contrasted with life in an internment camp raised many questions which could best be answered by a study of the family situation made by a social agency. By contrast, the family in the centers was living under abnormal conditions which did not vary in some respects from those in an internment camp. In fact, at the Crystal City Family Internment Camp, the housing available permitted the families to live as units doing their own cooking, etc., which was a more desirable type of living for a family than in barracks as provided in the relocation centers. There was, of course, the question of the influence upon children of the internees who were, presumably, pro-Japanese plus the greater amount of surveillance in the internment camp and the implications to the children's future.

Though the program started in the early part of January, no families were actually moved until March, due to a delay in the Department of Justice in getting the facilities ready and to developing policies for the operation of the camp. The first movement consisted of only about fifty families, those of a group of internees who had volunteered to go to the camp and assist in preparing it. As a result of the experience in transferring the first group of families, the Welfare Section in Washington came to the conclusion that the classification of cases was unsound and that if the families, after they were provided with full information about the family internment camp and were given an opportunity to discuss their plans, still desired to go, their request would be transmitted to the Department of Justice and if the Department agreed to take them, they would be permitted to go.

One of the questions which arose early in the program was providing the services of a medical social worker and whether this service should be a part of the program of the Health Section or the Welfare Section. It was decided that it would be a part of the Health Section, and then the question arose as to the relations to the Welfare Section program. These followed the pattern, generally, of that of a community program. The technical advice in the field of medical social work was provided to the centers through the employment of a medical social work consultant in the Washington office by the Health Section. The development of that program will be covered in the report of the Health Section.

Other Public Welfare Programs

The eligibility of evacuees for assistance from other federal and state public welfare programs arose early in the program. Some few of them prior to evacuation were receiving Old Age Assistance, Aid to Dependent Children and other types of public assistance. It was decided that insofar as financial assistance was concerned, they would not receive assistance from such programs, regardless of the fact that they might meet certain factors of eligibility. Public

assistance programs in communities are administered by state agencies, and for evacuees to benefit from them would have necessitated staff from these agencies working in relocation centers while administratively responsible to the agency which employed them. Since WRA provided food, shelter and medical care without regard to need, the estimated cost of these items would have in most cases equalled or exceeded the grant which otherwise would have been given by the welfare agency. Also, it is doubtful whether the agencies would have considered the evacuees eligible for such assistance, since they were no longer physically present in the state. Accordingly, it was decided that so long as the residents were in the center the WRA would provide such financial assistance and services as might be needed.

The welfare agencies in the states in which the centers were located were requested from time to time to provide various services --those for crippled children and certain other child welfare problems, particularly those involving unmarried mothers. They were also asked and, in several cases, provided technical advice in the teaching of the blind and the handicapped.

Housing Assignments

Toward the end of the first year of operation the responsibility of assigning evacuees to living quarters was transferred from the Employment Division to the Welfare Section on the ground that most of the requests for changes in housing assignments involved social factors. This carried with it, due to the regulations governing the handling of federal property, the responsibility for property -- cots, blankets, etc. -- valued at thousands of dollars and included much clerical work in accounting for the items involved. The crowded conditions in the centers and the barrack type of construction made it impossible to make assignments on any sound basis. Also the time spent in this activity by technically trained welfare staff could more profitably have been spent on activities directly related to the welfare program.

Unattached Children

Most of the unattached children were placed in the Children's Village at Manzanar. The establishment and progress of this institution are fully covered in a special report, which is made an appendix (Appendix II) of this report. There were, however, a few unattached children in the other centers and the problem arose as to plans for their care in the center and provision for placement where this seemed desirable. Most of the centers on their own and very early in the program set up a system similar to that of Housekeeping Aides in normal communities which would provide care for unattached children in the centers, by and large.

It came to the attention of the Washington office indirectly that various members of the appointive staff and evacuees, mostly

ministers, were working through private individuals or agencies on the outside to place children in foster homes without the participation of the Welfare Section. While they were well-intentioned, they had no knowledge of various State laws governing the placement of children from outside the State or of standards which had been developed in States to protect such children. They took the attitude that if the family on the outside desired to take the child, it must be for the good of the child. No thought was given to whether or not the particular child could adjust to placement in a Caucasian family or in the particular family.

The Welfare Section, in cooperation with the Relocation Division, developed a procedure for the placement of children in outside communities, designed to comply with the child welfare standards of the State and to protect the interests of the children involved. (See Administrative Notice No. 130, Revised June 1945.) During the first year or two of the program, there were very few such placements. The program increased in volume as more young people wished for various reasons to relocate in outside communities without their parents and attend high school while working for their board. This type of arrangement offered many opportunities for the exploitation of these children. They had no experience by which to protect themselves, and they were under compulsion to accept the treatment offered them, unless it was actively antagonistic, in order to avoid any "incidents". The State agencies charged with the responsibility for supervising such placements were understaffed and while they recognized the need for such supervision and desired to cooperate with the War Relocation Authority, they found it difficult to do so.

Registration and Segregation

In January and February of 1943 a program was developed for the voluntary enlistment of Japanese Americans in the Army. This had many implications for the WRA program as a whole and particularly for the Welfare Section in counseling families. As a part of the program of registering American male citizens of military age, the WRA decided to register also the women and aliens in order to have a record of their desires as to relocation and their economic and social background as a basis for relocation. A report of this program is discussed elsewhere, including the famous loyalty question. This program resulted in family division in many cases. In a few cases husbands and wives agreed to divorce because of a difference in political loyalty. The segregation program, which followed the registration program in the Summer of 1943, led to further family division and separation. The most glaring cases were a few in which children in their teens decided not to go with the family to the segregation center. The action of such youths in not following their parents, regardless of their own desires and loyalties, was frowned upon by the residents of the center — even those who had no sympathy with the segregants because, in the

Japanese cultural pattern, the revolt of youth is not to be countenanced. Accordingly, the position of such young people in the centers was difficult and the Welfare Section had the problem of making placements for these children in outside communities.

During the carrying out of the segregation movements, the Head of the Washington Welfare Section spent approximately two months and a half at the segregation center taking responsibility for the movements from that center. In fact, during this period only one person was left in the Washington office most of the time to carry on the responsibilities of the Section at that level.

Red Cross

Early in 1943, discussions were held with the Home Service Division of the American Red Cross of the respective responsibilities of the Red Cross units in the centers and the center Welfare Sections. These were set forth in a written agreement, but the execution was delayed as WRA preferred to include it as a part of a broader agreement covering other phases of the Red Cross program such as bandage-rolling, home-nursing courses, first aid training, Junior Red Cross, etc. This was not accomplished as the Red Cross was unwilling that the center residents should participate in bandage-rolling and services for the armed forces, regardless of the fact that many of them were citizens and many aliens had sons in the U. S. Army. Accordingly, the agreement regarding the Home Service program was not executed until 1944.

THE RESETTLEMENT PROGRAM

During the Fall of 1943, the total relocation or resettlement program was reviewed, including the contribution of the Welfare Section to that program. Up to that time, relocation was the function of the Employment Division, which was also responsible for the assignment of evacuee residents to the positions in the center. The Employment Division looked at the relocation program primarily as an employment program. They approached the evacuee resident solely as a potential worker in the labor market and, accordingly, did not consider his family obligations, any health problems or other social factors. Persons who applied for indefinite leave and who met the requirements for such leave were granted it without any clearance with Welfare Section or without any inquiry as to their family at the center. The policy of the Employment Division to consider the individual without regard to his family also resulted in heads of families taking employment outside the center while the rest of the family remained in the center. In many cases he made no provision for the family, motivated largely by the feeling that the government owed the family maintenance in the center. This tended to encourage family separation and, in some extreme cases, family desertions. In some centers a system of clearance between the center Employment Division and the center Welfare Section had developed, but these were

not formalized and depended entirely on the personal viewpoint of the staff members concerned.

Since it was not their policy at that time to relocate any but those for whom a job could be secured or who had income to meet their needs, it was not considered necessary to provide any program for emergency assistance in outside communities. This overlooked the fact that all persons, however economically secure, may become ill, and a long illness will result in debts which they are unable to discharge. For instance, a very short time after the relocation program started in the Fall of 1942 a young woman left the center and went to Minneapolis to work. She was an excellent employee and had savings in the amount of \$150. Within a few weeks she became ill. Her illness was diagnosed as tuberculosis and she was hospitalized. Her savings were soon exhausted. Since she was not a resident of Minneapolis, she was not entitled to financial assistance from the public welfare agency and there was no private agency whose program provided for situations of this type. The International Institute called the situation to the attention of the Washington office. A temporary plan was made by which the Baptist Home Missionary Society assumed the financial cost of providing medical care. This pointed up the necessity of developing the program to meet such situations.

Discussions were held with the Bureau of Public Assistance in the Social Security Board regarding the feasibility of including relocated evacuees among those eligible for assistance under the program of that agency providing assistance to enemy aliens and other persons affected by restrictive action of Government agencies. As a result of these discussions, the Board agreed that relocated evacuees were eligible for assistance under that program on an emergency basis. The agreement provided that assistance should be given on a month-to-month basis for a period of three months and that at the end of that time the case should be reviewed by the regional representative of the Bureau of Public Assistance and the WRA Area Supervisor and a decision made as to whether or not the evacuee should be returned to the center.

In drafting this agreement it was not foreseen that cases would develop in which financial assistance was needed for an indefinite period such as in the cases of mental illness and tuberculosis. As such cases arose the Social Security Board agreed to take care of them on a month-to-month basis until the total program could be reviewed. The Alien Enemy and Others program was financed by an allotment from the President's Emergency Fund. The request of the War Relocation Authority to extend assistance to cases needing it for an indefinite period raised questions as to source of funds after June 30, 1944, and the relation of the program to the total Federal relief program. After conferences between the Budget Bureau, the Social Security Board and WRA, it was decided that the Board would request an appropriation of \$50,000 for the Alien Enemy Program and War Relocation Authority would

request Congressional authority to transfer funds to the Board to be used for assistance to relocated evacuees. Congress provided the requested appropriation to the Board, but limited the amount that WRA might transfer to \$50,000.

The staff in field relocation offices needed advice and assistance in utilizing the services of both public and private welfare agencies and in interpreting such services, including the Alien Enemy and Others program of the Social Security Board, to the evacuees. It was agreed between the Relocation Division and the Welfare Section that this should be provided by the Welfare Section under the administrative direction of the Relocation Division. Implementation of this agreement was slow. The Relocation Division staff had had no experience in operating an organizational structure where administrative and technical lines were split. Many of them had no previous experience with welfare programs and were not aware of the type of problems which the Welfare Section should handle. Shortage of staff in the Welfare Section also limited this service. As the program moved into the post-exclusion phase and as more experience was gained, much of this difficulty was overcome.

In October 1943 responsibility for resettling evacuees in outside communities became the responsibility of the newly organized Relocation Division. The Employment Division was abolished and its responsibility for evacuee center employment was transferred to the Administrative Management Division. The new division immediately began revamping the relocation program with the objective of increasing appreciably the resettlement of the evacuees.

It had become apparent that plenty of jobs could be found for evacuees in communities in which they could settle with a minimum of unpleasantness, but the evacuees were slow to take advantage of this. Accordingly, there was a great deal of discussion of the attitudes which influenced the evacuees and the possible effect of a broad program of family counseling conducted by the Welfare Section in resolving the psychological barrier to relocation and ascertaining the real deterrents.

Following these discussions, a plan was developed in November 1943 for the establishment in the Welfare Section at each center except Tule of a family counseling unit, which would conduct a counseling program designed to reach every family and individual in the center and discuss with the families their plans for the future, taking as a starting point the fact that the centers were temporary and that each family of necessity must consider some plan for the future other than continued residence in the center.

The plan included adding seven additional positions to each Center Welfare staff: a supervisor (Assistant Counselor, P-3); and six counselors (Junior Counselors, P-2). Efforts were immediately

begun to assist the centers in recruiting staff. This proved very difficult as persons with the necessary training and experience were either not available or not interested in taking a position in a center. There was pressure to modify all requirements for these positions, but the Washington Welfare Section took the position that the requirements were minimum and that to take people without the necessary experience would result in not achieving the objectives of the program.

As the Spring of 1944 approached, most of the centers had started some counseling activities but the program had not made much progress due to the lack of staff. There was pressure to not only get the program under way faster, but to secure an overall picture of the relocation plans of the center population as a guide to the Washington office in its plans for the future. The Relocation Planning Division had developed a form called The Relocation Outlook, which was intended to record the attitude of the family toward relocation, listing the characteristics of the family and of the plan the family would consider and the handicaps or problems involved. The Relocation Division proposed that that Division conduct a relocation interviewing program which was not to be a substitute for the counseling program of the Welfare Section, but which would provide for an initial interview with each family and individual in the center, during which the Relocation Outlook would be filled out. The Welfare Section was reluctant to approve this plan. It was felt that regardless of the sincere desire of the Relocation Division that this should not be a substitute for the counseling program, it would invariably affect the relationship between the evacuees and the Welfare Section in carrying on the counseling program. It was agreed that the Relocation Outlook form for all families known to the Welfare Section would be filled out by the Welfare staff, but that all other families would be interviewed by the Relocation Division. The Welfare Section also agreed to loan to the Relocation Division three of the P-2 positions in the Welfare Section at each center until June 30. The program was begun March 15, 1944, and it was planned to have it completed by June 30 of that year. However, this was not accomplished and in some centers the plan was never completed.

Though the procedure setting up the initial interviewing program clearly stated that it was not a substitute for the family counseling program conducted by the Welfare Section, there was inevitable confusion in the minds of most of the center Welfare staff. The interviewing program in some centers took the place of the counseling program without accomplishing the objectives of the latter. At other centers where it did not actually take the place of the counseling program, it did have an adverse affect on it, since the interviewing program left the family's plan, such as it was, dangling with no handle by which the counseling program could take hold.

The experience with both the initial interviewing and the family counseling program brought the Welfare Section and Relocation

Division at the centers closer together and set up machinery for clearance between the two units, which was particularly valuable in the post-exclusion program.

Post-Exclusion Program

As a part of the post-exclusion planning, a procedure was set early in the Fall of 1944 to identify those families and individuals who, if resettled in an outside community, would need either assistance or services from a social agency, and conferences were held with the Social Security Board regarding the means through which such assistance and services could be provided. It was agreed by the Social Security Board and the WRA that the program providing assistance to relocated evacuees, referred to hereafter as Resettlement Assistance, which operated under the Enemy Alien and Others program of the Board, would be expanded to include the evacuated area and that the WRA would ask authority from Congress to increase the amount of money to be transferred to the Board for this purpose. It was planned that the Resettlement Assistance Program would be a broad one and would provide for all types of financial assistance which might be needed by the evacuees in reestablishing themselves in new communities or in returning to their former residence on the West Coast. The approach of the Board staff to this problem was broad and every effort was made to assure that the standards used by the various states would not be restrictive.

The WRA agreed that for those persons who, in the judgment of the Welfare Section at the center would need continuing financial assistance for an indefinite period, the center would provide a summary of the family problem for the use of the public welfare agency in the community in which the family planned to resettle. The public welfare agency would then advise WRA whether or not they would accept the family. While in theory the evacuees, including those who were financially dependent were free to settle wherever they wished, it was recognized that most of those needing continuing financial assistance would have to return to the community in which they had legal residence if they were to be assured of continuing assistance after the termination of the Enemy Alien program. This meant that the large majority of this group would be returning to their former residences in the evacuated area.

