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OUTLINE OF FUNCTIONS  
ADMINISTRATIVE BRANCH  
COLORADO RIVER WAR RELOCATION PROJECT  
POSTON, ARIZONA

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by

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Chief Administrative Officer



I would like first to explain as best I can, the purpose of this meeting. This meeting is one of a series of meetings which the administrative branch of the Colorado River War Relocation Project plans to hold, primarily for the purpose of discussing the functions of the various divisions of that branch; the sections within those divisions of the branch; how the work of those various sections relates to each other; and how the work of the divisions of the administrative branch relates to the work and function of all of the divisions of the project, no matter what branch those divisions may be under. In these discussions we hope to be able to bring to light various problems that we have to deal with within those sections and how those problems can be worked out to our mutual advantage.

I think we often find that when we come right down to an investigation of the basic error that our problems are mutual insofar as the various divisions of the project are concerned.

I have requested at this particular meeting that the heads of the various divisions of the other branches of the project organization and the other branch chiefs, as well as the assistants to the Director, be present with the thought that perhaps what we have to say in discussing problems of the administrative branch will be of some assistance to them in prosecuting their program. After all, their program is our program. There is one over-all program for the project made up of individual programs by branches and then by divisions, every one fitting into its own niche and making the over-all project picture.



The administrative branch of any office includes within that branch divisions and sections designed to facilitate the successful and efficient prosecution of the project program - to assist the Project Director in carrying to completion efficiently, economically, and successfully the program which has been assigned to him to complete, so that we are in the main primarily looking upon as a facilitating agency, a facilitating branch; and each division within that branch is looked upon as a facilitating division to help someone else do their work more efficiently. I think when we stop to realize that as our primary function and the reason for it we will then begin to realize the importance of our work and the importance of working out our individual problems with each other and in collaboration with the heads of all of the divisions all up and down the line.

I thought it would be well at the first of this series of meetings, which we plan to hold twice weekly, to briefly review the work of the divisions of the branch. I made a few notes on what I would like to point out in order to present, as near as I can, an over-all picture of the office. I began to see that if I were to go into any detail at all by divisions that we would use up our allotted time this evening very quickly. I don't expect to go into much detail as far as the various divisions are concerned, but I would like to present as near as I can, an over-all picture for the benefit tonight primarily, of the other division heads, branch chiefs, the Japanese personnel of our branch, and all of the others, primarily, as I said first, to present a total over-all picture.



Our ultimate goal in holding these meetings will be the writing of procedures to be observed by the various sections of our divisions, a portion of which must of necessity be observed by all divisions of the project due to the fact that, as I said before, our branch facilitates their work. That is true to such an extent that a great deal of the work that is done in the other branches and in the divisions of those branches must flow through all of the divisions of our branch. When these procedures are finally written, they will be published, not only for the immediate use of the sections of the divisions of our branch, but for all of us to use who have to conform to those requirements.

I am sure you will agree that we have a unique situation insofar as organization of an office is concerned. We have here in this office representatives of the Indian Service from all parts of the country who have been called together to help make this project a success. These people have been selected from their qualifications. Their personnel files were consulted to see what positions they could best fill, and in keeping with the policy of the Office to furnish us the best personnel available, every effort was made to see that those people were assigned here who were thought to be most capable of rendering a high standard of service. People from outside the Indian Service known and recognized for their outstanding success in various lines of endeavor have also been recruited to come to this location and assist in this important work.

In order to win a game in any line of sport, for instance, quite a period of practicing is requisite. A team gets together and practices over and over what they expect to do in order to be successful in playing



against an opponent. Ordinarily when an office is organized, a period of organization takes place. After selecting the people, they get together and discuss the problems, outline procedure, and they all know what they are supposed to do when the first work is undertaken. We have yet not had an opportunity to do this and really discuss the problems of our office. This is the first opportunity that we feel we have really had.

The Japanese people who have been selected to serve in our branch, I believe, have demonstrated their desire, their earnest desire, their sincerity in putting forth every effort to make the functioning of each section of the various divisions a success. They have been handicapped by not having had definite procedural instructions to observe. Very few - I think this statement can be safely stated - very few Japanese probably have had very much experience in Government clerical and accounting procedure, and I think it probably safe to say, especially in the Interior Department and the Office of Indian Affairs. The Office of Indian Affairs was asked to cooperate with the President in caring for the Japanese people. In doing that, they were requested to do so availing themselves of their own personnel, their own facilities, their own regulations - regulations, a good many of which have been long established, regulations, a few of which have only been recently established.

