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November 17, 1942

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Memorandum

To: D. S. Myer

From: James G. Lindley

Reference is made to your confidential memorandum of November 10 requesting comments about general policies for the granting of clothing allowances and issuing of work clothing. Admittedly the comments offered are based on the provincial experience of probably the smallest project in the country. We have received little if any information regarding the approach to this problem from any other project, and we have found it necessary to feel our way and crystalize our opinions slowly.

Comments are offered as follows in accordance with the main heading of your letter.

1. Uniforms

The proposals outlined for the issuance of uniforms are in our opinion adequate for the needs of the project. The application of this policy, however, is complicated by the fact that on the basis of previous instructions, we have ordered, and expect delivery shortly of waiter coats, and in some cases cooks' trousers for use at the hospital mess hall, and similarly, we have ordered and have already received such items as coats for doctors.

The proposal of using arm-bands for the identification of the police and fire department personnel appears to be extremely

desirable, since it serves as an identification of the officers and also gives the individuals a sort of an up-lift in that they are identified as officers.

2. Personal Equipment

It is noted that no mention is made in this section of work gloves. It is believed that work gloves should be furnished those individuals who are assigned to duties which require the use of such equipment. For example, there are cases of shovel crews, individuals handling heavy equipment, wire, etc., who it appears should be entitled to the use of work gloves. We have not yet had sufficient experience concerning the necessity for other items which should be considered in this section, however, would like to raise the question as to whether or not rain coats should be furnished to policemen, mail carriers and messengers. The little experience that we have had indicates that during the periods of inclement weather, our messenger service and our mail service becomes practically paralyzed because the employees either wait for a break in the weather, or fail to report for duty on those days.

3. Surplus Army Clothing

One of the major problems that has been encountered in recruiting labor for certain types of work is the problem of furnishing adequate clothing to the workers, in those cases where the clothing is subjected to unusual wear and tear, and in cases when individuals are required to be exposed to the weather continuously. Recognizing

your expression that you do not favor the issuance of work outfits to any category of workers, the following comments are offered for your consideration in solving by the use of work clothing the major problems of operation of the project:

- a. The philosophy which anticipates that workers will be required to buy adequate clothing to perform their duties clashes directly with the thought that cash clothing allowances will be given evacuees, so they may purchase clothing according to their own tastes. This, in turn, creates a very definite attitude on the part of the evacuees whereby they will accept only employment where they do not feel they will be penalized by having to spend their allowances for special types of work clothing. For example, if we have a Class C Clerk, and a Class B Laborer, the Class B Laborer, in order to be able to perform his duties, must spend a portion or all of his clothing allowance in order to equip himself adequately to remain on the job. The Clerk, on the other hand, can take the funds and purchase whatever clothing he or she might desire since the duties of that position do not impose any special requirements as to how the worker needs to be clothed.
- b. In one or two cases where the work was admittedly hard on clothing we have found that the issuance of surplus clothing in itself has made the jobs more attractive.
- c. In a free economic community, there is opportunity to make disagreeable jobs attractive by various methods, such as higher wages, shorter hours, special benefits and other inducements which will entice workers. In a community such as we have, the range of payments is so narrow that the classification of

a job in a C Grade in itself is not sufficient inducement. Further, under our Administrative Instructions, there is no provisions for adjusting hours, nor does it appear that it would be desirable to have such a provision, since the volume of work already appears to be more than the available labor force can handle. Thus it appears that in order to furnish this added inducement and on the other hand to prevent discrimination against such workers by requiring them to buy their clothing from their allowances, we should be authorized to issue clothing in accordance with rigidly established schedules which take into consideration the following factors:

1. Whether the duties are such that clothing is subjected to more than the usual wear and tear.
2. Whether the workers are unduly exposed to the elements and thereby required to wear protective clothing.
3. Whether or not the clothing required is available.

I am not sure, but there has been a question raised as to the legality of the plan whereby surplus clothing can be sold to the Community Enterprises, since it appears that such a sale would have to be thrown open to any and all private bidders. The reason for this is that the Community Enterprises as such are a private enterprise, and it does not appear that they should enjoy privileges over any other comparable business.

- d. The nature and condition of the surplus army clothing that we have received to date is such that it is doubtful whether or not any plan of sale to the Community Enterprise would have much effect on the quantity now available on this project. That is, it is

very unlikely that the market for it, except for a few of the items, would draw off very much of the clothing we now have.

4. General Comments

As reported to Miss Gifford of the Washington Office in a recent conference in Denver, it appears that our whole policy on clothing allowances requires simplification. Our interpretation of the present instructions is that clothing may be issued to evacuees under the following conditions:

- a. That the evacuee is a worker.
- b. That the evacuee is not a worker, but is eligible for unemployment compensation.
- c. That the evacuee is a dependent of a worker or a person eligible for unemployment compensation.
- d. That the evacuee is not a worker and is not eligible for unemployment compensation but requires public assistance.

Applying this literally, it leaves a very scant minority of evacuees who will not be eligible for clothing allowances.

About the only type that we can think of would be the evacuee who is not a worker, is not eligible for unemployment compensation, and who refuses to accept employment, but who it is known is able to take care of himself. Even such an individual would probably become eligible under the public assistance grant procedure, since it is my understanding that the income of such an individual will be evaluated without consideration of his private resources or sources of income outside the Relocation Center. My recollection of our discussion in Denver is that we would go so far as to furnish clothing to the dependents of an individual who had accepted outside employment.