Following the announcement on December 18 of the lifting of the Exclusion Order, effective January 3, 1945, conferences were held with the state public welfare agencies in California, Washington and Oregon. All of the state agencies were willing to cooperate with the WRA and the Social Security Board in making plans for the dependent group. It was readily agreed that residence in the center, since it was not of the free will of the residents, did not count either toward gaining or losing legal residence in the state insofar as eligibility for financial assistance was concerned. It was anticipated that the chief problem would arise in California where general relief was both financed and administered entirely by the counties and, in order to be

eligible for assistance in the county, the applicant must have resided in the county continuously for one year during his residence in the state. Some of the older Issei had been migratory laborers and did not reside continuously in any one county for a year, even though they had lived in California for many years.

As the program was first set up, the California State Department of Social Welfare preferred to have a case summary on each dependent family sent to the state agency. This agency would, in turn, send the summaries to the appropriate county. Though this would delay action on the summary, the state felt that it would enable the agency to interpret the program to the counties, particularly in counties in which the attitude toward Japanese was a hostile one. Thus the material to be incorporated in the summary was planned toward this end. In addition to the basic information that is usually assembled about a family, additional facts were incorporated which specifically pointed up the family's reasons for wishing to live in a given community, their plans and attitudes about the future, and any special obstacles that should be considered by the agency in helping work out these plans.

The summary, after being prepared by the center Welfare Section, was then sent directly to the appropriate Relocation area office to the attention of the Area Adjustment Adviser, who was a social worker experienced in community organization. He would, in turn, forward it to the appropriate state agency as well as interpret the welfare needs and resources to the district Relocation Officers in the area. After the public welfare agency had acted upon the summary, it was returned by the state agency to the Area Adjustment Adviser, who then returned it to the center Welfare Section with information as to the state's action. If the plan was agreeable to the family, the completed plan was turned over to the center Relocation Division to be put into effect.

From the beginning of the post-exclusion program the welfare program in the centers became a referral program rather than a service and assistance program. Financial assistance continued to be provided to persons who needed it, but attention from that point on was focused upon making resettlement plans for the applicant families. The Section also continued to provide emergency service, but viewed needs for continued service as problems which should be considered in assisting the family or individual to make a resettlement plan.

By and large, the Resettlement Assistance program operated in the various communities in a very satisfactory manner. Difficulty was encountered in one or two states in which the state agency was unwilling to provide assistance to persons who were not residents of the state, even though the funds for such assistance were provided by the federal government. They based this on the fact that to do so would encourage the settlement in the state of dependent persons.

Also some difficulty was encountered in information about the program reaching from the State level to all of the local public welfare agencies.

In the Spring of 1945, however, a survey of the administration of this program pointed up the difficulty which was being encountered in administering requests by resettlers for furniture. Most of the local public welfare agencies had little experience in administering financial assistance for this purpose and accordingly had not developed standardized budgets or budgeting procedures. Also it was very easy for both the applicant and the agency to consider a grant for furniture as reimbursing the applicant for loss through evacuation.

Many of the applicant families contained one or more wage earners who obtained jobs fairly soon after relocation and in some cases at good wages. Therefore, they would not ordinarily come to attention of the public welfare department and in many cases they were reluctant to apply. The public welfare agencies also questioned the desirability of families needing only assistance in reestablishing their household having to apply to the public welfare agency for it.

Added to these factors was the difficulty of establishing essential budgetary control for this type of expenditures since the families were not identified before leaving the center and the assistance might be given by any of approximately 3200 county agencies. This made it difficult if not impossible to assure that the limited funds available would be distributed equitably. Effective June 1, 1945, the agreement with the Social Security Board was modified to provide that such assistance would be provided in the centers. (See Administrative Notice 263)

In reviewing some of the interviews made at the time of application for the grant, it was apparent that most of these families, previous to evacuation, had made a marginal economic adjustment. Incomes had been small, although regular — farm wages, small rural or city businesses, cannery workers, service occupations. The entire equilibrium of their economic lives was upset by evacuation and its losses plus three years without income from wages. It is interesting to speculate as to how many of these families can regain and continue to keep their economic equilibrium and not need public assistance. Most of this group have become acquainted with the public assistance programs of the United States for the first time. There is strong feeling as to the government's responsibility for their plight. Potentially, they are a group who may easily become at least partially dependent families.

Residence

The question of residence of persons needing financial assistance proved to be small in numbers of persons involved. It was readily

agreed by the states involved that since the evacuees did not leave the evacuation area of their own choice the period during which they were excluded did not count either toward gaining or losing residence for the purposes of relief. The number of persons for whom it was difficult to establish residence was small. At first the California public welfare agencies preferred Caucasian references. This presented a problem since many of the Issei farmers had no Caucasian references, or were unable to furnish correct names and addresses for those they had. Later the agencies revised their policy and accepted affidavits of other Japanese. For those dependent persons returning to California it was necessary to establish county residence as well as state. In some cases the applicant had lived in California long enough to have state residence, but not continuously for one year in any one county. In such cases, the summary was sent to the county of the greatest number of months of residence. If the first county rejected it, it was sent to the county showing the second greatest number of months. If the second county rejected it, then an appeal was taken to the California State Department of Social Welfare. Since Washington and Oregon did not require county residence, this problem was not encountered in returning dependent families to those states.

The problem of residence came up also, somewhat in reverse, in the case of evacuees who had relocated prior to the lifting of the exclusion orders and had acquired residence in the community of resettlement, but who also could claim residence in the community from which they were relocated. In most cases, the community of resettlement took the position that the applicant could choose whether he wished to continue to live there and receive assistance as a resident or whether he wished to return to the evacuated area. Where, after diligent effort, the residence of a dependent person or family could not be established, he was returned to the community from which he was evacuated.

PERSONNEL

Administrative

One problem which ran constantly through the whole welfare program and which affected all phases of the program was shortage of personnel. To some extent the difficulty in recruiting welfare staff was part of a general shortage of workers. Many, otherwise available, either were not sympathetic with the problem or rejected offers because of the isolated location of the centers and the institutional type of living involved. The location of centers in areas where welfare workers are scarce even in normal times made it difficult for the centers to do their own recruiting and prevented interviews between applicants and center staff.

There was the added problem of interpreting to the centers the need for qualified workers. To some project directors and chiefs

of community management, welfare workers were divided into two groups — "those who were trained and the rest of the world." Though they were all sympathetic with the objectives of the welfare program, most of them had no previous experience with welfare agencies or programs. This was one of the many areas in which more frequent field visits to centers would have been of value.

Three classes of positions were established — Head Counselor; Assistant Counselor, who was to be primarily responsible for in-service training of evacuee case aides, and Junior Counselor. (Appendix IV, Exhibit, Standard Position Descriptions for Welfare Staff in Centers) The same educational requirements were established for all three positions; i.e., a Bachelor's degree plus one year's training in a school of social work. For the beginning position, one year of experience in the welfare field was required. For the Assistant Counselor position, three years of experience, one of which must have been in a supervisory position, were required; and for the Head Counselor, four years of experience, one of which must have been in an administrative capacity. Qualifying experience was accepted in lieu of education.

The Washington Welfare Section passed upon the qualifications of persons whom the centers proposed for the positions of Head Counselor, Assistant Counselor and, later on, Junior Counselor. The Section also assisted in locating qualified, available staff.

In order to assist centers in recruiting and orienting welfare staff, early in the program four positions were established in the Washington office which were training positions designed to provide a limited amount of in-service training for persons qualified and interested in the position of Head Counselor and Assistant Counselor at the centers. After a couple of weeks' orientation in the Washington office, persons in these positions were to spend several weeks at a couple of centers and then be transferred to a center where there was a vacancy and where the Project Director desired the transfer. One person was placed on the staff and later transferred to a center under this program. However, it was found impossible to continue to operate it because of the small staff in Washington and the fact that the actual operation was confined to the centers made it impossible to draft job descriptions which the Civil Service would accept as training positions.

In spite of the difficulties of recruiting for these positions, the welfare staff employed at the various centers during the program was of an unusual, high quality. Staff members who had had previous experience in emergency programs, such as that of the State ERA's or the WPA adjusted better to life in the center and to the working conditions in a program where such guides, as there were, had to be modified frequently. Because of their professional experience in dealing with people in trouble, the welfare staff adjusted more easily than many other staff members to the conditions of life in

the centers.

Evacuee

As in the case of other Sections and Divisions, it was planned to use residents as far as possible in the work of the Welfare Section. In addition to such jobs as that of clerk-typist and stenographers, evacuees were used as counseling aides. Prior to evacuation, few Japanese Americans had entered the field of social work because openings for them in that field were extremely limited. The few residents who had had previous training or experience in the field relocated in outside communities fairly soon after evacuation. In selecting evacuee counseling aides attempts were made to secure persons with college training and experience in related fields. However, these standards very soon had to be lowered as the residents in this group very quickly resettled themselves outside the center.

The extent to which evacuees could be used as counseling aides and their value as workers varied from center to center, depending upon the caliber of residents available for such work in the particular center and the imagination and ability of the appointive staff in providing in-service training. To some extent, they were subject to the handicaps found in the employment of evacuees as a whole; i.e., that the project wage was not a sufficient incentive to workers to give a full day's work. However, this was less of a handicap than in some other phases of project employment, since the work of the Section had more content of interest to the worker.

Two factors limited their work as counseling aides. First, they had had no previous experience and little knowledge of social agencies and their functions and, according to the Japanese cultural pattern, an individual should not "pry into" the affairs of another person. Second, as members of the evacuated group there were some subjects which it was impossible for them to discuss with other residents or to discuss objectively. This was particularly true of work in the relocation program.

Each center operated an in-service training program for evacuee workers. Operation of such programs was difficult because of the varied backgrounds of the group and the rapid turn-over. A description of the program at one of the centers is contained in Appendix III, Training and Employment of Evacuee Case Aides.

The original plans provided for only one technical person on the Washington Welfare staff. By the end of the 1944 fiscal year, two persons had been added -- one to analyse reports, develop procedures, and give continuity to the Washington office and one to provide field service to the center Welfare Sections. During the second year, this was increased by four additional positions and, insofar as the number of approved positions were concerned, the Section was in a position to give a continuity of field service to

the centers. Here, too, it was difficult to recruit qualified staff due to shortage of workers and extensive traveling which the positions required. At no time during the program were all the positions filled.

During the Summer of 1944, a large portion of the time of the Washington staff was spent on developing plans for the Emergency Refugee Shelter at Fort Ontario and later at the shelter assisting in getting the refugees housed and clothed and welfare service organized for them. While this was essential, it did interfere seriously with field service to the centers.

APPENDIX I

REPORT
CHILDREN'S VILLAGE
WAR RELOCATION AUTHORITY
MANZANAR, CALIFORNIA

CHILDREN'S VILLAGE
WAR RELOCATION AUTHORITY
MANZANAR, CALIFORNIA
June 20, 1944

Part I

The Children's Village, located at the War Relocation Center, Manzanar, California, was established June 23, 1942, as a result of the evacuation proclamation by the military. The purpose for which this child care unit was created, grew out of the necessity for making adequate provision for the care, treatment and supervision of unattached Japanese children living in orphanages and those who might be discovered during or after evacuation. The three institutions caring for unattached Japanese children operating in California were the Japanese Children's Home and Maryknoll Home for Japanese Children in Los Angeles, and the Salvation Army Home in San Francisco.

HISTORICAL BACKGROUND OF EVACUATION PLANS*

Dislocation of Japanese families by Department of Justice orders, the condemnation proceedings on Terminal Island complying with Exclusion order and the internment of parents created a greater need for facilities to care for unattached children. One family of eight children without parents was found in the evacuation of Terminal Island on February 27. Five of these children were immediately placed in the Japanese Children's Home. The president of that agency reported five other cases where disturbances related to war conditions had created situations where children were in need of institutional care.

Immediately after the declaration of war the program of the Japanese Children's Home was disturbed by the internment of the Superintendent. Funds were curtailed because the operating funds of the agency were reduced because money of contributors was frozen, some parents who had been paying for care were interned and others lost jobs.

Participation of State and local welfare agencies

Public and private welfare agencies in California Military Area No. 1, began early in February 1942 to evaluate the problems involved in the evacuation of unattached children and to formulate plans to assist the military authorities in carrying out the provisions of the Department of Justice and War Department orders. Because the problems of Japanese children were common to all concerned, meetings of representative agencies were called by the Community Welfare Federation of Los Angeles to consider the implication of Public Proclamation No. 1 through No. 5 issued from Headquarters of the Western Defense Command from March 2 to March 30, 1942. Representatives present at the meetings were from the Council of Social Agencies, the State Department of Social Welfare, the Bureau of Public Assistance of the Social Security Board, the Department of Public Assistance of Los Angeles County, and the two child care institutions in Los Angeles.

*Some of the information in this Section was taken from the report prepared, 7/16/42, by Winifred Ryder, Social Security Board.

Public Proclamation No. 1 to No. 5 listed Japanese and persons of Japanese ancestry as persons who would be excluded from Military Area No. 1, but provided that inmates of orphanages could be exempted. The agencies recognized certain serious problems that must be faced if the provisions for exemption were utilized and that the primary factors to be considered were those of:

1. Separating children from existing family ties.
2. Having isolated Japanese children living in Caucasian communities and subject to possible discrimination.
3. Separating children from their association with Japanese staff.
4. Facing reduced operating income.

The County Department of Public Assistance agreed to review cases and make payment wherever possible and the Community Welfare Federation indicated willingness to constitute more funds.

On April 1, 1942, the State Department of Social Welfare called a meeting of all public and private agencies in San Francisco. The following recommendations resulted:

1. "It is the recommendation of this group that the eventual plan of care for the homeless Japanese child be institutional care in a Japanese relocation center on a permanent basis for the duration of the war. It is assumed that this permanent plan should be financed by the relocation authority. It is recommended that the plan allow for intake from the Japanese wherever they are in the future. This group would be glad to advise in the development of such a plan.
2. "The group appreciates the exemption of orphanage inmates indicated in Public Proclamation No. 5, believing that interim care in temporary evacuation centers would be unnecessary, uneconomical and harmful to the children. The group will undertake to provide care in the existing institutions until such time as permanent locations in Japanese relocation centers may be provided.
3. "The best plan for the children would involve continued association of the present staff with the children, both during the interim and at the permanent relocation center; therefore, the group recommends to the proper military authorities delayed evacuation of staff and children until the permanent plan is made, if such delay is within the order of the military authority."

The State Department of Social Welfare immediately proceeded to review the social status of the children in the institutions and reported as follows:

| Agency | Date | Numbers of Japanese staff | Number of Japanese Children | Age range of Children | Number having parents or relatives |
|----------------|--------|---------------------------|-----------------------------|-----------------------|------------------------------------|
| J. C. H. | 4/8/42 | 7 | 38 | 5 months to 19 years | 32 |
| Maryknoll | 4/8/42 | none | 33 | 5-19 | 33 |
| Salvation Army | 4/8/42 | 7 | 22 | 6-16 | unknown |

While plans were being considered, the California State Department of Social Welfare assisted the Japanese Children's Home and the Maryknoll Home for Japanese Children at Los Angeles, in preparing an application for Exemption for each Japanese child. These were sent to the Regional Representative of Bureau of Public Assistance for transmittal to Army authorities.

Participation of Japanese Children's Institutions

Simultaneous with negotiations undertaken by welfare agencies, the child care institutions were making direct contact with Army representatives. Each agency carried on plans to unite children with their families so that they could be evacuated together. This was done most extensively at the Maryknoll Home for Japanese Children, and was possible because under the change in the condition of families, many working widowed mothers and fathers were now out of employment and therefore, able to have their children with them. Particular effort was made by the Japanese Children's Home to secure exemption from exclusion for staff members.