I like to consider the evolution of accounting in the Indian Service in line with progress. We don't feel that because for a few years we have followed a certain procedure that it can't be improved, and we have worked on that basis. We only recently installed in the Field Service a system of accounting prescribed by the General Accounting Office for use in



accounting for the expenditure of Government funds in our usual line of work. That same system of accounting is installed here. It was installed here when we came and that brings out a point which I think is worthy of mention. When we came here we built upon what was already a pretty solid foundation insofar as accounting and clerical work is concerned. Mr. Rupkey, the Project Engineer for the Colorado River Indian Irrigation Project, was in charge of the office, and is now taking his place as Chief of the engineering branch of the new project, which was established with the evacuation of the Japanese, these sites having been selected as being the best location. With that going organization, or upon that organization and from it, using it as a nucleus, we have built what we now see as the administrative branch of the Colorado River War Relocation Project, which is the official name of our project.

I thought it would be helpful for the people, the Caucasian employees new in Government work and the Japanese, to review, as I said before, very briefly the functions of the various divisions of our office. In coming to some conclusion as to where to start, I had decided that it was a little difficult to know just exactly where to start in describing the functions of our office. You always have to go back to the law, the legislative authority. In doing this I realized that up to the 18th day of March, 1942 no authority existed for this new project whatsoever. Ordinarily when a project is begun, or conceived of, plans are drawn up, estimates are made, justifications are prepared, you go before certain committees in Washington in the Budget Bureau. First you convince your own Budget Officer that the project has merit, and you go from there - if he agrees with you - to the Bureau of the Budget. If they decide



that the thing has merit and that Congress should be petitioned to furnish the money, you go finally to the Congressional committees of the House of Representatives and the Senate and try to get the money. In this instance, in the case of the emergency which the President declared existed, he signed an Executive Order, creating the War Relocation Authority. Since Congress hasn't had a chance to appropriate money for the operation of such an Authority but had provided the President with money with which to operate in case of an emergency, he said that his Emergency Fund, or that portion of it which was necessary to expend, could be expended to carry on operations, first in evacuating the Japanese people, moving them to what is now known as Assembly Centers, and moving these people on into permanent relocation centers, permanent to the extent of the emergency. So that in going to work on this project, we first had an allotment of funds which was brought about by transfer on the books of the Treasury of the United States to the credit of the Office of Indian Affairs from the War Relocation Authority, or their parent organization so far as funds are concerned, the Office for Emergency Management, \$100,000 for our use. No estimates had been prepared as to how much money it would take to run the project for the remainder of the Fiscal Year 1942 ending June 30. No one had conceived of the idea, therefore, had made no estimates whatsoever as to what money would be required for the ensuing fiscal year.

One of the first jobs I had to do when I came to work was to collaborate with the new Regional Director of the War Relocation Authority in preparing budget estimates designed to permit the operation of this



project from its inception to June 30, 1942. We did that by sitting down together and trying to think of all of the things we would have to operate for which money would be needed. We did that trying to visualize how many branches of the project would be required, going on down from the branches into the divisions and trying to visualize the program of each division. I think some of the people who have come to work here figure that we left out their division entirely, and I think probably that is true. We tried to visualize, for instance, the extent to which office supplies and equipment would be needed. Everybody now who sets up a new office wants at least six typewriters. We don't have enough to supply the demand. We couldn't visualize, I don't think anybody conceived of what the program would finally consist of. I know the Regional Director of the Authority asked me what we were going to do with so much building space with one administration building. We prevailed upon the Engineers to build two and now we have a third under construction and we have spread out into several other buildings, which is only said to illustrate the fact that the full program was not outlined to begin with. We are still in that status, in that process of trying to visualize what our needs are going to be for the period ahead, far enough ahead, for example, to permit of orderly, economical, and efficient procurement of supplies.