In summary of the above comments, it appears that we have used various methods of justifying clothing allowances to evacuees. Now, it is my proposal that clothing allowances be set up as a standard allowance to evacuees in the same manner as we now allow them food and lodging. That is, any evacuee who lives at the Center and who is not working for a private employer shall be entitled to receive clothing allowances. Further that clothing allowances may be suspended by an act of the Community Council or the Project Director as a penalty for violation of rules and regulations concerning conduct on the project. Such a proposal would greatly simplify our approach to this problem, and unless I have completely missed the mark on the intent of the present policy should not represent any appreciable increase in costs of clothing allowances under policies now in force. In addition to such clothing allowances, it appears desirable to provide surplus army clothing on a loan basis to individuals assigned to certain specific duties wherein the clothing is subjected to abnormal wear and tear or where the individual is continuously exposed to cold weather. The loan of this type of clothing would be restricted by the type and amount of surplus army clothing on hand at the project. There would be of course provisions made for uniforms and personal equipment along the lines outlined in your letter of November 10th.

If our expressions appear to be at the opposite pole from the philosophy contained in your memorandum, it is because we feel that a direct approach and an immediate recognition of the problem of work clothing will do much to simplify the mechanics of issuing clothing, to clarify in the minds of the evacuees their eligibility for clothing, and will greatly aid in the performance of essential functions of the project, so long as it is to be populated by individuals whose presence here is entirely involuntary. The importance of having a standard policy in this respect on all Projects is fully recognized, and it is regretted that we

do not know enough about the approach to this problem made by other projects to permit tempering of our comments or of our views. You may rest assured whatever policy is finally evolved will be applied on this project to the best of my ability.

ASSISTANT COMPTROLLER GENERAL OF THE UNITED STATES

Washington

H. Watson
B-33895

May 21, 1943

The Director,

War Relocation Authority.

My dear Mr. Myer:

Reference is made to letter dated April 13, 1943, from Acting Director Rowalt, as follows:

"In the attached opinions, numbers thirteen and seventeen, the Solicitor of this Authority has expressed certain views concerning the application of land-grant railroad rates to the transportation of persons and property in connection with the functioning of the projects and the program of the War Relocation Authority.

"Inasmuch as some carriers have taken exception to the application of land-grant rates, and since the War Relocation Authority has relied upon the premises set forth in the opinions for its action, your decision regarding the propriety of the views taken by this office, which are more expressly stated on pages thirteen and fourteen of opinion number thirteen, is respectfully requested."

In pages 13 and 14 of the opinion No. 13, mentioned above, the Solicitor, after a discussion of the "military character of the War Relocation Authority and its projects and program", states that it appears--

"* * * that transportation of the following types of property of the United States in connection with the functioning of the War Relocation Authority should be subject to land grant rates, whether (1) procured by the War Relocation Authority through War Department agencies, or (2) procured by the War Relocation Authority directly from suppliers, or (3) made or produced at a War Relocation project:

"(1) All materials, equipment, and supplies required for basic needs of evacuees, including

- "(a) housing and utilities
- (b) subsistence and clothing
- (c) health, sanitation, and burial services
- (d) elementary and high school education.

(The basic need for elementary and high school education may not be principally military in character to the same extent as other basic needs of evacuees which are listed above. However, the general importance of such education and the need for it in communities like these which consist in large part of children and young people are so great that it is clearly not a luxury or convenience and cannot properly be omitted from the list of basic needs of evacuees.)

"(2) All materials, equipment, and supplies required for the establishment and demarkation of relocation areas and the military areas in which they are located, and for roads or other means of access to such areas.

"(3) All materials, equipment and supplies for construction and maintenance of developments and improvements principally military in character.

"(4) All materials, equipment, and supplies for use of the military or naval forces in prosecution of the war.

"(5) All materials, equipment, and supplies for use of other branches of the Government or State or local governments in prosecution of the war.

"(6) All materials, equipment, and supplies for use of Great Britain or other Allies in prosecution of the war.

"Transportation of the following types of property of the United States in connection with the functioning of the War Relocation Authority may be held not subject to land grant rates:

"(1) Materials, equipment, and supplies for construction and maintenance of developments and improvements not principally military in character. (It will be noted that agricultural or other developments and improvements to provide supplies or materials to satisfy the basic needs of the evacuees should be considered principally military in character, and only that portion of such developments and improvements which is not allocable to this purpose or to other military purposes should be considered non-military in character.)

"(2) Materials, equipment, and supplies not principally military in character which are delivered to the consuming public, for purposes or uses principally non-military or civil in character."

In order that there may be no misconception of the position of this office in relation to the matter so presented, it seems appropriate to state at this point that the abstract question of whether an official legal opinion rendered by a duly constituted law officer of an executive department or other Government establishment reaches a correct conclusion does not appear to be a matter as to which a decision of this office may be required. However, it is assumed that what is desired is a decision as to whether in the audit of accounts by this office the provisions of the pertinent statutes will be applied as requiring deduction for land grant, where otherwise proper, from the charges for the transportation of property of the United States in connection with the functioning of the War Relocation Authority. Consideration will be given your submission on the basis of such assumption.

Apparently the activities giving rise to this question find their genesis in the provisions of Executive Orders Nos. 9066 and 9102.

In Executive Order No. 9066 of February 19, 1942 "Authorizing the Secretary of War to Prescribe Military Areas", it is stated:

"WHEREAS the successful prosecution of the war requires every possible protection against espionage and against sabotage to national-defense material, national-defense premises, and national-defense utilities * * *.

"NOW, THEREFORE, by virtue of the authority vested in me as President of the United States, and Commander in Chief of the Army and Navy, I hereby authorize and direct the Secretary of War, and the Military Commanders whom he may from time to time designate, whenever he or any designated commander deems such action necessary or desirable, to prescribe military areas in such places and of such extent as he or the appropriate Military Commander may determine, from which any or all persons may be excluded, and with respect to which, the right of any person to enter, remain in, or leave shall be subject to whatever restrictions the Secretary of War or the appropriate Military Commander may impose in his discretion. The Secretary of War is hereby authorized to provide for residents of any such areas who are excluded therefrom, such transportation, food, shelter, and other accommodations as may be necessary, in the judgment of the Secretary of War or the said Military Commander, and until other arrangements are made, to accomplish the purpose of this order. * * *

"I hereby further authorize and direct the Secretary of War and the said Military Commanders to take such other steps as he or the appropriate Military Commander may deem advisable to enforce compliance with the restrictions applicable to each Military area hereinabove authorized to be designated, including the use of Federal troops and other Federal Agencies, with authority to accept assistance of state and local agencies."