On April 18, the Assistant Provost Marshall wrote the General Manager of the Los Angeles Community Welfare Federation stating that it had been concluded that an irreducible minimum of 2 adult Japanese be allowed to remain with each orphanage pending a final disposition of these institutions, and that these persons must have no objectionable F.B.I. record and be satisfactory to the Social Security Board. The letter suggested that serious consideration be given to the release of orphans in their middle and late teen ages to the assembly and reception centers. Later a communication from the Federal Security Agency Liaison to the Bureau of Public Assistance Representative reported two options available to the Japanese Children's Home.

1. Evacuation of the staff with the exception of two persons and the appointment of a Caucasian supervisor.
2. Removal to a suitable place outside Military Area No. 1.

Participation of Federal welfare agencies

On April 7, 1942, a conference in San Francisco was held between representatives of the Army, the Children's Bureau and the Social Security

Board. Exemptions and deferment of movement of staff and children was discussed. The Army representative emphasized the necessity of having adult staff evacuated, suggested doing the same with children over 14 and advised that exemptions for each child be prepared separately. The Children's Bureau and the Bureau of Public Assistance representative pointed out the need for time to develop socially sound plans for children. At this meeting there was some discussion of the possibility of providing facilities for the care of unattached children at a center.

Social Data Registrations were prepared for all persons in these institutions and analyzed by the Regional Consultant of the U. S. Children's Bureau who made the following recommendations on April 16, 1942:

1. "As soon as it is possible to make adequate plans for industrial children or family groups of children in these institutions, arrangements should be made for them in reception or relocation centers but they should not be sent to assembly centers.
2. "Pending the completion of such plans, it would be well if one Japanese staff member for approximately 6 children could be retained. Preferably those persons would be those who have been most closely associated with the care of the children.
3. "The proper authorities should be requested to instruct the agencies in regard to curfew regulations and to provide necessary passes for the children."

On April 22, the U. S. Children's Bureau assigned a special consultant on children's problems in connection with the evacuation of persons of Japanese ancestry from Military Area No. 1. He immediately undertook a review of the institutional aspects, consulting with public and private agencies involved and visiting the institutions.

The study included a visit to Manzanar on April 26 where time was spent in conference with the Project Director, inspection of the grounds and buildings, discussions with the director of health and welfare and the Japanese doctor in charge of the hospital, regarding services and facilities.

At the conclusion of this visit the agency representatives expressed a wish to have the staff and children moved to Manzanar as a unit to become the nucleus of a center for unattached Japanese children. The Special Consultant from the U. S. Children's Bureau agreed to formulate and present such a recommendation to the Army and the Manager of the Japanese Children's Home proceeded to prepare a description of the facilities needed and the equipment which the institutions could provide.

The special Consultant made the following recommendations to the Bureau of Public Assistance:

1. "That a child care agency be established at Manzanar for children to be evacuated who are now living in orphanages or who may be discovered during evacuation;

2. "That children and Japanese staff members in the three orphanages caring for Japanese children be evacuated to Manzanar for permanent relocation.
3. "That inasmuch as the Japanese Children's Home has an all Japanese staff no temporary deferment be requested.
4. "That inasmuch as the other two institutions do not have all Japanese staff they maintain themselves for a temporary period.
5. "That bus and truck services be made available to the orphanages during the period of moving.
6. "That the care of unattached children evacuated to Manzanar would be greatly facilitated if reasonable adaptation of the available buildings be made.
7. "That the Social Security Board offer to provide family and children's consultative services at Manzanar."

Final Decisions

On May 5, 1942, the following statement was set forth by Army authorities:

1. "Housing and missing facilities are being constructed at Manzanar sufficient for 100 children and their Japanese adult attendants which are to be completed about May 15.
2. "Should it become necessary or desirable that these orphanages be moved to Manzanar prior to May 15, 1942, temporary facilities can be provided.
3. "No Caucasian representative of any church or charitable organization may accompany the orphanages to the Center.
4. "Should the orphanages desire or require to be sent to Manzanar any articles of equipment in addition to things to be furnished by the Camp Superintendent they will submit such list for prior approval.
5. "If the foregoing conditions are approved a letter will be written to the orphanages concerned informing them that they still have an election whether to be exempted from evacuation or whether to voluntarily remove their charges to Manzanar."

Facilities at Manzanar were not completed as early as planned so it was necessary to secure exemptions for the 7 staff members at the Japanese Children's Home on May 7 and for the Salvation Army Home on May 31. These exemptions included the children. All cases were registered at the control stations for the areas and records held for completion at the time of movement.

Actual Movement of Japanese Children

On June 16, 1942, Headquarters Western Defense Command issued instructions to Civilian agencies of the Wartime Civil Control Administration for the evacuation of the Japanese Children's Home on June 23, 1942. These instructions authorized the transportation of necessary supplies and equipment. On June 22, 1942, the nine children at the Maryknoll Home were transferred to the Japanese Children's Home. On the same day one child at the latter institution became ill and was transferred to the Los Angeles County General Hospital.

On June 23, 1942, the children and staff at the Japanese Children's Home and some equipment were moved from Los Angeles to Manzanar. On June 29, 1942, a similar move was made from the Salvation Army Home in San Francisco.

On July 1, 1942, word was received from the former Superintendent of the Japanese Children's Home that both parties arrived without incident and that they were comfortably settled and more than pleased with Manzanar. He reported that the group was known as the "Children's Village" and the population was 68.

GENERAL INFORMATION REGARDING THE INSTITUTIONS
CARING FOR JAPANESE CHILDREN PRIOR TO EVACUATION

The following information briefly sets forth the background of the three institutions affected by evacuation in California and the relationship of these institutions to the Children's Village at Manzanar Center.

Japanese Children's Home of Southern California

The Japanese Children's Home founded in February 1914 by the secretary of the Japanese Branch of Los Angeles Humane Society, is located on Redcliff Street, on the edge of one of the restricted residential sections. The total program was dissolved at the time of evacuation.

Property, income, and equipment:

The property, valued at \$18,000, has a 550 feet frontage, 11 lots and seven stucco buildings, which are said to be in excellent condition and house approximately 50. By authority of the Board of Directors these holdings are to continue to be handled by Harry H. Matsumoto, former superintendent of the Home. The buildings are now rented, through Approved Properties Incorporated, Los Angeles, to an agent who sub-rents them for living quarters. The income of \$125 per month is used for insurance and taxes.

Financial support for the Japanese Children's Home came from the following sources annually:

| | |
|-------------------|-------------|
| Community Chest - | \$ 4,000.00 |
| State and County- | 5,800.00 |
| Private Contribu- | |
| tions | 2,700.00 |
| | <hr/> |
| Total - | \$12,700.00 |

On the date of evacuation all State and County funds for support were terminated. The Community Chest advanced the Home \$200 for current expenses for the last two months of operation. Private contributions had been steadily decreasing since the war began. These funds, including money received from parents for board of children, had been a stable part of the regular annual income.

The sale of certain equipment, such as chairs, tables, china, etc., to War Relocation Authority at the time of evacuation brought a lump sum of \$1,410.50. These funds were deposited by Mr. Matsumoto in the Los Angeles Bank under the checking account of the Japanese Children's Home. Other equipment was placed in storage; a few stationary items were rented with the buildings.

Administration*

The Home was administered under the direction of a Nisei Board of Directors, composed of nine members all of whom were American citizens, and a Board of Trustees composed of 6 members who were also American citizens. The Board of Directors was responsible for the finances of the Home and carried on an interpretive program through its public relations in the community. This Board was elected at a meeting of the supporting members and the term of office of the Directors was for two years. The Board was dissolved in June 1942 because of the evacuation.

The Board of Trustees has not been dissolved. Mr. Matsumoto is Secretary-Treasurer and Mrs. Matsumoto is a member. The Trustees were appointed, whenever a vacancy occurred, by the membership of the Board. The term of office was for the duration of the Trustee's desire to serve. One member had served 15 years and two for twelve years. This Board holds title to the real property and equipment of the Home and has authority to dispose of or to make acquisitions. Mr. Matsumoto was given authority to act in behalf of the Board regarding matters pertaining to or negotiations concerning real property and equipment of the Home. The other members are now scattered in various parts of the United States.

Personnel

The Superintendent of the Home, Mr. Joy Rokuchi Kusumoto, age 70 years, was interned immediately after the declaration of war. He later was repatriated and left for Japan on the 2nd Gripsholm trip.

Mr. and Mrs. Harry H. Matsumoto, both of Japanese-American background, jointly took over the responsibility of operating the Home at the request of the Board of Trustees. They had been employed there respectively as administrator and social worker since 1935. In addition to these two people the staff consisted of seven staff members of Japanese background and several helpers. All the regular staff were evacuated to Manzanar and continued to work at the Children's Village.

Maryknoll Home for Japanese Children

The Maryknoll Home for Japanese children, located at 425 S. Boyle Street, Los Angeles, is one of several private child care homes under the auspices of Catholic Charities. Placement plans for the Japanese-American children under care were worked out through that agency.

There were no children left in the Maryknoll Home after the evacuation as only Japanese were cared for there. Special effort was made to reunite children with their parents or relatives and as a result a comparatively small number were actually transferred with the unattached group who went to the Children's Village.

* See attached charts showing membership at the time of evacuation.

Salvation Army Home

Following evacuation the Salvation Army Home in San Francisco was disbanded and the personnel responsible for the program were transferred to other assignments. Efforts were made through the Child Welfare Division of the State Department of Social Welfare to contact Salvation Army officials for the purpose of obtaining information that was needed about those children from the Home who had been transferred to the Children's Village. These efforts were unsuccessful, however, and as a result very little data were available about the children in this group.

Part III

PROGRAM OF THE CHILDREN'S VILLAGE

The creation of the Children's Village at Manzanar provided immediate services and facilities for the sixty-eight unattached children evacuated from institutions in Los Angeles and San Francisco. During evacuation unattached children and children of mixed ancestry were discovered by army officers and at control stations and were placed in the institutions. Four were admitted to the Salvation Army Home, six to Japanese Children's Home and four to the Maryknoll Home for Japanese Children. Two children who were placed at the Japanese Children's Home were subsequently granted permanent exemption and left the home. Maryknoll had continued to reduce its population by reuniting children with their families and relatives and when evacuation for Los Angeles County was completed only 5 children of those originally in this Home remained.

Forty-one children and seven adult staff members were received from the Japanese Children's Home, which number included the five children from Maryknoll, and twenty-seven children and three adults from the Salvation Army Home.

Physical Plant and Equipment

Although it was difficult to develop an atmosphere of home and community life under the physical conditions that existed at the center, effort was made at Manzanar to reach this goal.

Location

The site selected for the Village was desirable in some respects because it afforded a degree of privacy and ample space. The plant was located at the extreme end of the mile square area occupied by the Manzanar Center. The snow-capped mountains in the distance and the wide stretches of desert land as contrasted with the cultivated areas of grass and trees around the plant, made an effective setting. A spacious fire-break on the upper land side lessened somewhat the fire hazards. The grounds were immaculately kept. An attractive rustic Tea-House constructed on the lawn and the artistically designed low rustic fences around the plant indicated the thoughtful effort that was made to provide in the physical setup a semblance of home life for the children.

Buildings

The Village consisted of three one-story barracks that provided facilities for the children, the Superintendent and his wife, and the supervising staff. One barrack was used for staff living quarters, the dining room, kitchen, play room and office. The other two barracks housed living quarters for the children and some staff members.

The buildings were a part of the community housing to the extent that they were near the hospital and on a street occupied by regular barracks in which the evacuee families lived. The one disadvantage was in the considerable distance between the Village, the administrative offices and the school facilities.

Equipment

The plant was equipped with electric lights, running water, oil-burner heaters for hot water, and standard frigidaires. Some of the initial equipment such as tables, chairs, beds, pianos, dishes and some kitchen furnishings were brought from the Japanese Children's Home and later purchased by WRA. The basic equipment was fairly adequate.

Fire protection

The one-story plan of construction provided fire protection to some extent. However, fire hazards existed. For example, all the doors were constructed to open inward and the hot water heater in one building was unprotected by a guard or jacket. This was later corrected. No systematic plan for evacuating the barracks in the way of regular fire drills was in effect. Certain safeguards were provided by fire-extinguishers and fire hose and the wide fire-break also was a protection.

Personnel

The importance of providing the services of staff who were well trained and who understood the peculiar problems of these homeless Japanese children was recognized from the beginning. The Administration was fortunate in having available, the services of the former superintendent and his wife and other evacuee staff who had lived and worked closely with children away from their own homes. The Superintendent, a man in his early thirties, was educated at U.C.L.A., where he received his A.B. degree, majoring in Social Science; his wife received her degree at the University in 1929 and her certificate for post-graduate work in Social Service in 1933. They worked as administrator and social worker respectively at the Japanese Children's Home from 1935 to 1942 and were jointly responsible for planning and supervising the overall program. They had the affection and respect of the children and were highly regarded by the staff and members of the community both in Los Angeles and at Manzanar.

The staff at the Village consisted of the following classifications:

| <u>Professional</u> | <u>Supervisory</u> | <u>Helpers</u> | <u>Maintenance</u> | <u>Utility</u> | <u>Total</u> |
|---------------------|--------------------|----------------|--------------------|----------------|--------------|
| 2 | 6 | 5 | 21 | 2 | 36 |

At first glance the number of staff might appear to be high in proportion to the population. Consideration was given, however, to the fact that the number responsible for direct supervision was not out of proportion to the size of the group. It was low if compared with a desirable standard of one qualified supervisory staff member to each group of ten to twelve

children and a higher ratio for children in the lower age brackets.

Some of the older girls acted in the capacity of "Helpers" at the Village. The undesirability of this practice was recognized by the Superintendent. These girls were immature and had themselves experienced strains and tensions during the past months. Because of staff shortage, however, the plan was given a trial. The girls did not assume full responsibility and they worked under supervision and on only part-time schedules.

The maintenance staff was composed primarily of elderly men and women, themselves evacuees without special skills or training. It was recognized that as the population of the Village decreased, staff services could be evaluated and adjustments made accordingly.

Relationship of the Village to the Welfare Section at the Center

The program of the Children's Village functioned under the technical direction and supervision of the Head Counselor of the Welfare Section, at Manzanar Center. In connection with problems that have to do with other centers, she worked through the respective Head Counselors in those centers. Thus matters concerning children that related to other centers were tied in through regular welfare channels.

Finances

In many respects the Children's Village operated under abnormal conditions. Thus, many of the larger problems involving finances that are usually found in institutional management were lacking. All financial matters were handled through the overall administration. Finances for the Village were in general fairly adequate. Attached is a sample chart, prepared by the Center Operations Section, which gives the amount of costs over a period of two months in 1944, as charged to the Village from the overall financial budget for the center.

For accounting purposes, funds ear-marked "public assistance grants" were allocated to the Village on a monthly basis. These funds were re-allocated by the Superintendent to the individual children as pocket money. Public assistance grants were made on a basis of \$1.50 for the younger children and \$2.50 for the older ones. Clothing grants were in addition to public assistance. Older boys and girls who were employed at the Center on regular part-time basis received clothing grants but no public assistance. In instances where money was left over at the end of the month it was used for items needed when the child left the center.