We don't make the laws which govern the expenditure of public funds, really the taxpayers' money, but we are required to conform to those requirements and it is part of our job, each member of our branch considers it a part of his job, to point out those legislative requirements which are required to meet so that everyone can conform to those requirements.



The normal process after funds have been provided for use in operating a project is for the central office, which in our case is the Office of Indian Affairs in Washington, D. C., to issue to the Field Office a notice known in our accounting procedure as an Advice of Allotment, upon receipt of which the Field Officer is in a position to record that Advice of Allotment in his allotment ledger to his credit and in turn to the credit of each of the divisions of that jurisdiction. The Bureau of the Budget has a conventional form in which it requires the submission of budget estimates and justifications, and they require that those estimates be broken down by what they call an objective classification. These objective classification numbers run from 01 to 16, with a few additional numbers for central office administrative control purposes. 01 is for personal services. 02 to 16 inclusive, with the addition of the few for central office purposes, come under the general heading of Other Obligations and include supplies and materials, rentals, communications, equipment, etc.

Ordinarily, each division would have had an opportunity to prepare estimates for each of these objective classifications from 01 to 16 and present the details, as well as the total of his requirements to operate over a designated period. Up to the present time we have had only enough money to barely get along on. What has happened to our 1943 estimates, we don't know. We do know that the Bureau of the Budget and Congress have taken some action on it but to what extent the Bureau of the Budget and Congress have actually allowed money for expenditure under each objective class for each division for the fiscal year 1943, we have not



as yet been informed. I am just pointing this out for the purpose of showing you how difficult it is, right at the present time, to be able to know definitely that we actually have money for a specific purpose. What we have done, we have set up in our allotment ledger by objective class, the money that was allotted to us in June, which we thought expired on June 30, and which we were very thankful carried over for obligation and expenditure during the current fiscal year. If it hadn't been for that action, we would really be "on the cuff." We had an allotment for the fiscal year 1942, a portion of which carried over into this year and which we are now running on at the present time.

I might mention in passing that another unique part of our work is brought about by reason of the fact that in order to procure supplies and materials with the greatest speed, which sometimes even then seems very slow, a portion of the money from the War Relocation Authority was allotted to the United States Army Officers for their use in procuring supplies for our use. A portion of the money was also allotted to the Office for Emergency Management for use in procuring supplies which we requisitioned from them. We have had, primarily, three sources of supply: 1. our local procurement office making local purchases, 2. the Quartermaster Corps, and 3. the Office for Emergency Management. I think there is a third outside agency that comes into the picture in addition to the Quartermaster Corps. I think there is another branch of the War Department that procures other than subsistence and subsistence supplies.

After having been authorized to expend a certain amount of money, authority then exists for notifying the division heads and branch chiefs that that money has been made available so that they can make arrangements to begin their work.



One of the provisions of the Manual of Administrative Accounts and Procedures, which is the title of the accounting manual under which we are working, states that it is recognized as a basic fundamental principle that the first requirement in obligating Government funds is to have a written request, signed by the person requesting that those funds be obligated. For this purpose we have designed a form known as a "Request for Purchase." On that form, we call for certain basic information, and I say basic because if we don't get information on that form to start with, we are always out trying to find someone who knows something about it. Every attempt is made by our office to get basic information on this Request for Purchase primarily that it must be known to the allotment ledger clerk in the accounting section of the Fiscal Division for recording the purchase order against this particular division's portion of the total appropriation. The reason that this basic information has to be included originally is because unless it is shown on the Purchase Request, the officer in the Procurement Division who writes the purchase order is unable to insert the information, therefore, the obligating copy of the purchase order when it gets to the allotment ledger clerk is void of the required data, and somebody has to start looking for it. If it is on there to start with, there is no more trouble. That is one instance in which can be seen, and I think very readily, the connection or the co-relation which exists between the requisitioning officer, (who is usually from a division entirely outside our office), the Procurement Division of our branch and the Fiscal Division of our branch. The basic data must be supplied in order to be able to account in the allotment ledger for the amount of money expended from your part of the appropriation



and after all, you are the person who wants that kept as near accurate as possible. If there are any mistakes made and it gets charged to the wrong account, which can be easily done if you don't give us the right information, and you ask us for something in the future and we don't have the money for it, that would be because it has been charged to the wrong account, and charged in one of two ways: either because we made the mistake and put in the wrong amount under the right heading or because you failed to give us the correct information. We have got to work together toward that end of getting the basic allotment ledger information in order to record the obligation of the fund. I would like to point out that this should be a cooperative process.