Thereafter, in Executive Order No. 9102 of March 18, 1942, "Establishing the War Relocation Authority in the Executive Office of the President and Defining Its Functions and Duties", the President ordered as follows:--

"1. There is established in the Office for Emergency Management of the Executive Office of the President the War Relocation Authority, at the head of which shall be a Director appointed by and responsible to the President.

"2. The Director of the War Relocation Authority is authorized and directed to formulate and effectuate a program for the removal, from the areas designated from time to time by the Secretary of War or appropriate military commander under the authority of Executive Order No. 9066 of February 19, 1942, of the persons or classes of persons designated under such Executive Order, and for their relocation, maintenance, and supervision.

"3. In effectuating such program the Director shall have authority to--

(a) Accomplish all necessary evacuation not undertaken by the Secretary of War or appropriate military commander, provide for the relocation of such persons in appropriate places, provide for their needs in such manner as may be appropriate, and supervise their activities.

* * *

(c) Secure the co-operation, assistance, or services of any governmental agency.

* * *

"6. Departments and agencies of the United States are directed to co-operate with and assist the Director in his activities hereunder. The Departments of War and Justice under the direction of the Secretary of War and the Attorney General respectively, shall insofar as consistent with the national interest provide such protective, police and investigational services as the Director shall find necessary in connection with activities under this order."

On page 7 of the Solicitor's opinion No. 13 it is indicated that the Military Commander of the West Coast Command and Fourth Army

designated certain "West Coast Military Area Nos. 1 and 2" and ordered excluded from certain parts of said areas "all persons of Japanese ancestry, including aliens and non-aliens" and that--

"Under a Memorandum of Agreement between the War Department and the War Relocation Authority of April 17, 1942, it was agreed that Relocation Areas under the administration of the War Relocation Authority will be designated as prohibited zones and military areas. It was further agreed that the War Relocation Authority may effect its procurement of equipment, property, supplies, and subsistence through War Department agencies."

In this connection it appears that in some instances, at least, the War Department has "established as Military areas, and * * * designated as War Relocation Project Areas" the territory within the boundaries of such projects "Pursuant to the determination of military necessity." See Lynch V. Hammock, 165 S. W. (2d) 369. And it is stated on page 8 of the Solicitor's opinion No. 13 that --

"In connection with the acquisition of most Relocation Areas which have been approved, the Commanding General of the Western Defense Command and Fourth Army has publicly stated that such acquisition was based on 'absolute military necessity.'"

Section 321(a) of the Transportation Act of 1940, 54 Stat. 898, 954, provides that--

"* * * the full applicable commercial rates, fares, or charges shall be paid for transportation * * * of any persons or property for the United States, or on its behalf * * *"

but that this provision--

"* * * shall not apply to the transportation of military or naval property of the United States moving for military or naval and not for civil use or to the transportation of members of the military or naval forces of the United States * * * when such members are traveling on official duty; * * *"

The opinion of the Solicitor makes reference, on page 8, to an opinion, dated May 3, 1942, of the Judge Advocate General, and it is noted that in said opinion the Judge Advocate General stated his conclusion, in part, to be:

"That supplies of the United States moving to evacuee assembly centers since the declaration of war of December 8, 1941, for use of the evacuees while detained there by the authority of the United States primarily for military reasons, constitute 'military' property of the United States moving for military or naval and not for civil use and should be transported as such subject to the land-grant rates."

A copy of said opinion, which was received in this office subsequent to the receipt of your letter, indicates that it was based in part upon a memorandum of the same date in which it was said:

"If citizens of the United States, civilian alien enemies, and prisoners of war are interned at evacuee assembly centers in time of war, by reason of the military policy of the United States as defined by law and by the proclamations of the President, and as enforced by the Attorney General, the Secretary of War, and the military commanders of certain areas, then such internment is primarily and essentially for military and not for civil purposes and the maintenance of such persons at such centers is of the same character. Hence, all supplies belonging to the United States and now being used for feeding, clothing, sheltering, and maintaining such persons are, when in transit, 'military' property of the United States moving for military or naval and not for civil use and the transportation of them is subject to the land-grant rates.***"

In Ex Parte Lincoln Seiichi Kanai, 46 F. Supp. 286, it was said:

"On December 8, 1941, Congress declared a state of war to be existing between Japan and the United States. A few days thereafter it declared a state of war to be existing between the nations of Germany and Italy and the United States. The field of military operation is not confined to the scene of actual physical combat. * * * The theater of war is no longer limited to any definite geographical area.* * *"

It is apparent from the terms of the cited Executive Orders and the actions apparently taken thereunder by the Secretary of War and the Military Commanders, that the paramount, if not the sole, purpose of the activities under the "War Relocation" program is purely military in objective; and it does not seem open to question that such activities, although they may be civilly administered, are connected directly with, and are part of, the military activities otherwise directed at first hand by the Military authorities in the prosecution of the present war.