Population

The primary aim of a program of care for children who have been deprived of their own homes is that of replacement of each child in wholesome home and community life. With this principle in mind it was not the intention of the War Relocation Authority to build up a permanent child care unit, but rather to liquidate the children's project as soon

CHILDREN'S VILLAGE

Financial statement
By: Operations Section 6/22/44

| | | <u>March, 1944</u> | | <u>April, 1944</u> | |
|----------------------|-------------------------|---------------------------|------------------------|---------------------------|------------------------|
| | <u>Analysis Account</u> | <u>Children's Village</u> | <u>Mess Operations</u> | <u>Children's Village</u> | <u>Mess Operations</u> |
| Evacuee Service | 1.3 | \$ 356.32 | \$ 245.87 | \$ 382.00 | \$ 230.00 |
| General Supplies | 8.1 | 15.00 | | 310.75 | |
| Office Supplies | 8.2 | .34 | | .46 | |
| Fuel | 8.3 | 141.98 | | 84.30 | |
| Drugs, etc. | 8.8 | | | 11.04 | |
| Food | 8.9 | | 1261.43 | | 1102.44 |
| Grants: | | | | | |
| Public Assistance | 11. | 80.00 | | 70.00 | |
| Clothing | | 142.25 | | 129.00 | |
| Depreciation (Bldgs) | 17 | 284.06 | | 284.06 | |
| Maintenance (Bldgs.) | 18 | | | 8.40 | |
| Mess Costs | 19.2 | | 107.16 | | 302.46 |
| Laundry Services | 20. | <u>786.24</u> | <u> </u> | <u>664.85</u> | <u> </u> |
| Totals | | \$1806.19 | \$1614.46 | \$1944.86 | \$1634.90 |
| Monthly Total: | | <u>\$3420.65</u> | | <u>\$3579.76</u> | |

as possible. Intake was, therefore, held to a minimum. A few children from the Manzanar Center who needed temporary care and several from other centers for whom no immediate plan could be made were the only ones that were added to the original population. An analysis of the original group, including those transferred to the Village is given as follows:

Population Analysis (1944)

| Original group transferred from: | Boys | Girls | Total | Age range | Released since '42 |
|-------------------------------------|------|-------|-------|-------------|--------------------|
| Japanese Children's Home | 12 | 19 | 31 | 1 yr.-18yr. | 24 |
| Maryknoll Home | 6 | 3 | 9 | 6 yr.-15yr. | 4 |
| Salvation Army Home | 14 | 8 | 22 | 4 yr.-16yr. | 7 |
| WRA Centers | 17 | 14 | 31 | 2 mo.-13yr. | 9 |
| Outside - Evacuated zone | 2 | 2 | 4 | 5 mo.-12yr. | 1 |
| Grand total: | 51 | 46 | 97 | 2 mo.-18yr. | 45 |

In order to formulate plans for liquidation of the program at the Village within a reasonable period of time, an evaluation of the population was made in the summer of 1944 with that end in view. A cursory study gave some indication of the social and legal status of the children and the current status of plans for them. These findings were as follows:

Social and Legal Status of Children
Under Care (1944)

| Number of whole orphans | Number of half orphans | Both parents living | Kurasian and mixed blood | Guardianship | | Wards of the Court |
|----------------------------|---------------------------|---------------------------|--------------------------------|--------------|--------------|-----------------------|
| | | | | Fixed | Not fixed | |
| 17 | 9 | 26 | 12 of the total 52 | 26 | 13 | 13 |

Group Life and Daily Routine

Well balanced alternation for sleeping, eating, playing, and working had an important place in the daily program at the Village. Despite the abnormal conditions of life at the center, the group life of the children under care at the Village was surprisingly wholesome and free from regimentation.

Living Quarters

Although the living quarters were meagerly furnished, it was interesting to observe the ingenuity and effort that went into making them livable and homelike. Immaculate, bright colored curtains of inexpensive material, orange crates and boxes artistically painted and decorated, rustic tables and improvised wall decorations took away much of the barrenness of the barracks. The housekeeping was neat and orderly and the quarters appeared to be lived in and were surprisingly comfortable.

The barracks were not over-crowded with exception of the sleeping quarters for the babies. There the single baby-beds were too closely spaced in one medium sized room and the ventilation was not as good as in other parts of the building.

Sleeping quarters for boys and girls were separate and single beds were used throughout. The beds were widely spaced from each other and from the walls. Mattresses of standard thickness were used and the beds were well equipped with blankets, clean sheets, and attractive counterpanes. Ventilation was from windows on both sides of the length of the barracks.

Bathing and toilet facilities were adequate for the number of children under care. The bathrooms were clean and the plumbing in good condition.

Night supervision for the older children was provided by an evacuee staff member who slept at one end of each room. In two rooms four or five children between ten and twelve years slept; an older boy slept at one end of the boys' room and an older girl slept in the girls' room. The babies had full time supervision by an evacuee staff member who had had some practical nursing experience. The grounds were patrolled during the night by Internal Security. This was a certain safeguard in case of fire.

Two small rooms at the front of the two barracks housing the boys and the girls were equipped for living rooms. The furnishings, consisting of a large table and a few chairs and bookcase, were rustic and meager, but at least this space provided some freedom and privacy for the older children. The younger children used the central playroom.

Provision for clothing and personal possessions

The children's clothing was well cut, of good quality and attractive. Since there was no uniformity in style, the children looked like any other group of conservatively dressed school children. Different clothes were provided for work, play and dress-up occasions. The children were invariably immaculate in dress and person.

Much of the clothing was purchased by mail order from clothing grant funds. The Superintendent placed special emphasis upon the children's participation in selecting their own clothing. This was particularly the case where teen-age boys and girls were concerned.

Regard for their own personal possessions as well as for those of others was another factor in the training of the children that was given special consideration by the Superintendent and social worker. Each child kept his own clothing in curtained-off spaces that substituted for clothes closets. Each of the school age children had a "locker" or dressing table at his or her bed where personal trinkets and other possessions were kept. These lockers and tables were made of orange crates or boxes. The children took great pride in decorating these with bright colored paint and bits of chintz.

Feeding arrangements and provision for food

A fair idea of the close family unity that was fostered among this group is gained by observation of mealtime activities. The wholesome attitude of the older boys and girls toward the smaller children was of particular interest.

The children and staff had their meals in the central dining room which was housed at the rear end of one barrack and opened onto the sweeping lawn with a close view of the snow-capped mountains in the background. Long tables, covered with a composition material similar to oil-cloth, each seated from 6 to 8 children and one or two staff members. The babies sat in their high chairs at the head of various tables and were attended by an older girl or staff member. Backless benches were used to seat the remainder of the group. Regulation crockery-ware, glasses, and ordinary table silver were furnished. The room was well ventilated and dainty window curtains, green plants and a few pictures gave it a pleasant atmosphere.

Mealtime was a leisurely part of the daily life and enjoyed under as homelike conditions as was possible in a congregate plan of feeding. In keeping with the Japanese pattern of culture, much attention was given by those in charge to training the children in "polite behavior". The meal began and ended with a simple blessing sung in unison. Complete freedom in conversation was permitted. No attempt was made to segregate older and younger children; thus, family groups were permitted to sit together. Each baby was taught to feed himself as quickly as possible. When the children finished their meals they stacked their own plates and silver and left them at the dish-washing unit as they went out.

The kitchen serving and dish-washing equipment was at the back of the long room occupied by the dining room. The facilities for preparation of food were well adapted to group service. There was also a separate diet kitchen for the babies located in the same barrack with their sleeping quarters.

No effort was made during the visit to evaluate the nutritive quality of the food served to the children. Insofar as quantity was concerned, it was sufficient. Plenty of milk was served, also fresh vegetables and fruit. Much of the food, such as vegetables, was raised by the administration on

the farm at the center. Staples were purchased through the regular administrative channels that also serviced the general evacuee mess halls.

Evacuee staff, under the immediate direction of the Superintendent and his wife, had responsibility for planning and preparation of food. Another group of evacuees did the heavy part of the cleaning and dishwashing.

Treatment Program

At the Village the total life of the group was recognized as a part of "treatment" of the individual child. Consistent effort was made by those in charge to develop a program that was based on the philosophy that each child's special needs should be met, even though he was living under abnormal conditions. The Superintendent and his wife were aware of the handicaps that were faced in their attempts to provide a type of care that would enable the children to adjust satisfactorily in community life when they left the center.

Health and Medical Care

The hospital and clinic facilities and services at the center were available to the children at the Village. The well-equipped hospital was under the direction of a Caucasian physician. His staff was composed of professionally trained Caucasian nurses. In addition were the services of evacuee nurses' aides and hospital helpers. The hospital was located about a quarter of a mile from the Village. The health problems throughout were primarily of a minor nature.

Two children who needed orthopedic treatment were given service through the State Crippled Children's Agency, which operated its program at Manzanar through the center hospital. All of the babies attended the Well-Baby-Clinic regularly. Clinics for immunization, tuberculosis and dental care were held periodically. Full medical reports were on file in the individual case records of each child.

Mental health

At the time of the 1944 visit there were no psychiatric nor psychological services available at the Village. No planned effort had been made to obtain such services from outside resources. There were four children under care for whom tests and studies were known to be needed.

Education

The children of school age attended the public school at the center. The school was under the regular accredited system of the State. Effort was made to give special attention to the problems of handicapped children through facilities provided by the Education Section. The vocational school unit was operated in a large, well-equipped section of the hospital in the wing of the children's ward. A special supervisor and an assistant were in charge.

There were no blind children or deaf-mutes at the Village. The group, with one or two exceptions, progressed well in school. Two of the older boys had lost interest in their school work and had wished to obtain work on a full

time job at the center. The Superintendent gave special attention to these problems in the hope that the school work would be completed if part-time jobs were arranged.

Recreation and leisure time activities

No organized program of recreation and leisure time activities was developed. The older children took part in the social and recreational activities at the school and church. During the summer they had opportunity to participate in the Community Activities program which was directed and supervised by a trained group-work staff member at the center. The staff planned certain activities for the younger group. A series of all day picnics were arranged for the children. They were taken in trucks to the picnic grounds located near a brook about 2 miles from the center. Preparation for these picnics was a part of the community life at the center. Special food was prepared by various chefs from the main kitchens and some of it was cooked on the outdoor fire-ovens at the grounds. Competitive games were played and these occasions were gala affairs.

Library facilities were available at the center and the Village was provided with two rooms supplied with a limited number of books. The books were very well adapted to teen-age children. There was an outdoor playground, for the very young children, located on cleared space between two of the barracks. Equipment, consisting of a slide, swings and a see-saw, was fairly adequate. There was also a playroom in the barrack that housed the dining room. Here equipment was meager, but the room was sufficiently large to accommodate a sizable group. Weather conditions at Manzanar usually permitted year-round outdoor play and spacious lawns provided ample space for the more active types of recreation.

Many of the children had hobbies such as painting, making exquisite flower arrangements, and fancy trinkets. Moving pictures were shown regularly at the center each week and the older children could attend.

Social Services

In addition to provisions for health and medical care, education, recreation and mental health, the need for services was recognized. The Village was fortunate in having this type of service from the beginning of the program.

The Superintendent's wife, an experienced social worker with professional training, devoted most of her time to casework services within the group. Her intimate knowledge of each child and her skill in dealing with individual problems were reflected in the wholesome attitudes and reactions of the children. The peculiar conditions to which they had been subjected since 1942 and the tensions and strains resulting from the evacuation ordeal could have resulted in the development of some of the more serious and undesirable patterns of behavior and personality difficulties. However, such problems were at a minimum among the group. The result of good casework services was also apparent in the good family relationships that were carefully fostered, the feeling of responsibility which the older children had for the younger ones, and the wholesome attitude of the teen-age children about their future plans.

Special Problems Within the Group

Japanese children are invariably trained from an early age to respect their elders and automatically recognize authority in the home. The Superintendent and his wife were Nisei and they tried to develop among the group an attitude that was well balanced between the old and new country patterns of culture. The Superintendent believed that the almost complete absence of serious disciplinary problems at the Village resulted from this training. Occasionally it was necessary to deprive an older child of a special privilege, such as attendance at a game or movie, but in general serious behavior problems in the ordinary sense of the term were not prevalent.

Efforts to eliminate the language barrier were consistently made by the Superintendent. The older children were constantly thrown with English speaking people in their school work and other activities, but the children who did not attend school were primarily associated with evacuee staff, most of whom spoke no English. Thus it was well that there was such a close relationship between the older children, who always spoke English, and the younger ones.

Relationship of the Village to the Center Community Life

Conditions at the Center were comparable in certain ways to community living. For instance, there were the public school system, various religious organizations, young people's activities, business stores, a central post office, Mayor and Council, police or Internal Security, weekly moving pictures, community publications, and the usual social life among family groups. The children also visited in the homes of staff members. The Superintendent had consistently recognized the values that are gained when children living in an institution have a part in community living. Although the children at the Village lived there together as a group, they were not overly-protected to the extent that they were isolated from center activities. The Village was looked upon with affection and pride by the community as a whole and by the center administration. To be invited to visit was deemed an honor and invitations were sought by members of the Caucasian staff and by the evacuees. The informality of these occasions and the normal reactions of the children indicated the lack of regimentation and the freedom they enjoyed.

Records

The importance of maintaining accurate records, that were kept currently up to date as a safeguard for the individual children, was borne out in the history of the Village. Complete records were kept throughout. The absence of recorded information about those children who came to the Village from the Salvation Army Home was an example of the great need for information when dealing with individual problems. In the case of the twin teen-age girls, for instance, the social worker at the Village was particularly handicapped. These girls had been at the Home practically all of their lives except for a brief period when, at the age of twelve years, an attempt was made to make a placement plan for them. This was unsuccessful and they returned to the Home where they remained until evacuation. The only information available for use during their residence at the Village and for making future plans was that gleaned from the girls themselves and from a staff member who accompanied the group from the Home.

With exception of the above mentioned group, a fairly complete record on each child at the Village was available at the time of evacuation. Much of the material was assembled, re-checked, and brought up to date by the social worker. Some records contained a brief chronological history, correspondence, medical reports, special documents such as birth or death certificates and in some instances, kodak pictures of the child. Complete summaries were assembled on the probable adoption cases.

Part IV

PLANS FOR LIQUIDATION OF THE CHILDREN'S VILLAGE

From the beginning it was the desire and intention of the War Relocation Authority to make careful placement plans for each child under care at the Children's Village. Certain problems called for immediate consideration if such plans were to be effected within a reasonable period of time. The following figures, based upon the findings of the study made in June 1944, indicate the special problems involved in the wide range in ages:

| | <u>Boys</u> | <u>Girls</u> | <u>Total</u> |
|---------------------------|-------------|--------------|--------------|
| Under 1 year..... | 1 | 1 | 2 |
| 1 year to 5 years..... | 3 | 6 | 14 |
| 5 years to 10 years..... | 7 | 5 | 12 |
| 10 years to 15 years..... | 6 | 8 | 14 |
| 15 years to 17 years..... | 3 | 2 | 5 |
| 17 years and over..... | 1 | 4 | 5 |
| Grand total | 26 | 26 | 52 |

Status of Placement Plans (June 20, 1944)

Because some of the records were incomplete and in some instances almost totally lacking in factual data, much work had to be done on them before placement plans could be processed. For instance, birth certificates for 33 children were lacking, and in some cases marriage and death certificates of parents were not on record. The groundwork for placement plans for a few children had been started by June 1944. The status of these plans are shown below:

| | |
|---------------------------------------|----|
| Adoption proceedings in process..... | 1 |
| Pending clearance with relatives..... | 14 |
| First steps initiated..... | 14 |
| No action taken..... | 23 |
| Total..... | 52 |

Special Social Problems

In the course of the study made in 1944 a schedule was prepared on each child (sample attached). The information obtained from the hospital, the social worker and the records, indicated a number of casework problems. The more pertinent of these related to:

1. Guardianship - There was one case in which the aged, original superintendent of the Japanese Children's Home, who is now in Japan, is the legal guardian. In other cases, considerable finances were involved and guardianship was not clear.