The purpose of issuing obligating documents in the first place is really twofold:

1. It constitutes a contract between the United States and the Vendor. It is really an agreement whereby the United States is furnished supplies, materials, or equipment as the case may be, for the amount of money that the Vendor agrees to charge for the service or supplies, etc.

2. The amount of money has to be reserved from your appropriation, your part of the appropriation, in order to insure payment of the bill when it comes in. If the money isn't obligated and in the meantime the money is spent for other purposes, then somebody is left holding the sack. I think you will find in dealing with members of our office that an honest attempt is made by all of us to see to it that we are not the ones to be left holding the sack. I hope in doing so that we will always make it a point to deal with everyone in a courteous manner and in a



spirit of cooperation. We intend that it be that way. We like to visualize an organization which really is a facilitating organization, one that we feel is carrying out its duties and, as I said before, one to facilitate the work of the Director and his assistants.

I would like to review just briefly the organization which we have set up for carrying on our procurement work. Since it is such a very important phase of the work to be sure that when a fund is obligated it has been legally done, we selected one of our oldest disbursing officers. One who has during his period of service had many years of procurement experience, as well as disbursing experience; and I might say, too, that ordinarily when you run across someone who has worked in an Indian Field Service office for a number of years you will find someone who has had experience in various branches of work. Mr. Palmer has had many years in procurement work, and when he prepares a contract for me to sign, I don't even have to read it. I know that it is right and has been done in accordance with all regulations that exist - and I might say that there are a number of regulations not only dealing with the laws enacted by the Congress, but various interpretations which have been prepared by the Comptroller General of the United States. There are many decisions of the Comptroller General which in many of our opinions are in direct conflict with the intent of Congress when the law was passed, and we have had to argue with him several times about it and we always lost. Whenever somebody asks me whether something can be procured, I may seem slow to reply, but it isn't because I don't want to answer the question, and you can probably see the wheels turning around very slowly inside; but



what I'm trying to do, really, is to think of as many reasons as I can, or as many ways as I can, how best that can be done and in interpreting the regulations we have made it a policy of our branch to so interpret the law as to permit certain things to be done, not to retard the prosecution of the program. That is what we are trying to do - to bend every effort to facilitate the work.

In the selection of the assistant to the Procurement Officer, we selected a man who not only has had experience with procurement work but also has had experience in accounting, in keeping the books, not only the allotment ledger, but the proprietary books of account because we figure that he would see to it that the basic information was furnished all the way up and down the line to the people who are finally going to have to account for all of the moneys expended on this project. I refer there to the Proprietary Accounting Section of our Fiscal Division, headed by Mr. Shepard, the former Chief Clerk of the Colorado River Indian Irrigation Project, who in turn was selected for service with the Indian Office on account of his knowledge, his basic knowledge, of accounting procedures. He was selected on that account so that he is in a fine position to render a very important service at this time to the Indian Office, to our Project Director, and his organization, to the Japanese people who are here on this project and who are assisting him, as well as all of us in our work.

One of the first requests I made when I was asked to come to this project was that the man who has been assigned to assist me directly, be so assigned because we worked together a number of years ago on a large project and did disbursing together.



The chiefs of the various sections have been selected for their known talents because we felt they could serve best in those positions, and what we want to do now, as I said at the beginning of this meeting, is to get together to work out by sections and by divisions the problems that are confronting each section of each division so that we can bring to light any trouble that we are having in those sections; how the problems can be best solved, and as I also mentioned, to ultimately issue, for our guidance and your guidance, procedural instructions to be followed, primarily by employees of the administrative branch, and in turn by all divisions of the project organization.