In view, therefore, that the exclusion of designated classes of persons, whether citizens of the United States or enemy aliens, from designated military areas and their allocation and confinement to other designated areas, pursuant to the direction and orders of the military authorities, is essentially a military function, and that the proper maintenance of such persons is no less essential to the due accomplishment of the military objectives involved than would be the case if such persons were military prisoners of war, no reason appears why the transportation of material and supplies,

required to effectuate their transfers and to maintain them while under the control necessitated by reason of the military exigencies, is not properly to be regarded as subject to deduction for land grant. What materials and what supplies are necessary to effectuate these purposes are primarily matters for determination by those charged with the responsibility of the conduct of this phase of the war, and it does not appear that the accounting officers may be required ordinarily to substitute their judgment for that of the responsible administrative officials in this respect. The audit of transportation accounts in this office will be made in accordance with these general principles subject only to such exception as may be necessary where it clearly appears there has been an abuse of discretion in the discharge of the administrative function.

Concerning your statement that "some carriers have taken exception to the application of land-grant rates" it may be noted that the basis of such exception has not been made known to this office and apparently no carrier has as yet indicated directly to this office any exception to payment made on the basis of "land-grant rates" for transportation of items under the circumstances referred to herein.

Respectfully,

/s/ Frank L. Yates

Assistant Comptroller General
of the United States

Comments due June 15

*Stuart
Portner*

MAY 24 1943

MEMORANDUM

To: The Director

Subject: Report of Manual Committee

This memorandum contains suggestions of the Manual Committee on the questions raised in your memorandum of April 30. In that memorandum you requested that we draw up plans for

- (1) Conversion of the present Administrative Instructions material into an organized Manual.
- (2) Preparation of detailed Divisional or Sectional handbooks supplementary to the Manual.
- (3) Issuance of future procedures integrated into the Manual outline.

The Committee recommends that the present system of issuing Administrative Instructions in a numbered series be discontinued in favor of an organized Manual of general administrative policies, supplemented by handbooks carrying detailed or technical procedures.

A government agency usually passes through three stages in the evolution of procedures. First, directions are given out verbally or by letter, on various subjects as occasion arises. This works until the volume of orders grows to the point where it becomes difficult to locate previous instructions in the files. Then, the second stage, the instructions are issued chronologically without regard to subject matter, but in a numbered series, and the numbers serve as a code to the various issuances. This works until the material on a given subject tends to be spread out through several places in the binder, causing difficulty of reference and allowing for gaps or overlapping. The next stage is a planned Manual, built on a previously agreed-upon outline, so that the material falls into logical order and grouping.

When the WPA was first set up, it was decided to start at the second stage, since without any experience or body of instructions on hand, it was felt impossible to plan a Manual outline. It was agreed at that time that a planned manual would be issued as soon as practicable and some of the staff members have recently suggested that a manual should be prepared as early as possible. You will recall that the report prepared

at your request by the Federal Bureau of Investigation also recommended the issuance of a well organized Manual and the discontinuance of the issuance of serially numbered Administrative Instructions. We believe that the WRA is now ready to issue its policy statements and administrative procedures in manual form.

For convenience, this report is divided into three parts: (1) Organization of material, (2) Physical makeup of the Manual, and (3) Preparation, clearance, and distribution of releases.

Organization of Material

One of the greatest problems in the preparation of a Manual, once the material is written, is to make it as usable as possible. Material poorly organized is disconcerting to a reader trying to find his way to the points he wishes to look up. If a person looking for a general policy, must pick it out among a mass of detailed procedures, much valuable time is lost. Likewise, it is inconvenient for clerks performing a detailed operation to use a bulky Manual in finding the step by step instructional guidance. Up to a certain point, the WRA's basic policies and methods of operation should be known to every employee of the Authority or should be readily accessible in a well organized volume. Beyond that, there are detailed procedures which, although necessary to the units performing the functions involved, would only serve to clog a policy Manual.

The Personnel Office recognized this problem in evolving Administrative Instruction No. 13. As originally written, this Instruction contained WRA policy on nearly every aspect of personnel management. This was distributed to all administrative officials and was accessible to all employees for continuous reference. At the same time, there were certain details on rates of pay, War Service appointments and leave, which it was recognized would not make easy reading for the general staff member. These were added to the Instruction as exhibits. Later, when it became necessary to issue detailed instructions to Centers at the time they were given appointing authority, the Personnel Office did not issue a general Administrative Instruction, but wrote a personnel handbook which was distributed only to appointing officers. Likewise, the Community Management Division issued its manual on Community Government outside the Instructions series. At present, there are several handbook-type documents issued by WRA. Some, like the leave and procurement procedures, were issued as Instructions; others, such as the Accounting and Community Government Manuals, were issued outside the series.

We, therefore, recommend issuing the general material, which is of interest to all employees, in an organized Administrative Manual, and the procedural material in a series of Administrative Handbooks. Each handbook should cover only one subject and should be keyed to the outline of the Manual. We suggest that it restate the pertinent Manual sections as a kind of preface, and then proceed with the detailed instructions. Thus, the working unit will have everything on the subject in one document.

We believe that all parts of the Manual and all handbooks should be approved by the Director of the Authority, even though the material is prepared by a division chief for the guidance of field stations outside Centers which report administratively to him. This is in accord with Mr. Barrows' draft Instruction, which states that Instructions of the Authority "cease to be the responsibility of individual officers."