2. Girl-mothers - There was one 13-year-old unmarried mother; in other cases of unmarried mothers they had grown up during the past two years and there was the possibility that their attitude about the child may have changed.
3. Absentee parents - There were two adolescent girls, wards of the Juvenile Court, whose parents were both in Japan. In two other cases, the fathers could not be located; in another, the mother's whereabouts was unknown; in another, the mother was known to be in Japan.
4. Mental and physical health - Psychological tests were needed for four children; two mothers of three children were known to be mentally disturbed. Two children were involved in the case of the father who killed the mother and then committed suicide, himself. Two mothers of five children were in tuberculosis sanitariums.
5. Children of mixed marriages - There were 12 children of "mixed blood". These were not strictly classified as Eurasians. Some were of distinct Indian heritage. Some of them had none of the Japanese physical characteristics.
6. Attitude of close relatives - The antagonism of one step-grandmother toward taking a child into the home blocked an otherwise satisfactory plan. In some cases relatives had indicated interest in certain children, but there had been no recent follow-up.
7. Adoptions - Approximately ten children probably could be considered for adoption. This involved intensive casework and long time planning.
8. Upper teen-age children - There were 15 in this group. It is usually difficult to work out satisfactory placement plans for adolescents even in normal times. Past strains and stresses on these unattached young people would make the problem an even more serious one.
9. Military permission for return of children to West Coast - There was one four year old child under care who probably could be returned to the foster-home from which he was taken during evacuation if military permission could be secured.
10. Requests for children - A number of letters had been received from people in various cities who were interested in having a teen-age boy or girl in their homes on a work or wage-home plan. Particular care was needed in dealing with this problem through the services of responsible child care agencies in the communities, so that the best interests of each child were safeguarded.

Form WRA 351

Consultant _____

WAR RELOCATION AUTHORITY
Children's Village Study

Center _____
Schedule No. _____
Date _____

| Name of Child | | | | | |
|---------------|---------|----------|-------------|--------------|-------|
| (Surname) | (First) | (Middle) | (Birthdate) | (Birthplace) | (Sex) |
| | | | | | |

Address: (Prior to institutional placement) (At time of evacuation) (Present)

Citizenship: U.S. School grade: Individual No.
Japan Family No.

| Date of original placement in institution: | Date of placement at Cdn's V.: | Date of placement outside institution |
|--|--------------------------------------|--|
| | | |

Family Status

| Father | | | Citizen- ship | Reli- gion | Occupa- tion | Relo- cated | Remarks |
|-----------|---------|----------|------------------|---------------|-----------------|----------------|---------|
| (Surname) | (First) | (Middle) | | | | | |
| | | | | | | | |

Present address:

Mother: _____

Present address:

Siblings:

(continued)

.....

.....

.....

.....

Interested

Relatives:

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.....

Agency, organization:

OR GROUPS INTERESTED:

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[illegible]

Reason for original

reason for original
institutional placement:

ANSWER KEY

Reason for Transfer to

Season for Trailer to Children's Villages

Children's Village. -----

Remarks:

Health

Special Characteristics

Problems

Proposed Plan for Child:

(at time of study)

Factors Involved:

Board of Trustees

Japanese Children's Home of Southern California
(Information as of 6/20/44)

Officers: T.G. Ishimaru, Chairman

Harry H. Matsumoto, Secretary-Treasurer

| <u>Name</u> | <u>Present Address</u> | <u>Occupation</u> | <u>Religion</u> | <u>Citizenship</u> | <u>Length of time on Board</u> |
|---------------------------|------------------------|-------------------|-----------------|--------------------|--------------------------------|
| Hitoshi Fukui | Cleveland, Ohio | Mortician | Protestant | U.S.A. | 15 yrs. |
| T.G. Ishimaru | Washington, D.C. | Optometrist | Protestant | U.S.A. | 12 yrs. |
| Harry H. Matsumoto | Manzanar, Calif. | Social Worker | Protestant | U.S.A. | 3 yrs. |
| Mrs. Lillian I. Matsumoto | Manzanar, Calif. | Social Worker | Protestant | U.S.A. | 4 yrs. |
| Niisuke Mitsumori | Ann Arbor, Michigan | Counselor-at-Law | Protestant | U.S.A. | 3 yrs. |
| Mrs. C.C. Pierce | Los Angeles, Calif. | Retired | Protestant | U.S.A. | 12 yrs. |

The Board of Trustees holds the title to the real property and equipment of the Japanese Children's Home of Southern California, of which it has the authority to dispose of or to make acquisition. The Board determines the policy of the organization. Due to the situation brought about by the present emergency, Harry H. Matsumoto was given authority to act in behalf of the Board regarding any matters pertaining to or negotiation concerning the real property and equipment of the organization.

The term of office was for the duration of the trustee's desire to serve.

The trustees were appointed, whenever a vacancy occurred, by the membership of the Board.

Board of Directors *

Japanese Children's Home of Southern California
(Information as of 6/20/44)

Officers: T.G. Ishimaru, Chairman

Mrs. Lillian I. Matsumoto, Secretary

Mrs. Setsu Tani, Treasurer

| <u>Name</u> | <u>Present Address</u> | <u>Occupation</u> | <u>Religion</u> | <u>Citizenship</u> | <u>Length of time on Board</u> |
|---------------------------|------------------------|-------------------|-----------------|--------------------|--------------------------------|
| Mrs. Sue Ando | Unknown | Executive | Protestant | U.S.A. | 3 yrs. |
| Hitoshi Fukui | Cleveland, Ohio | Mortician | Protestant | U.S.A. | 15 yrs. |
| T.G. Ishimaru | Washington, D.C. | Optometrist | Protestant | U.S.A. | 12 yrs. |
| Harry H. Matsumoto | Manzanar, Calif. | Social Worker | Protestant | U.S.A. | 3 yrs. |
| Mrs. Lillian I. Matsumoto | Manzanar, Calif. | Social Worker | Protestant | U.S.A. | 3 yrs. |
| Mrs. Yuki Matsuo | Amache, Colorado | Housewife | Protestant | U.S.A. | 2 yrs. |
| Alice K. Suzuki | Buffalo, N. Y. | Stenographer | Protestant | U.S.A. | 3 yrs. |
| Mrs. Setsu Tani | Heart Mountain Wyo. | Lab. Tech'n. | Protestant | U.S.A. | 3 yrs. |
| Fred M. Tayama | Boulder, Colorado | Teacher | Protestant | U.S.A. | 3 yrs. |

* dissolved June 1942

The Board of Directors was responsible for the financial program of the organization. The Board carried on public relations work by interpreting to the community the nature and work of the institution. Due to the evacuation, the Board was dissolved in June 1942.

The term of office of the directors was for two years.

The directors were elected at a meeting of the supporting members, composed of those persons who pledged a specified amount per year toward the support of the institution.

Final Liquidation Plans

When the exclusion ban was lifted in January 1945, it was decided that the Children's Village program could be liquidated by the middle of September. An agreement was worked out between the War Relocation Authority and the California State Department of Social Welfare whereby the latter agency would assume overall responsibility for placement plans for the children under care at the Village. In order to expedite action on the processing of cases, the case records were sent to the State Department of Social Welfare. That department, in turn, made the individual referrals to the appropriate welfare agencies. As plans for the children were completed the WRA Area offices and the administration at the center were notified and arrangements were then made for the actual placement.

Analysis of Placements

By September 1945 only 19 children were under care at the Village. Plans for all of these were completed by September 29th and the program was terminated on that date. A summary of these placements is given as follows:

| <u>Type of Placement</u> | <u>No. Children Involved</u> | <u>Age Range</u> | <u>Location</u> |
|---------------------------------|------------------------------|------------------|----------------------|
| Foster homes (Free and Work) | 8 | 3 - 18 | Calif., 7; Ill., 1. |
| Adoption (Pending) | 1 | 1 | Nevada |
| To parents | 3 | 3 - 5 | Nebraska |
| To relatives | 2 | 7 - 8 | Calif., 1; Wash., 1. |
| To institutions | 4 | 10-13 | California |
| To hospital | 1 | 2 | California |

Effort was made consistently to reunite the children with their families or to place them with relatives. Where this was not possible, placement and supervision became the responsibility of individual welfare agencies. The details on the final plans for the 19 children under care in September are shown as follows:*

| <u>No. Children Involved</u> | <u>Age Range</u> | <u>Final Disposition of Children</u> |
|------------------------------|------------------|---|
| 2 | 11-12 | Placed in private institution in Riverside County (Orange County paying expenses) pending arrangements for foster home placement. |
| 2 | 10-13 | Placed in private institution in Los Angeles County pending foster home placement. |
| 2 | 15-18 | Placed in work homes in Los Angeles County with County Bureau supervision. |

*See attached Summary on total population

FINAL DISPOSITION OF CHILDREN
UNDER CARE AT CHILDREN'S VILLAGE

June 1942 to September 1945

| Admission Date | Number Children Involved | Age Range | Disposition | Date Discharged | Place |
|----------------|--------------------------|-----------|----------------------------|-----------------|-------------|
| 7/43 | 2 | 4-5 yr. | Returned to parents | 8/43 | Manzanar |
| 3/43 | 2 | 9-10 | Placed in institution | 6/45 | Santa Ana |
| 6/42 | 3 | 4-14 | Placed with father | 9/43 | Heart Mt. |
| 7/43 | 2 | 3-5 | Placed with mother | 9/43 | Manzanar |
| 6/42 | 2 | 14-18 | Transferred to YWCA | 9/43 | Manzanar |
| 6/42 | 5 | 6-15 | 1 placed in foster home | 8/44 | Pt. Hueneme |
| | | | 4 placed in institution, | 8/45 | Los Angeles |
| 6/42 | 2 | 4-5 | pending wage homes for 2 | | |
| | | | Placed in boarding home | 6/45 | San Jose |
| 6/42 | 4 | 11-17 | 2 placed in wage homes | 1 in - 1943 | Manzanar |
| 4/43 | | | 2 placed in relatives home | 3 in - 1945 | Nevada |
| 6/42 | 2 | 9-11 | Returned to father | 11/43 | Colorado |
| 8/43 | 1 | 4 mo. | Placed with father | 8/45 | California |
| 1/43 | 1 | 3 mo. | Returned to mother | 11/43 | Minidoka |
| 2/43 | 1 | 8 mo. | Placed with mother | 2/45 | San Diego |
| 9/42 | 2 | 1-2 | Placed with father | 7/45 | Nebraska |
| 6/42 | 3 | 12-16 | Placed in wage homes | '43, '44, '45 | Illinois |

FINAL DISPOSITION OF CHILDREN UNDER CARE AT CHILDREN'S VILLAGE

Page - 2

| Admission Date | Number Children Involved | Age Range | Disposition | Date Discharged | Place |
|----------------|--------------------------|-----------|---|----------------------------|---------------------|
| 6/42 | 1 | 6 | Placed in institution temporarily | 8/45 | Los Angeles |
| 6/42 | 8 | 1-19 | Placed with father | 3 in - 8/42 5 in - 3/44 | Manzanar |
| 3/44 | 4 | 1-7 | Returned to mother | 10/44 | Manzanar |
| 6/42 | 1 | 16 | Discharged | 3/43 | Manzanar |
| 8/43 | 1 | 6 mo. | Transferred to hospital | 8/45 | Manzanar |
| 6/42 | 1 | 13 | Returned to mother | 11/42 | Poston |
| 1/43 | 1 | 3 mo. | Placed in institution pending private home care | 9/45 | Oregon |
| 6/42 | 1 | 3 yr. | Placed for adoption | 1/43 | Manzanar |
| 6/42 | 3 | 10-17 | 1 wage 2 placed in institution | 1/43 6/45 | Manzanar Oakland |
| 1/43 | 1 | 4 mo. | Placed for adoption | 9/45 | Nevada |
| 10/42 | 2 | 4-6 | Institution pending placement with aunt | 8/45 | Los Angeles |
| 10/43 | 1 | 4 mo. | Placed for adoption | 8/44 | Manzanar |
| 8/43 | 1 | 7 mo. | Boarding home by county | 8/45 | Yuba City |
| 8/43 | 1 | 10 mo. | Boarding home by county | 9/45 | Los Angeles |
| 6/42 | 1 | 18 | Discharged | 3/43 | Manzanar |

FINAL DISPOSITION OF CHILDREN UNDER CARE AT CHILDREN'S VILLAGE

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| Admission Date | Number Children Involved | Age Range | Disposition | Date Discharged | Place |
|-------------------|--------------------------------|--------------|--|--------------------|---------------|
| 6/42 | 3 | 8-12 | Returned to father | 10/43 | Manzanar |
| 3/45 re | | | Returned to father | 8/45 | Berkeley |
| 9/42 | 3 | 2-4 | Institution(pending return to Alaska) | 9/45 | Tacoma, Wash. |
| 7/42 | 1 | 3 | Placed in institution temporarily | 8/45 | Los Angeles |
| 6/42 | 2 | 1-4 | Boarding home by county | 9/45 | Los Angeles |
| 6/42 | 2 | 15 | Placed in wage home | 1/45 | New Hampshire |
| 6/42 | 1 | 1 | Placed with father | 3/43 | Poston |
| 6/42 | 3 | 4-8 | Placed with father | 3/44 | Manzanar |
| 9/44 | 1 | 4 mo. | Placed for adoption | 9/45 | Nevada |
| 6/42 | 4 | 12-16 | Boarding home by County | 8/45 | Martinez |
| 9/44 | 1 | 1 | Returned to parents | 10/44 | Manzanar |
| 6/42 | 1 | 8 | Placed in foster home | 7/43 | Bishop |
| 6/42 | 2 | 5-7 | Placed with father | 8/43 | Manzanar |
| 3/43 | 1 | 3 mo. | Placed with mother | 9/45 | Idaho |
| 6/42 | 2 | 11-13 | Placed with mother | 9/42 | Los Angeles |
| 9/43 | 3 | 10-13 | Placed in institution | 8/45 | Sacramento |

FINAL DISPOSITION OF CHILDREN UNDER CARE AT CHILDREN'S VILLAGE

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| Admission Date | Number Children Involved | Age Range | Disposition | Date Discharged | Place |
|-------------------|--------------------------------|--------------|--|---------------------|-----------------------|
| 4/43 | 2 | 2-4 | Returned to mother | 5/43 | Manzanar |
| 6/42 | 3 | 13-17 | Discharged to YWCA Dorm. Placed in wage homes | 1/43 3/45 & 6/45 | Manzanar Wisconsin |
| 6/42 | 1 | 11 | Placed with father | 3/44 | Gila River |
| 9/44 | 1 | 2 | Returned to mother | 9/44 | Manzanar |
| 6/42 | 1 | 12 | Placed with father | 9/43 | Heart Mt. |
| 2/44 | 1 | 2 | Returned to parents | 2/44 | Manzanar |
| 2/44 | 1 | 4 | Returned to parents | 5/44 | Manzanar |
| 6/44 | 1 | 3 | Returned to parents | 7/44 | Manzanar |

TOTAL CHILDREN 101

APPENDIX II

A COMPARISON OF THE WELFARE PROGRAM OF A RELOCATION
CENTER WITH THAT OF THE TYPICAL PUBLIC WELFARE DEPARTMENT
OF A SMALL CITY

There were certain basic similarities and differences apparent in the operation of a welfare program at relocation centers when compared with the administration of such a program by public welfare agencies under normal community conditions. A review of the responsibilities vested in the center welfare department will best illustrate this comparison. It is recognized that a department of public welfare in a small city would not ordinarily attempt to operate on as broad a basis nor to meet the variety of problems as was expected of the center welfare department. On the community level, the total load would probably have been distributed among various agencies and organizations while at the center all welfare aspects of the center program rested in the single welfare unit.