In planning the organization of the Manual material, it is important that the WRA operates at three different levels: at the Centers, at field offices outside the Centers, and at the departmental level (which includes both Washington and Field Assistant Directors' Offices). One difficulty in the past in writing Instructions has been that some of them, although written exclusively with a view to the needs of Centers, covered subjects of interest to one of the other levels. It seemed desirable to us, therefore, to separate the parts of the Manual as nearly as possible so that subjects of interest to one level only would fall together. At the same time, the primary breakdown must be by functions, corresponding to the organization of the Authority into divisions and sections. We, therefore, made up the following general outline, which is submitted as our suggestion:

Manual Outline

Organization	10
Basic Legislation and Orders	10.1
Statement of War Relocation Policies	10.2
Organization of the WRA	10.3
Duties of Officers	10.4
Lines of Administration	10.5
Administrative Policies of the WRA (at all levels)	20
Personnel	20.1
Personnel Policy	20.1.1
Etc.	20.1.2
Budget	20.2
Accounting	20.3
Property	20.4
Procurement	20.5
Priorities and Rationing	20.6
Travel	20.7
Office Services	20.8
Procedures	20.9
Community Management on Relocation Centers	30
Internal Security	30.1
Health	30.2
Education	30.3

Community Activities	30.4	
Community Government	30.5	
Welfare	30.6	
Business Enterprises	30.7	
Community Analysis	30.8	
Operations on Relocation Centers		40
Agriculture	40.1	
Industry	40.2	
Engineering	40.3	
Fire Protection	40.4	
Administrative Management on Relocation Centers		50
General Administration of Centers	50.1	
Legal Services	50.2	
Reports	50.3	
Statistics	50.4	
Project Employment Service	50.5	
Mess Operations	50.6	
Transportation Operations	50.7	
Warehousing and Property Control on Centers	50.8	
Postal Service	50.9	
Outside Employment and Leave Program		60
Repatriation Program		70
Individual Exclusion Program		80
Evacuee Property Program (at all levels)		90
Isolation Center		100
Institutionalized Persons		110

In converting the material contained in the Administrative Instructions to a manual, it is recognized that it may be necessary to revise this outline.

In this outline, all functions applicable solely to Relocation Centers are segregated, and divided into three groups corresponding to the new approved organization chart for Centers. Functions performed outside Centers or partly outside Centers are grouped separately. The first two groups will contain material of interest to all members of the Authority, and the second should be written in parts if necessary, so as to apply to all levels of operation. We suggest that the first breakdown be named Chapter, and the next, Section. Each section would consist of one or more sub-sections which in turn would consist of one or more paragraphs. In this way, the material would be organized by chapter and section, and not by individual Instructions. Material would be sent out in the form of separate releases, each of which would consist of one or more pages to be inserted at the proper place in a loose-leaf binder.

Detailed procedural handbooks would then be issued as needed to supplement a Manual section or sub-section. We believe that whenever possible, procedures applying to the field should be in general terms of the objective to be reached. This is not possible, of course, in outlining the form of reports which must be uniform from all Centers in order to be of any value, or which must be in a form acceptable to some other government agency. Within as much latitude as possible, however, individual Centers or offices should be left to devise details supplementary to the Manual or to a handbook, in the light of particular local conditions. These details should be written up as field office or Center instructions supplementing a section or a sub-section of the Manual or handbook. These should be keyed in to the overall Manual outline, given suitable code numbers, duplicated on colored paper, and filed in the Manual or handbook at the appropriate place. The field should be required to send two copies of all their instructions, including those already issued, to Washington. One copy should be routed here to the division concerned and the other to the Procedures office. Field instructions containing material Authority-wide in scope could then be re-issued from Washington. In all cases, field procedures would be subject to check by Washington.

Forms - Official forms of the Authority area tool of administrative management comparable to Administrative Instructions. All forms should be cleared by the Procedures office in Washington.

Administrative Notices - To take care of temporary instructions and announcements, the present series of Administrative Notices should be continued as established in Administrative Instruction No. 2. These should be filed in a separate binder. It may be well to enlarge the distribution of Administrative Notices, since many of them contain material which should reach all the staff.

Washington Instructions - Instructions applicable to the Washington office only have been recognized as necessary. Heretofore, these were issued as "Administrative Notices to the Washington Staff", and covered such subjects as hours of work in the Washington office, regulations on turning off lights, and information pertaining only to federal employees in the Washington area. We recommend that these be issued in a separate series comparable to field instructions, on colored paper, and be called "Washington Office Instructions". These, likewise, should be keyed to the overall Manual plan and filed at the appropriate place in the manuals of Washington office personnel.

Physical Make-Up

The physical appearance of a Manual page has much to do with the readability of the material and the ease of reference to particular points in question. We believe that experience with the present WRA Instructions has shown the desirability of maintaining good margins and of indenting to show break-downs within section. Furthermore, the block style is desirable. One manual studied by the Committee, indents paragraphs and puts the paragraph number inside the indentation, thus making it hard to see the paragraph number.

Numerals should be used to denote chapter, section and sub-section. We found it impractical to use a solid number: 8000. Instead, we recommend a system of decimals, thus: 80.1.1. This system may appear somewhat formidable at first glance, but it permits indefinite expansion of the third and fourth digits, whereas under the first alternative it is only possible to have ten breakdowns under 8010. This should be far enough to carry the numeral system; paragraphs under the sub-section should be enumerated by capital letters. Thus, a reference would read "Paragraph A of Manual Section 80.1.1".

We recommend a line across each page near the top. Above the line should be written the name of the section and the code number for the chapter and section. Sub-sections and paragraphs would be numbered in the text. In the lower left-hand corner should appear the date of issuance of each Manual page. If material on this page supersedes a previous issuance, this should also be indicated in the bottom left-hand corner, keyed by a footnote to the sub-section affected by the revision if the whole page is not superseded. This device should also be used to announce the superseding of an old Administrative Instruction by a new Manual release as existing instructional material is converted into the plan. If a sub-section is cancelled outright without replacement, a new page should be issued with a blank space under the code number, and within this blank space should appear the word "(Cancelled)".

Each paragraph should be annotated by a few words in the outside margin. This annotation is suggested in lieu of underlined headings in the text. A sample Manual page is attached to illustrate our suggestion for the make-up.

Each paragraph should also have a reference line in the index, though not necessarily in the same words as the annotation. The index should be large, carrying a reference to every possible subject in the text. This index should be prepared periodically in Washington and distributed like other Manual releases. The table of contents, on the other hand, should be brief and in general terms, so as to afford an idea of the Manual organization at a quick glance. This will also result in the contents not needing revision very often.

In general, handbooks should have the same make-up as the Manual with the addition of the words "Handbook on _____" at the top center of the page and the code number only written just above the line. There may be some difficulties in using the outline of a Manual section for a handbook, but it would be helpful in the long run. The handbook ordinarily will expand a Manual section, or will add to the text on policy some procedures for performing a function. This expansion, or explanation, may appear as paragraphs subsidiary to Manual sub-sections, or may be added as additional sub-sections, grafted on at the end of the Manual text. Re-running the Manual text in the handbook would be especially helpful in this instance. If it is desired to include some handbook material that properly belongs between sub-sections 8 and 9 of the Manual outline, we suggest that it be inserted under a number 8.1. This will not conflict with the numbering of paragraphs, since they will be designated by capital letters.

Forms prescribed for operations of the Authority should be reproduced, reduced in size, right in the text which discusses the form. This will ordinarily occur only in handbooks. In this case it may be helpful to fill out the sample form before it is reproduced and explain the entries in the text. Another suggestion is simply to type numbers in the various spaces on the form and then key these numbers to the explanation in the text. In the Manual it will often be helpful to refer to forms by title or number for the general information of the Administrative official who reads the Manual, but is not interested in the details of the handbook. Flow charts, routing charts and other illustrative figures will often prove helpful.

Within the Manual we recommend tab sheets to mark the division by chapters.

We believe that the black binders ordered for Administrative Instructions will serve equally well for the new Manual. There will be a period of transition when the new Manual material is coming out, but not all of the old Administrative Instructions have been superseded. Inasmuch as two binders were ordered for each person, we suggest that he start out by using the small binder for the new Manual material, remove instructions from the large binder as they are superseded, and finally end up by transferring the complete Manual to the large binder. The small binder may then be used to keep handbooks. Ordinary three-ring binders may also be used to keep handbooks in. Many persons will have two sets, a binder of Manual and a binder containing the handbook or handbooks which he uses. All material should be issued in loosepages, of course, so that releases can be sent out, a page at a time, for exchange with individual pages in the binders. This will also allow filing of the colored field instructions along with the other material. Each handbook should have a table of contents, so that it will become apparent if part of the handbook gets lost.

We recommend that Manual and handbook pages be varityped and multilithed on slick paper.

Individual releases need not have the Director's signature duplicated on them. It should be the responsibility of the Procedures office to make sure that all material has proper clearance and approval before it is duplicated, and to make sure that the files contain copies with the initials and signatures on them.

Preparation, Clearance, and Distribution

Manual and handbook releases should be prepared in the Procedures Office in Washington. Ordinarily they should be originated by a staff member concerned with the function, either in Washington or the field, although the Procedures Office should be available to write up material from notes, letters, or oral instructions if requested.

A staff member wishing to originate a release should prepare a rough draft and discuss this with the Procedures Office and with all other Divisions or Sections immediately interested. If a basic policy is involved, the idea should be discussed at the Director's staff meeting, either the small one or large one. A draft acceptable to the originating office and to the other units which discussed the idea should be given to the Procedures Office for checking as to form and consistency with other procedures, for further clearance including field clearance that may be needed, and for typing in final form. The final copy should be routed to the Division or Divisions immediately interested, the Solicitor and Executive Officer for initials, then to the Director's office for approval. The Procedures Office should at the time the final copy is routed for clearance route extra copies to the Divisions that did not participate in the regular clearance. This would give them advance information of the impending release, also an opportunity to make suggestions before the clearance was completed. We suggest that this final clearance be made through colored routing tags which would be detached and returned to the Procedures Office as the document left each office. This would enable the Procedures Office to keep informed as to the whereabouts of the release.

The Procedures Office should be available for help in working on a release at all steps of preparation. In cases of conflicting suggestions the Procedures Office should try to get the people concerned to work out an acceptable version.

There should be clearance with the field on all major policies whenever this is possible, with the Project Directors and Field Assistant Directors for functions related to center operations, or with field officers outside centers, if their functions are affected by the release. It seems hopeless, however, to attempt to clear every minor point and every amendment with the field. In the first place, it would require considerable time; in the second place, if field officials were flooded with relatively unimportant procedural drafts, they would soon disregard them all. We recommend that it be at the discretion of the Procedures Office as to what is referred to the field for clearance in draft form. The division head concerned, the Solicitor, the Executive Officer, and the Director's Office should also be on the lookout for material which should clear the field, and should refer it to the Procedures Office. These drafts sent to the field should carry a deadline for suggestions, so that the whole thing will not be held up indefinitely.

After approval, the Procedures Office should supply a corrected copy to the Office Manager for duplication. The original should then be filed away in the file room, since there is no advantage in setting up files in the Procedures Office. Ordinarily the date of approval will be the effective date of the procedure. If the effective date is set later than the approval date, both should be printed on the page.

Revisions in the Manual should be made in the same manner as just outlined. Emergency instructions might be made outside the Manual system if necessary, but then only in written form and over the signature of the Director. This should apply also to instructions to field offices outside centers. Instructions given over the telephone will have to be confirmed by letter, as specified by the Administrative Notice of May 8, 1943. These letters, of course, should be signed by the Director even though they confirm instructions given by a staff member in Washington to his own field office.

Such communications to all centers or to all field offices are in reality amendments to the Manual. They should clear the Procedures Office, Executive Officer and Solicitor before signature. Special messenger service should be used for the clearance in order not to hold up the communication. One copy should be sent after signature to the Procedures Office so that a confirming Manual release can be prepared. We recommend also that the mail room be notified to prepare, automatically, duplicate copies of all letters, teletypes, memoranda, and confirmations of telephone messages which went to all Centers or all field stations, and that these copies be routed to all Divisions and Section heads in Washington for their information.