From the beginning, community life in relation to the relocation centers necessitated rapid and extensive adjustment among families. The establishment of these communities of 10,000 or more persons within one or two months, the transfer of 500 people in or out of the center from week to week, and the final complete disintegration of the community over a period of a few months, were some of the drastic movements that affected the welfare of the group. These movements called for necessary controls of community life to be established through administrative regulations and shifting of policies which in themselves created and aggravated social maladjustment. The difficulties involved in meeting these demands were reflected in problems that required welfare counseling and other services. In addition to these changes, the prospect of resettlement outside the protected atmosphere of a WRA center in the face of war conditions and adverse public sentiment, over and against the probability of being able to establish reasonably stable and securely insulated community among the evacuees for a few years in the centers, was the basis for opposing leadership in the centers. The affects of such an atmosphere on the personality and family relationships called for consistent welfare counseling.

Another basic problem that contributed to family insecurity and brought added problems to welfare was the type of community organization within centers. This was somewhat different from that of a normal city. The centers were organized and established in a short period of time; they were built according to a preconceived plan which consisted of administrative organizational units, each of which was established to function in certain related areas. The division of functional responsibilities between these units was logical, but each one had to encompass a greater variety of activities and problems than those ordinarily found in business establishments, community organizations, or agencies in a city. Local conditions varied enough to warrant considerable autonomy by Project administration in following differing plans of assigning and referring to certain units of the administrative organization of which Welfare Section was one. Applying these contrasts to the functions of the Welfare Section again indicates the variety of services and problems that are not commonly found within the structure of the usual city department of public welfare.

Economic structure and incentives at the centers were radically abnormal. For example, private property, enterprise, and higher compensation for greater

production were all but prohibited. This system eliminated many of the evidences of wealth that are recognized in the city such as finer homes, clothes, automobiles and general living standards. There was a differential in financial status and need for special assistance in exceptional cases, but a standardized small assistance grant became acceptable to many Center residents who would never have accepted public financial aid in an outside community. Private enterprise ordinarily could not provide the relatively small need for money, and the government had wrested the evacuees from their businesses, so it was permissible by their code to accept the money they needed as a regular part of the subsistence in a center. This was much more the basis for acceptance of financial assistance than it would be in a normal city.

The language barrier between the English speaking administrative officials and the Japanese speaking Issei population and community leaders was an important factor. Welfare counseling at the center was done through media of translation and interpretation to a far greater degree than would have been necessary in most city agencies. In a small city it would be rare to find so large a part of the population adhering to a foreign tongue and so many without any knowledge of English. As a result, certain bilingual resident evacuees and a few appointed persons were placed in positions of responsibility and influence primarily because of their language versatility. The tediousness and slowness of communication and the possibilities of misunderstanding always had to be taken into account in evaluating family situations and in social diagnosis or treatment.

The center welfare programs operated primarily in the following fields: (1) family welfare problems, (2) financial assistance, (3) social insurance, (4) general administrative services, and (5) community activities. Field service was given the center welfare staff from the Welfare Section of the Washington office. One of the recognized handicaps in this service was the fact that sufficient field staff were not always available to cover the total job except on periodic visits to the centers. Another handicap was in the rapidly changing policies and procedures which resulted frequently in a lack of uniformity in interpretation at all centers. Various aspects of the problems and services discussed in the following paragraphs existed within the welfare program at different times during the three years the centers were operated.

Family Welfare

Apparently the closely knit patriarchal pattern of family responsibility and other factors such as racial and community pride contributed to the solution of a number of social problems that existed among the center residents. For example, when pre-marital pregnancies occurred a relatively small amount of open criticism or gossip was perpetrated about the persons involved. The father of the family group, the respected neighborhood leader or family friend, the baishakunin, the Buddhist priest, and the protestant minister took care of the burden of social situations and unconventional or even disapproved social conduct, which in a normal community would be referred to a family agency or the department of public welfare.

It was the responsibility of the Welfare Section, however, to exercise a keen observation of the symptomatic and subtly indirect requests for help from the residents. Frequently these problems seemed to threaten the future of many who were already emotionally disturbed because of the loss of members of their families to the Army, loss of control of their property, and expulsion from their homes and the outside world. Resentment toward the Federal Government and unfamiliarity with the methods of public social services may have accounted for a cautious if not sometimes distrustful approach and half-hearted application for social case work service. Thus, applications to welfare were less direct and enunciated than they usually are in our cities. A keen insight and exceptional ability in interviewing and establishing relationships with the families were essential qualifications for counselors. These are necessary in any field of social services, but particularly was this true in working with Japanese-American families at the Centers. Their fundamental anxieties, the large proportion of subtle problems and the tendency to shield these problems make the approach more delicate than under normal circumstances.

During the early period of life in the centers (roughly July 1942 to August 1943) the residents could go outside only with an escort or on special passes. Thus the events of normal family life were more likely to come to the attention of the welfare staff in a center than in an urban community. As a result, welfare staff were frequently called upon to help with the purchase of marriage license, flowers, special food, or other wedding specialties. Cremation, or burial, was provided through the administration by regular contract with outside morticians, but funeral ceremonies and communication with relatives called for services from the Welfare Section.

Ill health and sickness affected the social welfare of families in centers in much the same ways as when they lived at home. Some of the difficulties were less acute and some were more aggravated because of center conditions. All emergency and most essential health care were provided residents, so the expense of medical care was not often the basis for economic or social upsets. The need for special appliances such as eye-glasses, artificial teeth, was considered on the basis of medical recommendation and financial resources of the individual request, just as would be the case in a public welfare department. Illness of the breadwinner member of a family usually resulted in need for financial assistance but as food, shelter, and medical care were provided all residents by the administration, the need was not often so immediate as is frequently the case with families living entirely from salary or wages. Families at the center with a second worker actually had relatively little decrease in cash income when the head of the family discontinued work.

The need for help in housekeeping-aid because of sickness or other conditions that interfered with the home was similar to that which would be found in a normal community. The difference being in the arrangements for feeding since all food was furnished and prepared by the general mess management. Apartments were small and relatively simple. Laundry, cleaning, and bedside care were more strenuous than they would ordinarily be outside. The problem of recruiting, training, and supervising, housekeeping-aides was probably much the same as that experienced by family service agencies or public welfare departments. The Welfare staff at the centers maintained this type of service throughout and related it to the social situation in the individual family unit. Usually a full time housekeeping-aide served from two to four families during a given week, each on a part time schedule.

The number of crippled, mentally ill, and otherwise handicapped persons living at the center was not high. The Welfare and Medical Social Worker staff obtained treatment for crippled children through the State Crippled Children's Agency. Other special services that are available in communities were also used, services such as institutional care for special education. The social study and interpretation to the family were the responsibilities of the welfare staff. The question of whether the State of legal residence or the WRA should assume financial responsibility was also a matter on which the decision was recommended by Welfare.

Child Welfare

A variety of child welfare problems existed among the evacuated population at all times during their residence in the centers. Welfare assumed responsibility for foster home placements within the center and for referrals to the established State approved child caring organizations for long term care or adoptions. At Manzanar Center a small group care program was established at the Children's Village for those children who were evacuated from three institutions in California. The Welfare staff at that center managed this home and had two professional workers assigned to the preparation of social information on referrals for resettlement placement. Thus in some respects the child welfare service of the WRA Welfare Section was similar to that of other social agencies.

Internal Security

The working relationships between the Center Welfare Section and Internal Security Section (police) were probably closer than is usual in a city organization. Both of these Sections functioned under the Community Organization Division. In some centers, and at times in all Centers, an informal system of supervision (probation) was established by referrals from Internal Security to Welfare. Occasionally the Juvenile Committee of the evacuee Judicial Commission or the Project Director or the Project Attorney acting as a Center "Court" would place juveniles on probation with responsibility for reporting to Welfare Counselors. Children on probation or parole District Courts, which assumed jurisdiction in certain cases, were also assigned to Welfare Section in some Centers. This procedure was not so likely to involve direct relationship with permanent courts of record as would occur between the court and the department of public welfare in an outside community.

While marital discord existed, possibly in approximately the same proportion as among the general population, there were probably fewer calls made upon the Welfare Section for professional help on domestic troubles than are made upon a public welfare department. At the centers, such referrals were made to the Project Attorney for legal advice as it was difficult for the residents to obtain the services of a private attorney. Counties in which some Centers were located hesitated to place divorce suits involving evacuees on their dockets. Some who would have secured divorces had insufficient means. Some were not free to go outside to undertake the proceedings. Consequences of this situation were sometimes illicit affairs in which children and family members were adversely involved. Wives were separated from husbands who were interned. This caused problems not unlike those resulting from imprisonment of family adults living in any community.

Unattached Persons

The Welfare staff also dealt with special problems relating to unattached men and women. The bachelor Issei men presented a special social group of more

concern to Welfare staff of Centers than public welfare departments have had since the depression days of 1933 to 1935 when the Federal Transient Bureau was in operation and when local departments operated homes for unattached men and women. The non-family persons were practically all men who had migrated from Japan. These men required help in planning their housing accommodations, regarding plans for and settlement of their affairs when they died, information and assistance in communicating with and maintaining clearance with the Department of Justice.

Relationships Between Welfare and Red Cross

The same type of working relationships existed between the Welfare Section at the centers and the American Red Cross Units as are usually found between any outside agencies. The Welfare Section in most of the centers also sponsored much of the American Red Cross home service. At some stages, or at all times, (varying from center to center) the home service activities of the ARC were actually performed, supervised, or carried on in collaboration with the staff of the American Red Cross unit. At some centers the community activities program of the ARC was sponsored by the Welfare Section. At other centers this part of the program was sponsored by the Community Activities Section and the relationship of Welfare Section to ARC more nearly comparable to that of an outside agency. The major difference in the relationship was in the area of administrative organization. The ARC setup in a center was designated as a unit rather than as a chapter and there were certain differences in its responsibilities as well as the strength of its staff (evacuee personnel) and the nature and lack of permanence of its existence. The Welfare Section representing the project administration assumed more responsibility for the progress of the ARC program than would be done by a department of public welfare.

Selective Service

Cooperation with the Selective Service System was a responsibility of the Welfare Section at the Centers. This included investigations of cases in which a registrant had claimed that parents or other relatives were dependent on him, but the relative number of such cases was evidently much smaller than were those in a department of public welfare case load.

Selective Service Boards were unable to have staff on duty in centers regularly. At some centers the welfare staffs served to assist in delivering notices, arranging for trips for pre-induction examinations and leaving for induction. In February and March, 1944, this volume of work was heavy because much interpretation had to be given the registrants and selectees as a result of the change in policy from taking no Nisei to selecting them on somewhat the same basis as other citizens were being selected. Centers had to assist some boards with registering those registrants who were just arriving at the age of 17 and certain delinquents who had not registered. There was also the problem of correspondence between the registrants and their local boards, most of which were located in the evacuated area on the west coast. The registrants needed help with this - a problem which was not so large in normal communities. There was an undercurrent of resentment in all the Selective Service relations which the registrants held as a result of evacuation. Many of them had been willing to be selected and to serve as other Americans, but they resented the discrimination of evacuation and the further discrimination of being classed as 4-C or

remaining in 1-A and not being selected as a result of what they considered to be an arbitrary and unfair administrative decision.

After the regular selection for Service was reinstated in February 1944, some selectees still refused to register and were eventually sentenced to Federal penitentiaries. Whether the proportion was smaller or larger than those who evaded Service in outside communities is not known. Evidently the family and personal problems at the centers resulting from commitment to the Federal institutions were comparable to those in outside communities. The Welfare staff was also asked to prepare social histories upon request by Federal prisons. This was a job which usually done by departments of public welfare..

Problems Relating to Alien Enemy Status

The welfare staff at the centers had a large share in giving case services and counseling to families living in the centers regarding problems arising out of the special experiences of the evacuated group, which were quite different from the kinds of social problems usually found in a city agency's caseload. These problems in broad categories may be described as follows: internment of enemy aliens; family problems incidental to such internment; the desire to repatriate or expatriate and procedures related to these desires; voluntary internment of families at Crystal City Family Internment Camp; segregation of those considered probably pro-Japanese from those found to be loyal and professing willingness to be law-abiding American Japanese; and all the other problems directly resulting from evacuation and presented by the problems of relocation and resettlement.

A large number of the family heads were interned before or about the time of evacuation. A pattern of dependence upon the head having prevailed, this meant that many of the wives and children were at a loss to know how to settle financial affairs and to prepare for a period in which they would be living in assembly centers and relocation centers. Quite a number were interned in Hawaii and their dependents were requested to evacuate to the mainland where they could later be reunited. These family members and dependents were aware only to a limited extent of the possibilities of parole prior to the time the family head was actually paroled. There were many questions and problems of correspondence, permission to visit in cases of illness or such difficulties, and requests from family members for assistance in the arrangements for parole. These problems came to the Welfare staff at the centers in much greater numbers than are found in a department of public welfare.

As it became evident that certain internees were ineligible for parole, their families were given opportunity voluntarily to intern themselves with the internee at Crystal City, Texas. This decision by family members and the resulting moving and readjustment required help from the Welfare Section for many families. The actual administrative problem of transferring people to Crystal City was handled by the Welfare Section at most centers.

Throughout practically all the time the centers existed it was possible for evacuees to formally apply for repatriation or expatriation to Japan. While the individual or family head could make application directly to the Department of State or through the Spanish (or recently, Swiss) Embassy, it was always the policy of the Authority to offer assistance in making these formal applications. Service in these cases was usually provided by the welfare staff. The process of making the formal document was somewhat like filling out any application

blank, but the staff was requested to use its special qualifications for interviewing and helping the residents decide on a sound basis rather than a temporary whim or emotional upset that they wanted to apply for repatriation or to cancel such an application. These interviews were similar to interviews conducted by a department of public welfare staff. However, they dealt with a type of problem which rarely comes to a department of public welfare, except possibly those related to immigration problems in certain large cities.

Leave Clearance

The whole process of determining whether individual evacuees residing in the centers should have leave clearance was a special, somewhat judicial, type of activity. This program was not primarily the responsibility of the Welfare Section, but a number of the counselors served on committees or boards and held special hearings to determine whether a person was eligible for leave and to establish records of his testimony and the facts indicating his loyalty or willingness to abide by laws. There is probably no responsibility of a department of public welfare that is closely related to this function. Most social services are not offered as a clearly defined right. Reviews of a judicial nature with complete transcripts of hearings are not usually held except for questions on hearings relating to public assistance grants or inadequate grants. In such cases the hearings deal with a more limited field of the evidence of need in relation to the requirements for determining amounts of grants. In the leave clearance hearings there were no specific rules by which eligibility was determined for leave clearance, thus a broad group of overall factors had to be taken into consideration. This responsibility was a definite challenge to the skill and technique of the counselors.

Segregation

The segregation program brought special responsibilities to the Welfare staff. This aspect of the job was not comparable to that of the usual work of public welfare workers. While the Welfare staff at the centers was usually not responsible for determining who was to be segregated, there were a number of families in which members - frequently young people or children - had to decide of their own volition whether they would accompany the members who were ordered to be segregated. Interviewing and helping these "split families" decide their position with regard to segregation was the particular responsibility of Welfare.

Relocation and Resettlement

The whole program of relocation and resettlement was a program unlike any part of the program of a department of public welfare. The Welfare Section did not carry any bulk of the load of relocation interviewing and assistance in the individual cases. However, the effort to have families plan their resettlement as a group and the many failures of first attempts to relocate brought to the Welfare Section requests for counseling from a major portion of the population.

In addition to this, a special family counseling program for future planning was inaugurated by Welfare Section late in 1943. In this program the Welfare staff cooperated with the Relocation Division staff in interviewing family heads

and sometimes all members of a family to help them develop their plans for future resettlement. Except for a few agencies such as the Farm Security Administration and the Tennessee Valley Authority, public welfare departments outside had done little, if any, of this type of counseling or case work service on a similar scale.