The Procedures Office should review the chronological readers' file to make sure nothing slips through. Major changes in policy or brand new policy ought, of course, to be threshed out in the Director's staff meetings or special meetings before anybody is ready to prepare the first draft. Someone from the Procedures Office should probably attend staff meetings so as to keep in touch with policy and prepare new releases or check those in process of clearance for conformance with policies. New job descriptions ought also to be routed through the Procedures Office so that changes in function or organization can be caught.

Although the field would not clear all releases, they should be encouraged to consider the Manual as their property, to suggest new procedures and to notify Washington when existing ones are faulty. Suggestions from the field would be received by the Procedures Office in the same way as drafts from a Washington Division.

The change-over from old Administrative Instructions to the new Manual should provide an excellent opportunity for revising procedures.

The initiative for getting old procedures rewritten should probably rest with the Procedures Office in order to get the job done, but it should try to get suggested changes from the entire staff both in and outside Washington before considering the new draft ready for writing in final form.

Handbooks should be cleared in the same manner as Manual releases, except that these will be more the responsibility of the originating unit. The Director may wish to delegate the signing of Handbooks to someone else, also of Administrative Notices and Washington Office Instructions.

Forms Forms ordinarily should be initiated by the Division and cleared by Procedures through the Solicitor and any Division which might have an interest, in the judgment of the Procedures Office. Clearance should be made by circulating a copy of the proposed form on which initials would be placed. This copy of the form should be kept in files as evidence of clearance. The Executive Officer should have authority to give final approval of WRA forms. Some of our forms require clearance with the Bureau of the Budget, and this should continue to be handled by the Procedures Office. This office should be responsible for issuing numbers to the forms and arranging for the first duplication. After that, however, it should be up to the division concerned and the Office Manager to see that there are adequate supplies on hand and that proper quantities are mailed out.

Administrative Notices Administrative Notices should be cleared with the Executive Officer and the Solicitor as well as any division concerned before being approved by the Director. This series should be utilized for all general messages to the staff. This would obviate the necessity of issuing general memoranda outside of any series, as now sometimes happens. Clearance of Administrative Notices should be handled by the Procedures Office.

Washington Instructions Instructions applicable to the Washington Office will mostly be of a housekeeping nature and will need clearance only with the Solicitor and Executive Officer. In some cases these instructions might deal with the Washington end of a WRA function. In this case the instruction should be cleared like any Manual release, except that it is never necessary to get field clearance.

Distribution

We recommend distribution of Manual releases and handbooks as follows:

Manuals should be available to all personnel but should be maintained in offices where several persons can use each one and where responsible secretaries can keep them up to date. Handbooks should be distributed primarily to persons concerned technically with the function and secondarily to persons on the staff who need access to them for information.

Manuals (Code A)

Washington:	Director's Office	3	
	Division Heads	9	
	Section and Unit Heads	39	
	Each Attorney	<u>9</u>	
	Total		60
Centers:	Project Director	1	
	Division Heads	3	
	Section and Unit Heads	33	
	File or Library	<u>3</u>	
	Total		40 x 10 = 400
Field Offices:	Field Assistant Directors	3	
	Leupp Center	1	
	Employment	52	
	Evacuee Property	4	
	Transportation	28	
	Exclusion	3	
	Procurement	6	
	Accounting	2	
	Reports	1	
	Legal	1	
	Community Management	<u>1</u>	
	Total		102

These figures are based on the latest approved charts or budget estimates. 562 copies are thus recommended as a minimum starting distribution list. Administrative Instructions are now being distributed to several persons (14) outside WRA. Additional requests for manuals should be anticipated from the WRA staff. We, therefore, recommend that 750 copies of each release be run off and the extra copies be kept on file in Washington to be distributed as needed.

Handbooks (Code B)

Washington:	Director's Office	3	
	Division Heads	9	
	Each Attorney	9	
	Reports	2	
	Procedures	1	
	Personnel	1	
	Finance	1	
	Section concerned	<u>10</u>	
	Total		36
Centers:	Project Director	1	
	Division Heads	3	
	Project Attorney	1	
	Reports	1	
	Division concerned	<u>10</u>	
	Total		16 x 10 = 160

Field Offices:	Field Assistant Director	6	
	Legal	1	
	Leupp	1	
	Field Offices concerned	<u>12</u> (average)	
	Total		20

In some cases a good many more copies would be needed as, for example, outside employment material. Ordinarily, copies of Handbooks should not be sent to persons outside WRA who are on the Manual mailing list. We recommend an initial run of 360 copies for each Handbook. A check list of Handbooks should be circulated periodically so that staff members can ask for any handbooks they may wish to see or to keep.

Administrative Notices (Code C)

Washington (each employee)	250	
Field Offices (each employee)	330	
Centers (100 each)	<u>1000</u>	
Total		1580

We recommend a run of 1700 copies for Administrative Notices.

Washington Instructions (Code D)

Each employee	250
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We recommend a run of 300 copies.

We suggest that each release carry a code symbol so that distribution can be automatic. For Code B there should be a note as to the division concerned and the number to be sent to field offices, if any.

In distributing, a bundle could be made up for each center or field office and that office would see from the code symbol what further distribution was necessary. We suggest that duplication of WRA releases be forbidden except by authorization from the Procedures Office in Washington. Additional copies could be supplied from Washington stocks as needed, and this would avoid the danger of errors in field versions.

As now releases are sent to the field, we suggest that they be discussed by the staff in staff meetings prior to being filed away in the binders. When amendments are sent out, the corresponding old pages should be removed from the binder and returned to one person designated for the purpose for that official station. He should keep one file of superseded pages so that it would be possible to trace the history of a given procedure. Other copies should be destroyed.

Releases for the Manual and Handbooks should be covered by an Administrative Notice containing a note of transmittal, a note about the effective date if needed, and any explanation of the purpose or background of the release which seemed advisable. The Administrative Notice would carry the distribution code for the attached sheets.

The Administrative Notices transmitting manual releases should list all the manual sections attached, so that if one were missing the receiving office would be aware of this. The releases should furthermore be numbered serially. Ordinarily, it should be sufficient to send out one manual release per week, transmitting all the pages approved during the week just past. When time is pressing, the pages could be sent out as soon as duplicated.

As to forms, a list of current approved forms should be issued regularly in the form of a subsection under 20.9 of the manual. There appears to be no advantage in distributing extra sample copies of forms from Washington for filing in a special form catalog. However, the list of forms might prove valuable.

The Procedures Office should maintain a visible index on all releases during and after their clearance. This should replace the present makeshift card file and should be kept current so that procedures could be traced through the complications of division and field clearance.

C. M. Featherston
C. M. Featherston

Selene Gifford
Selene Gifford

Ray Miller
Ray Miller, Chairman

C. R. Senter
C. R. Senter

Melbourne Spector
Melbourne Spector

- .8 The authority to journalize personnel actions has been delegated to Project Directors and other field officials with the understanding that there is to be no back-dating of appointments or other actions. Appointees should not be asked to report for duty until final approval has been given to their appointments and the action properly journalized. Back-dating
- .9 Delegated representatives of the Director will make periodic inspections of field and project offices of the Authority. Employees will cooperate with the inspectors to the extent of giving such information as may be requested and permitting free access to files, records, and other documents. Such representatives will be furnished means of identification. Inspection of Field Offices
- .10 The WRA policy on furloughs and lay-offs is as follows:
- A. An employee may be furloughed or laid off when the lack of work or funds requires a reduction in force. In such cases employees should be notified as far in advance as possible. Notification of Furloughs
- B. All terminations and furloughs made necessary by a reduction in force must be approved by the Director before becoming effective. Directorial Approval
- .11 (Cancelled)

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Pomeroy
C. Barker

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STATEMENT OF RELATIONSHIPS

GIRL SCOUTS AND WAR RELOCATION AUTHORITY

General Precepts:

In keeping with WRA policy of encouraging evacuee identification with groups typically American in concept, WRA will give full cooperation in the carrying out of a Girl Scout program at relocation centers.

The Girl Scout program shall be made available to all girls from seven to eighteen years of age including those who were Girl Scouts in their former communities.

Girl Scout troops in relocation centers will be classified as lone Girl Scout troops as are all Girl Scout troops not under the jurisdiction of a central local council. The one exception to this is the Heart Mountain, Wyoming, Center, which comes within the area of jurisdiction of the Big Horn Basin Girl Scout Association. The other centers are located too far away from Girl Scout offices to make it practical for them to be affiliated with a council or association. Lone troops in the centers will have direct access to the Girl Scout National Headquarters, where an advisory service through correspondence is maintained for all lone troops. As part of their regular schedules, members of the National Field Staff will plan to make limited number of visits to centers.

Organization:

The organization of Girl Scout troops at relocation centers shall follow the organization procedures outlined for Girl Scout troops in the pamphlets, "How to Start a Girl Scout Troop," and "Why a Lone Troop Committee." The one exception to these procedures is that it is recommended that there be a central Girl Scout committee in each relocation center to act as coordinator and a clearing house for the work of the troops in the center. Since it is expected that there will be a large number of Girl Scout troops in each center, this central committee is advisable. WRA appointed staff members may serve in giving leadership to this committee or as leaders of Girl Scout troops. The number of members of this central committee may vary according to the number of troops and the number of people necessary to coordinate the work of these troops.

The Field Division of Girl Scouts maintains a counseling service for all lone troops. Leaders of troops may write directly to the Field Division for help and advice or may have their requests channeled through the central Girl Scout committee at the centers.

Program:

Since the Girl Scout program is flexible and is designed to meet the needs of girls in all parts of the country, the program can be readily adapted to make the best use of the resources which the individual centers offer. The regular Girl Scout policies outlined in "The Leader's Digest of

Girl Scout Policies and Procedures"(*) should be followed in planning and carrying out the Girl Scout program in the troops. There are special publications for leaders of Brownie, Intermediate, and Senior troops, which give detailed information on all phases of the program. These may be purchased from the Girl Scout National Equipment Service.

The centers should provide meeting places for Girl Scout troops in club buildings, recreation halls, and other suitable places for outdoor activities.

Leadership:

The Girl Scout leaders must be young women over twenty-one years of age (or assistant leaders over eighteen years of age) who have an interest in and an ability to lead young people according to the basic principles of Girl Scouting. Leaders may receive training by taking the Correspondence Course for Girl Scout Leaders from National Headquarters, 155 East 44th Street, or may request National Staff members to give training within the centers. Since trained leadership is important, every effort will be made to provide training either within the centers or by having the leaders take advantage of training schools that may be conducted within a reasonable distance from the center.

Registration and Transfers:

Girls, leaders, and committee members of the Girl Scout troops in the centers register as regular members of the organization upon payment of the national membership dues of 50 cents each. Official membership certificates will be mailed to the girls and leaders after the troop registration has been completed at National Headquarters. These cards signify membership in the Girl Scout organization for one year, and girls leaving the centers for new homes may be present these cards as evidence of membership. Leaders of troops may also issue regular transfer cards to girls before leaving the centers, so that they may present the cards to local councils upon resettlement in a local community.

s/ John H. Provinse
Acting Director
War Relocation Authority

s/ Constance Rittenhouse
National Director
Girl Scouts

January 20, 1944
Date

January 26, 1944
Date

(*) Sent free to all registered Girl Scout leaders

*Pammy
Barker
Jara*

File ✓