Public Assistance

The budgetary requirement for cash was much lower for Center residents than for residents of a small city. Food, shelter and utilities, medical care and public school education were provided by the administration to all residents without monetary cost to them as individuals. This probably amounted, roughly, to the equivalent of three quarters of a minimum subsistence standard budget of requirements. The wage and cash clothing allowance for a working man with three dependents would probably amount to \$27 or \$35, depending on his wage bracket and the ages of his dependents. The actual cost of his food, shelter, medical care and education was probably some amount between \$110 and \$130 a month. This amount of subsistence would have been provided the family even though the breadwinner did not choose to work.

Items basically necessary for which the individual or family group had to spend money may be classified into the following groups: clothing, personal incidentals, household furnishings and equipment (army cots, pads and blankets were provided), cleaning supplies, household linens, participation in community activities (church, gifts, recreation, clubs or organization fees), communication and correspondence items (radio, newspapers, magazines, postage, writing materials, school supplies), medicine chest, and life insurance.

Needy disabled unattached individuals and families without employable members were granted regular monthly standardized amounts varying with the age and sex composition of the family. Occasionally income insufficient to meet the standardized cash requirements budget was supplemented by proportionally reduced grants. Eligibility for and determination of the amount of this general assistance monthly grant was determined in much the same manner as that in use by public welfare departments using a standard budget and varying the grant directly with the amount of income and resources.

Much latitude was allowed the Centers in methods of determining the amount of income or the rate of income. Generally, financial resources or assets not producing income were not used as a reason to deny assistance. Extensive verification of declarations of financial resources was rarely required by the Welfare staff, and there was no requirement that resources be converted in to funds for current living expenses by those unable to work for their cash requirements. In these respects the Centers were more flexible than most public assistance departments were able to be.

One of the problems of determining the amount of income in individual families was related to the existence of private enterprise in the centers. Although private enterprise was banned by the regulations, the administration-sponsored cooperative community enterprises never achieved a State of providing all services and goods necessary and demanded by the resident population. Consequently, certain private enterprises operated and sometimes thrived; for

example, dressmaking and tailoring; production of art goods and novelties; and the repair of various personal and household articles. To determine need, income or profit from these enterprises had to be known. This was impossible. First, like the small business in a city, these artisans kept no records. It is usually difficult to determine the profits from such enterprises in the normal community. Secondly, the businesses being irregular and not openly permitted, regular prices were not usually announced and persons operating such enterprises would not give information admitting the irregular business. This situation made it impossible for the Welfare Counselor to determine income of some of these operators applying for assistance. This was not unlike the situation confronting a public welfare worker outside, but it was even more difficult in the same field of effort.

There were no absolute limitations placed on use of funds for grants to meet needs of exceptional circumstances or amounts except that in most centers the Project Director or an Assistant Project Director retained the authority to disapprove a recommendation by the Welfare Counselor. Such a situation might be likened to a director of public assistance in a city being expected to get the approval of the chairman of the Board of Public Welfare in each instance of need for an "emergency" or special grant. This is not intended to infer that such approval was an undesirable practice, but appeals from decisions regarding applications for assistance were seldom formally made and reviewed.

The administration of financial assistance at Centers was kept relatively simple not only because a minor part of the normal operating family budget required cash and the amounts of cash grants remaining relatively low, but because the system recognized general need in any segment of the population without using separate rules for different categories. The application of different rules, procedures, standards, and even staffs to administer financial assistance in the small city agency as necessitated by the Social Security Act categories increases the technical problems of administering assistance. Need at the centers could nearly always be related to the family unit as a whole, and individuals did not have to be considered separately because of age or for some other reason.

Except for the reluctance to submit to a means test and to answer questions about personal financial matters the evacuees were cooperative. The same resistance to having financial status checked is probably universal among those whose application for assistance follows other ill fortune. But those who require assistance from the department of public welfare have not been so predominantly self-sufficient as had been the evacuees. Public assistance was regarded by the evacuees as a possible source of compensation for the damages incurred by evacuation. Hence, a stronger resistance than is ordinarily found to any tendencies toward preciseness in verifying resources.

Clothing Allowances

In administering financial assistance at the Centers, the item of clothing tended to become standardized at the level of the amounts the so-called "clothing allowance", which was a part of the wage, i.e., maxima of \$3.75 per month for adults, \$3.25 for youth, and \$2.75 for small children was established. These amounts were hardly sufficient to maintain the simplest clothing wardrobes, but since they limited the cash provided for the dependents

of wage earners for clothing, they became essentially the maximum that could be given to the unemployed, excepting the unusual or "special" situation such as, need for a layette or a grant to provide a suitable supply of clothes for resettlement. Many people argued that clothing should be provided to every center resident regardless of his employment or dependence on an employed member. They believed it to be as reasonable and necessary as was the provision of food, shelter, or medical care to everyone. This attitude made it much easier for an evacuee to make application for assistance to purchase clothing. A number of grants were thus given to provide clothing when a budgetary deficiency for other necessary items was not claimed. While this does happen in a department of public welfare, the frequency of such grants would probably be much lower in the small city.

Special Resettlement Assistance

There was a specialized program of assistance developed during the months of liquidation of the centers. The centers, the state departments of public welfare, and the Social Security Board were mutually concerned and cooperative in developing this program. Funds from WRA had been transferred to the Social Security Board for reimbursements to state departments throughout the period of the centers' operation. The state departments were to grant aid to evacuees in accordance with the terms of the Aid to Enemy Aliens and Others program. As plans for the more dependent families were developed and they were ready to leave the centers, it was evident that a number would require especially large grants to provide household furniture and equipment in reestablishing homes and to take care of part of the first month's subsistence needs. At first this additional aid was to be given by the state departments of public welfare, but after June 1945 a large part of it was administered directly by the centers. The responsibility for granting assistance to resettling evacuees in need was divided between the WRA and the State agencies cooperating with the Social Security Board. In administering this temporary resettlement assistance the work of the Welfare Sections at the center was practically identical to that of the work at the local department of public welfare level. It was comparable to the establishment of eligibility for emergency assistance and continuing resettlement assistance which was granted by the state and local departments of public welfare at the time of resettlement and for a continuing period thereafter for those who qualified. This resettlement assistance administration was one of the programs in which both local departments of public welfare and the WRA centers experienced similar responsibilities and activities.

The formalities of investigation, verification of facts of eligibility, certification, case recording and changes in family status were probably much less detailed in the centers than in a department of public assistance.

Social Insurance and Financial problems

It was important for the center Welfare staff to understand the general coverage and administration of social insurances and to be aware of the possibilities of such resources in each case. As in the case of public welfare agencies, it was essential that this information be used in interpreting such a resource to process who were eligible. In the entire population of a center of 8,000 or 10,000 there were probably fewer claims for the various benefits than there would have been ordinarily in a City of the same size.

However, the lack of familiarity of the evacuees with the more recently developed programs of social insurance and of coverage for those who were farmers, operators of small businesses, and domestic workers made it all the more important for the Welfare staff to interpret the possible provisions to those who had potential claims.

Old Age and Survivors Insurance

An appreciable number of aged workers had claims for OASI which had not been filed until after they were helped to claim their benefits by a Counselor or referred to a field claims taker of the Social Security Board. These representatives visited most of the centers at frequent intervals during the last year or more of the program to accept claims and to consult with individuals about their possible claims. The arrangement of appointments, distribution of literature, and explanation of the principles of old age benefits fell to the Welfare Counselors much the same as it would to the public welfare case worker.

Unemployment Compensation

Unemployment compensation was a possibility for some evacuees during the first year following evacuation. The state unemployment compensation administrations ruled that residents of centers were not available for employment. Therefore, only those who had been employed in a covered industry for the prescribed time necessary to earn claims to benefits, who took leave from the Centers, and who then failed to enjoy regular employment were actually beneficiaries. Those who remained in the centers until the base period of insurance had lapsed had no claims. Actually unemployment compensation did not materialize for many evacuees. Those who went outside the centers early usually found steady work or returned to the center where they were not available for public employment and, hence, could not draw compensation if unemployed.

The job of the Welfare Counselor was to explain the general rules governing unemployment insurance as they might apply to the residents, to provide them with information as to how to present their questions to the appropriate state unemployment compensation commission, and to cooperate with the center Employment or Evacuee Placement staff in the solution of individual case problems. In contrast to the job of the city department of public welfare staff the office administering the compensation was not at hand. So the Counselor had to be somewhat more resourceful in deciding what manner of referral to make in the few cases, while the public welfare worker outside would probably make many more referrals directly to a local or district office of the compensation commission.

Workmen's Compensation

Workmen's compensation from industrial injuries outside centers (prior to evacuation or after leaving to relocate) was not usually the topic of counseling service. Only if such compensation were a source of income to a family applying for financial assistance would the Counselor have occasion to consider the facts of the case. There was little likelihood that a

Counselor would act as an advisor to a client who was currently pursuing a claim for compensation for industrial injury.

On the other hand evacuees employed at the center were insured by the U. E. Employee Compensation Commission against injury suffered on the job. Such compensation was quite inadequate because the benefits were related only to the monetary wage and clothing allowance paid the employee rather than to relate benefits to the cost of maintaining his dependents and himself combined with the money payments he received. The inadequacy of this system impinged mostly on those who suffered the more serious injuries which should have been compensated over a long term extending months after their relocation from the Center. A monthly payment of eight or ten dollars was of small consequence after moving outside. The family problems and financial need resulting from a few injuries of Project employees gave Welfare some work to do. The actual claims were prepared by one of the Personnel officers or a fiscal officer in the Administrative Management Division rather than by the Welfare Counselor. The welfare service consisted in referral of cases and assisting the claimants to give the necessary information and to make the requests properly. This would seem to be similar to the work of a public social agency in a city in referrals to the Workmen's Compensation Commission. Access to the Employees Compensation Commission through the local Project staff was more direct and simple than it would be for the welfare department in some small cities to communicate with the state Workmen's Compensation Commission.

Servicemen's Dependency Benefits

Although the American Red Cross was charged with responsibility for services to families of members of the armed forces including helping them to secure Servicemen's Dependency Benefits, the Welfare Section in the centers gave much help in this matter. During much of the period of the centers' operation the evacuee staff of the ARC were without sufficient information to help people make inquiry about possible benefits and to assist them in declaring their income and expenses to show dependency on a soldier. The Welfare Sections offered training and consultation to the evacuee ARC staff in performing this service. Also, like the public welfare department, the Welfare staff replied to letters from the Office of Dependency Benefits verifying family relationships and financial status.

Property

The WRA never undertook to obtain complete information describing economic resources of the evacuees. There were certain surveys and compilations which catalogued some categories of property, such as real estate and farm equipment. The Authority provided assistance to the evacuees in the management of their property by a special staff for this purpose. Therefore, Welfare Section dealt with problems of management or disposition of property only when the income from, or the potential liquidity, related to need for financial aid or an unusual social problem. Problems of licensing and withdrawing through Foreign Funds Control of Treasury Department frozen funds of a blocked enemy

national for current requirements of the family were usually handled by the Project legal office, but sometimes a Welfare Counselor would be interested in the referral of a resident and in helping him interpret his need. The relations of the Welfare Section to the property and financial problems of the residents became most active when financial assistance was requested. Referrals to Project Attorney or Evacuee Property Officer were made for much the same reasons as a public welfare worker would refer a person to legal aid, Federal Feed and Seed Loan, RFC, or Production Credit Association. Records in the legal office and the evacuee property office were frequently checked (with the residents' permission) to verify reports or to obtain supplementing information.

Housing

The Welfare Section was charged with responsibility for controlling the assignment of residence space or residence housing to the evacuees. However, this job was not done by the Welfare Sections at the time the centers were opened and in some centers a separate unit controlled these assignments during most of the period of operation. Especially was this true in the later months of operation.

The job of housing assignment was a difficult and complicated one. A department of public welfare staff would have no similar function in this area. The standards controlling the amount of space, location, number of moves, and method of obtaining approval for moves were not well-developed, stable, or strictly adhered to in many of the centers. Since housing, on the whole, was not satisfactory for anyone, of poor quality, and providing inadequate space and privacy, there was always a struggle on the part of some residents to obtain more space or a better location. Some problems of housing assignment were related to the social welfare problems of the family being considered by the Welfare counselors or needing their attention. By and large, problems of housing assignment did not show up in the cases active in Welfare for other kinds of service.

Along with this responsibility for specific housing assignment the Welfare staff at some centers was given several other related responsibilities which would not be considered a part of a social service program and would never occur as the responsibility of a department of public welfare. One reason for this was that housing was originally the responsibility of a member of the Employment Division staff. Some of the projects made this person responsible for a somewhat comprehensive set of duties relating not only to assignment, but also to maintenance of housing, inventory of housing equipment, and other provisions set up by the administration.

These housing duties included the issuance of cots and bedding; the maintenance of records controlling the issuance and recovery of this bedding; the maintenance of the storeroom for a revolving stock of cots and bedding and of records controlling the location of these items. There was also the problem of people moving their goods from one apartment to another, which was in some centers done by the housing unit of Welfare Section instead of by the Transportation Unit of the project. The Welfare staff sometimes maintained a crew or crews to repair, renovate, or clean bedding. Some centers

also provided Government-owned sewing machines for the laundry room, a special sewing room, or to lend to various homes for limited periods of time. The problem of issuing, keeping location files, and repairing these machines was a job which some centers called a welfare job, but which is not related to welfare counseling or any kind of work that a public welfare department would do.

Miscellaneous Assignments

At one center a center-wide project for making garments was conducted. This project was composed of 50 to 75 seamstresses and equipped with sufficient machines and other sewing equipment and supplies. The project was operated somewhat like many of the WPA sewing projects and the garments were to have been distributed on a basis of need on a plan similar to that followed by the WPA in its distribution of garments through public welfare departments. However, the counseling staff at the centers was not set up to distribute clothing and other articles in kind, and the effort it would have taken to fairly distribute these garments would have been used at the expense of the counseling services, which were considered the primary job. This was the same kind of problem that had been faced by the departments of public welfare throughout the country, but WPA produced garments were only one of a number of commodities, particularly surplus food commodities which were being distributed in kind during the period 1933 to 1941.

The Welfare Sections at various centers were also given certain administrative clerical assignments during times of special movements and other pressure periods. Of course, the Welfare Section was not the only unit that had a variety of administrative duties not strictly related to its regular permanent functions. The Welfare Section received perhaps more than its share because it did have a rather large clerical staff which was not under uniform pressure of work throughout the month. The clothing allowances unit could work at a rapid speed for two or three weeks and usually have time for extra duties during perhaps a third or even a half of each month. This uneven flow of work was more pronounced in most of the centers than the clerical work would ordinarily be in a department of public welfare.

One of the special assignments had to do with the preparation of control files and lists of those persons and families scheduled for movements at the time of the segregation to and from Tule Lake Center. At some centers the Welfare Section prepared the official train lists, as well as other preliminary lists, to be used in the various offices of the center. This is only one sample of the special jobs which are unlike the work of a department of public welfare. In all the centers the welfare staff had heavy pressure from various types of administrative and clerical work, in addition to the regular social counseling that was necessary during the closing months of the centers.

Records and Reports

The Welfare Section at the centers was the operating unit most consistently concerned with the family as a unit. Most sections of the administration did consider the unity of the family and most of the files had some references to the family composition. However, it was the duty of the Welfare Section to apply a uniform rule of determining the family composition and to complete an accurate

index by family groups. The principles used in determining the membership of the family were like those of a family service agency or a public welfare department. However, the public welfare department may determine what members are in the family for purposes of designating the unity of the case without having to be related so directly to the concepts of family composition as employed by other agencies in the community. The Welfare Section of a center was more like a central register or authority in designating family composition. During the entire history of the centers the Welfare Section maintained the most complete and current card index to families as units, which also showed membership of the households comprised of the families. That is, when other members than those in the family lived in the same household, this was shown on the Basic Family Card. It was only during the later months of the operation of the centers that central files (Statistical Section) in most centers attempted to file case material by designating the members in the family unit and cross-referencing each member to the name of the head.

Welfare Section was assigned the responsibility of preparing the vouchers or the certification of orders for clothing allowances. The authority for these vouchers was the payroll showing the names of individuals who had worked enough to have earned an allowance for themselves and dependents and the card showing the family composition which was proof of the dependency of certain individuals or certain workers. The most apparent reason for this duty being assigned to the Welfare Section was the fact that Welfare was responsible for maintaining a file by family groups. The procedure of vouchering for clothing allowances was primarily a clerical fiscal operation requiring a clerical staff of from 6 to 15 workers, depending on the size of the population served. The staffs usually served approximately 1,000 recipients per clerical worker. This was a job requiring a special unit of staff, and a similar job would seldom be found in a department of public welfare.

The Welfare Section was expected to make regular written reports of both statistical data and narrative, descriptive, and progress material covering the overall welfare activities. In the early stages of the program, such reports were made both quarterly and monthly. Later, regular monthly reports were made. Sometimes there were special reports on given studies or problems. Each center made a comprehensive historical and analytical report at the time of the closing of the center. This material was organized and completed in accordance with the same general methods and techniques as those used for reporting purposes by a department of public welfare.

Personnel

Personnel Management at the centers was an important part of the overall administration, just as it is in any public welfare agency. The use of untrained evacuee staff for practically all the clerical force in the Welfare office and some of the more technical work made the task more complicated and difficult. However, through careful orientation to the job assignment and continuing in-service training fairly good results were realized in developing the evacuee staff at the center. The clerical workers; i.e., clerks, typists, and stenographers, were quite adaptable. They were efficient and regularly attentive to their duties. The evacuees selected for interviewing, interpreting, and counseling-aide work were more difficult to use. Their orientation required recognition of the different cultural values and social habits of the Japanese

who had stayed very much to themselves, even in the United States. There was also the language difficulty. Not the least discouraging aspect of using evacuees on the professional staff was that practically none of them had ever known the basic meaning of social work or known social workers personally. It was not easy for them to differentiate between the functions of a social worker and that of a block manager or a minister. Much carefully planned and productive work was done by the appointed Caucasian staff in developing these evacuee workers. This task was in some respects similar to that of developing and using untrained visitors or workers in a department of public welfare with the additional complications just mentioned.

Community Relationships

The difference in community organization referred to in the summary paragraph above partially explains how the various Section Heads at the centers with their individual broad responsibilities would play an important part in terms of referrals to and influence upon the case load and work of the Welfare Section. More of the assignments of the Welfare Section came from the administrative staff of which the counselors were a part than would the assignments of a department of public welfare which would draw its case load from outside agencies rather than from the immediate staff. Here it must be remembered that the staff was comparable to the government and major community organization heads of a normal city. In thinking of it in this way there may not be such a wide difference in the amount of work which came from the staff in the center and that which comes from the Government agencies and other large businesses and organizations of a city.

The centers developed to a certain extent a community council which was the official representative body of the resident population. Most of these councils included committees, one of which was a Welfare Advisory committee. The Welfare staff's relation to this committee was very much the same as that of a department of public welfare to its local board of advisory committee. Like many local boards the committee members often were more interested in discussing cases, particularly cases with grievances or complaints, than in discussing and expressing their approval or influence to modify certain policies and plans.

Another group of leaders representing to a large extent the population were the block managers. In some centers and at various periods the block managers were more representative of the people than were the councilmen and the various advisory committees in the council. Block managers referred many applications and were found to be cooperative "welfare-aides", along with the welfare staff. This uniform organization by blocks gave an effective force to the community setup, which is not usually found in the city. Nevertheless, there are certain outstanding leaders in every community with whom a department of public welfare must establish good relations for referrals for case information, and public interpretation. In this way the Welfare Sections' relations with the block managers was comparable.

There were also outstanding individuals other than councilmen and block managers who tended to be neighborhood or community leaders in some centers. Their interest in people and the people's dependence upon them as go-betweens, or representatives, was a situation which would not be overlooked

by the staff. Sometimes this interest of community leaders was not related to their occupation, and this had to be recognized. The use of natural leaders who appeared to have qualities and interest for leadership was necessary in the centers, just as it is in outside communities.

Relationships between public and private social agencies and the centers have been discussed elsewhere in the report. The Welfare Sections did not have frequent and extensive working relationships with many agencies. The agencies most used were Federal and State agencies and institutions. There was much less collaboration with voluntarily organized local agencies, as very few social agencies of this kind existed in the centers or in the immediate localities of the centers.

APPENDIX III

Records incomplete
This appendix will not be
included.

APPENDIX IV

STANDARD POSITION DESCRIPTION

Department of the Interior
War Relocation Authority
Relocation Center
Community Management Division
Welfare Section

Date Allocated: 10-1-44

Title: COUNSELOR

P-4

Description:

Under the supervision of the Assistant Project Director in charge of Community Management is responsible for the establishment, direction and maintenance of the Welfare program at the center including organization, standards of assistance and services, reporting and supervision of appointive and evacuee personnel of the Welfare Section; administers a family counseling program in relation to relocation and/or other individual or family plans.

Supervises the work of the Assistant Counselor and his staff immediately responsible for developing a program of family counseling in relation to relocation; supervises the program of staff development or in-service training for Junior Counselors and evacuee case aides; plans and conducts staff meetings and orientation programs for the appointive and evacuee staff of the several units of the Welfare Section; participates in staff meetings of the Community Management Division at the center; participates in National or regional meetings called by the Washington Welfare Section; develops and maintains good working relationships with other divisions and sections of the Authority's program at the center.

Supervises the program of financial assistance and recommends to the Assistant Project Director in charge of Community Management the action to be taken on applications for financial assistance and amount of assistance; administers a clothing allowance program and a program of housing assignments and adjustments of related problems; supervises the counseling and other services needed in cases arising from delinquency, dependency and neglect, family difficulties, problems of foster care, broken homes, etc.

Supervises the preparation of monthly statistical and narrative reports to the Washington office; supervises the organization and development of case records and record

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(description continued)

systems to provide the center and the National office with overall data on the extent of dependency arising from old age, ill health, blindness, death of the wage earner, etc.

Personally contacts both private and public social agencies outside the center to secure cooperation and assistance in the form of advice, counseling and detail of personnel to assist in such fields as psychiatric case work, child guidance, foster care, and other needed services for residents of the center. Also retains responsibility for personally adapting standardized and accepted techniques, procedures and principles to the circumstances existing within the centers; performs other duties as assigned.

Desirable Qualifications:

Education: Bachelor's degree from an accredited university, college or state teachers' college, and one year of study in recognized school of social work. Education should include courses in social welfare case work, family problems, social adjustment, and in public welfare organization and administration.

Experience: Four years of successful experience, one of which has been in supervisory capacity in social welfare work where a thorough working knowledge of government aid, family problems and social adjustment has been gained, and two years of which have been in a responsible administrative capacity.

STANDARD POSITION DESCRIPTION

Department of the Interior
War Relocation Authority
Relocation Center
Community Management Division
Welfare Section

Date Allocated: 10-1-44

Title: ASSISTANT COUNSELOR

P-3

Description:

Under the supervision of the Counselor, assists in the establishment, direction, and maintenance of the welfare program at the center. Supervises the family counseling program in relation to relocation and/or other individual or family plans. Supervises a program of financial assistance and other welfare services. Is particularly responsible for a program of staff-development or in-service training.

Selects from among the residents of the center a number of case aides and trains them in the functions of individual and family counseling. Instructs case aides in methods of interviewing, obtaining personal and family history in relation to background and present situation of individuals and families; case recording, etc. Plans and conducts staff meetings, orientation program for Junior Counselors and evacuee case aide staff.

Supervises a number of Junior Counselors and evacuee case aides in a family counseling program for relocation. Establishes and maintains good working relationships with other divisions and sections. Develops and maintains an organized plan for referral of families planning relocation to the Relocation Division.

Assists in the administration of the financial assistance program, including the review of applications for financial assistance and recommends the disposition of such applications. Supervises a staff of Junior Counselors and evacuee case aides in a program of counseling and other services needed in case of delinquency, dependency, and neglect, foster home finding, and supervision of foster home placements. Assists the Counselor in the direction and supervision of the functions of housing assignments and clothing allowances.

Upon assignment by the Counselor, contacts both private and public social agencies outside the center to secure the

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(continued)

cooperation and assistance in the form of advice and counseling, case work service in the fields of psychiatric case work, child guidance, foster care and other needed services for residents of the center.

Desirable Qualifications:

Education: Bachelor's degree from an accredited university, college, or state teachers' college, and one year of study in an recognized school of social work. Education should include courses in social welfare case work, family problems, social adjustment, and in public welfare organization and administration.

Experience: Two years of successful experience, one of which has been in supervisory capacity in social welfare work where a thorough working knowledge of government aid, family problems, and social adjustment has been gained.

OM-1526

STANDARD POSITION DESCRIPTION

Department of the Interior
War Relocation Authority
Relocation Center
Community Management Division
Welfare Section

Date Allocated: 10-1-44

Title: JUNIOR COUNSELOR

P-2

Description:

Under the supervision of the Assistant Counselor, has responsibility for the program of financial assistance and other services; for family counseling in relation to relocation and/or other individual or family plans; for administering the clothing allowance program; and for supervising the assignment of residents to housing quarters.

Counsels with individuals and families regarding their plans for the future with particular reference to plans for relocation on a family basis; in accordance with established procedures, prepares and refers to the Relocation Division summaries of plans for families ready to consider relocation; secures the services of other divisions and sections at the center to meet needs such as health, education, advise on property matters, etc.

Provides counseling and other services in situations involving dependency, neglect, and delinquency; makes foster home studies and maintains supervision over foster home placements; prepares individual and family summaries not only with reference to the present situation at the center, but also contributing factors prior to evacuation through correspondence with social agencies.

Interviews applicants for public assistance and other services and makes recommendations regarding the amount of assistance to be granted and the services needed; makes referrals to and cooperates with other divisions of the center in making available services or care to the residents; maintains current case records on individuals and families coming to the attention of the Welfare Section; counsels with individuals and families regarding their plans for repatriation.

OM-1527

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(continued)

Cooperates with the Division of Education in regard to school attendance problems, and secures both psychological and psychiatric services for both children and adults if needed.

Upon assignment, assumes responsibility for administration of the clothing allowance program, the housing program for resident evacuees, and effects adjustment in housing plans where necessary to insure the welfare of the individual and community; supervises the staff of evacuee case aides and clerical workers engaged in these programs.

Desirable Qualifications:

Education: Bachelor's degree from an accredited university, college or state teachers' college, and one year of study in a recognized school of social work. Education should include courses in social welfare case work, family problems, social adjustment, and in public welfare organization and administration.

Experience: One year of successful experience in which a working knowledge of government aid, family problems, and social adjustments has been gained.

STANDARD POSITION DESCRIPTION

Department of the Interior
War Relocation Authority
Relocation Center
Community Management Division
Welfare Section

Date Approved: 7-1-44

Title: COUNSELING AIDE

SP-6

Description:

Under the supervision of the Counselor, makes investigations by interviews, correspondence, home visits, and other means available to determine the facts in cases of delinquency, domestic difficulties, financial distress, and other maladjustments of individuals and groups within the center.

Under the supervision of the Counselor, assembles the data collected as described above into a report; keeps a record of contacts concerning each case; prepares case histories on the basis of these facts and interviews according to standard case work procedure.

Under the direction of the Counselor, recommends utilization of the various resources within the center to correct these problems, namely, health facilities, cash grants, school, recreation, housing adjustments, etc.; or recommends institutionalization or carries through treatment agreed upon with the Counselor and other officers of the center.

Desirable Qualifications:

Education: A. B. degree from an accredited college or university. Speaking knowledge of Japanese language.

Experience: Five years' successful experience in work relating to individuals such as teaching, or work in a public or private agency which provides services for people.

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|--------------------|---------|
| Annual base salary | 2000.00 |
| Overtime | 432.00 |
| | <hr/> |
| | 2432.00 |
| | OM-1533 |

STANDARD POSITION DESCRIPTION

Department of the Interior
War Relocation Authority
Relocation Center
Community Management Division
Welfare Section

Date Allocated: 2-23-45

Title: CLERK-STENOGRAPHER

CAF-4

Description:

Under the supervision of the Head of the Welfare Section serves as secretary to the Counseling staff, performing a variety of stenographic and clerical duties involved in the work of the Welfare Section.

Takes and transcribes all confidential case summaries and reports prepared by the Counselors based on interviews with evacuees. Takes and transcribes correspondence and administrative reports prepared by the Counselors. Composes and types a variety of correspondence, expediting cases previously forwarded through field offices to local Welfare agencies and inquiring as to their status, following-up on requests for information by Counseling staff of various local and national Welfare agencies, etc.

Serves as receptionist for the office, receiving all visitors and giving out requested information or referring them to proper person or office. Arranges schedules of interviews with evacuees for Counseling staff, maintaining a steady flow of work without duplication or omission of cases.

Is responsible for compiling the monthly and any other special statistical reports on the status of all Welfare cases being handled by the Counseling staff.

Supervises the office staff assisting in the typing, filing and other clerical work and is responsible for the training of new employees in the work and procedures of the office.

(continued)

Desirable Qualifications:

Experience: Three years of general or specific clerical experience, one year of which should be comparable to that described in the specifications for Assistant Clerk-Stenographer.

Training Completion of the twelfth school grade including courses in stenography, typewriting, and office practice.

Knowledge and Abilities:

Ability to perform clerical work requiring experience, initiative, and judgment. Ability to take in shorthand, dictation at a rate of at least 120 words a minute. Good knowledge of grammar, spelling, general types of office forms, and correspondence format. Ability to train and instruct lower grade personnel. Good knowledge of office methods, procedures, and practices.

STANDARD POSITION DESCRIPTION

Department of the Interior
War Relocation Authority
Relocation Center
Community Management Division
Welfare Section

Date Allocated: 2-23-45

Title: CLERK-TYPIST

CAF-3

Description:

Under the supervision of the Clerk-Stenographer performs a variety of clerical and typing duties involved in the work of the Welfare Section.

Types a variety of material in final form, including correspondence, copies of reports, case summaries and records, memoranda, vouchers and sub-vouchers for payment of clothing allowances, copies of applications and vouchers for public assistance grants, etc.

Is responsible for the establishment and maintenance of all office files, including the dependency file, completed case file, pending case file, Basic Family card records, administrative reports and correspondence file, Manual, Handbook and official releases files, reference file and all other files pertinent to the work of the Welfare Section. Maintains all case records files currently by recording daily changes in the status of cases. As requested, secures material from files for use of Welfare staff.

In the absence or preoccupation by dictation of supervisor, is responsible for receiving visitors, arranging appointments for interviews with evacuees for the counseling staff and giving out requested information, as nearly as possible, concerning the work of the section.

Performs related duties as assigned.

Desirable Qualifications:

Experience: One year of experience in the performance of general or specific clerical work including some typing.

(continued)

Training:

Completion of the twelfth school grade, including courses in typewriting and office practice.

Knowledge and Abilities:

Good knowledge of office methods, procedures and practices.

Ability to type at the rate of 60 words a minute.

Ability to perform clerical work requiring initiative and judgment.

Ability to understand and carry out complex oral and written instructions.