Another important section in our largest division that comes to my mind right now is the Warehousing work under the Supply and Transportation Officer. Our Supply and Transportation Officer is a man who has had a great deal of experience in that line of work, and in turn the Chief of the warehousing activities is a man who was selected due to his knowledge of warehousing practices. He was assigned by the Indian Office to study warehousing and warehousing conditions in one of our largest territories in North and South Dakota in what is known as the Sioux area, and the fine work that was done there prompted the selection of this individual to serve here on this project. In order to properly care for, I should say receive, inspect, check, store, care for, and issue property which has been ordered by the various divisions of the organization, a very efficient system of warehousing must be devised and followed.

Right now we are in the throes of organization in that section, as well as in other sections. When we first started to work here and supplies



and materials began to roll in, the Warehouseman was the Supply and Transportation Officer, the truck dispatcher, the receiving officer, the issuing officer, and a number of other officers, without assistance, of course, of the present organization. But since that time a great number of people have been added to that organization, including many qualified Japanese. We are building, I think it is safe to say, an efficient organization in that section to carry on the necessary duties. We have got to store and issue supplies not only for feeding 20,000 people, but to carry on the work of all of the branches of the organization. The Public Works activities involves the construction of irrigation facilities, including diversion works, main canals, lateral systems, power lines, the subjugation of land, and the building of highways to serve the various areas.

The Agriculture and Industries branch will soon be a large organization designed to put to best use the land prepared for cultivation by the engineering branch. The construction and operation of the factory facilities, the operation and establishment of various types of community enterprises, the community services branch including the Education Division, the Division of Health and Sanitation, recreation, law and order, fire protection - all of these divisions which in turn form a component part of the total program.

The Chief Steward is also under the immediate direction of the Supply and Transportation Officer and is a man who in turn has had a great deal of experience in feeding large numbers of people, and I think he has had a very large job assigned to him. I think we all have to cooperate with him to the fullest extent to see to it that he does his best work.

The Fiscal Division of our branch is one of the larger divisions and



embraces the work of accounting for the collection and expenditure of Government funds. All of the accounting documents that are used in accounting for the collection of funds, how those funds are collected, what procedure is observed in depositing those funds to the credit of the proper receipt account, will all be subjects for future discussion as the functions and the work of each section are taken up and those discussions will be lead by the chiefs of those various sections. We are going to try, in hearing the description of the work of each section, to work out some of the problems that are confronting the people in those various sections.

One of the most important sections of the Fiscal Division, I suppose on this project, is the disbursing section. The disbursing section is primarily engaged in what the term implies, the disbursement of funds after all of the obligation processes have been accomplished. Upon completion and execution of the contract, the order is placed, the invoice is received, the goods are received and checked in. The invoice is then passed on for payment and the receipted copies of the purchase order go to this section, where they are audited and Voucher for Purchases and Services Other Than Personal, as it is called, is prepared in the required number of copies, makes its rounds to the sections of the Fiscal Division for recording, goes back to the allotment ledger to be sure that the appropriate amount was obligated in order that there may be no unnecessary tying up of funds, which otherwise you would be able to spend and is finally certified for payment. From there, the voucher goes back to the disbursing section where it is scheduled for disbursement and forwarding to the Treasury Department's Regional Office in



Los Angeles, where the actual writing of the check takes place.

In 1935 the Treasury Department took over the disbursement of public funds from most all of the agencies of the Government. Up to 1935 all of the Indian Service Officers disbursed their own funds, regular funds, and by regular funds we mean funds appropriated from public moneys. The Indian Office still has in its Field Offices disbursing agents or officers who disburse from funds belonging to individual Indians and tribes of Indians, but in the main the disbursing activities in general were taken over by the Treasury Department in 1935. Consequently, we schedule all of our vouchers, including payroll vouchers, for payment to the Regional Disbursing Officer in Los Angeles, which is within our region - we are within his region, I should say.

On this particular project at this time we are working under regulations promulgated by the War Relocation Authority which calls for the disbursement of moneys to Japanese employees in cash. We have disbursed in cash before since the taking over of the disbursing activities by the Treasury Department through the designation of an Agent Cashier operating under the direction and representing the Regional Disbursing Office of the Treasury Department, but this is the first time that we have undertaken cash disbursement of this amount, amounts of money that will be involved in meeting payrolls for amounts due the Japanese. Before an Agent Cashier can be designated, a responsible employee of the Government must be selected and required to furnish bond, in this case in the amount necessary to permit an advance of funds for his use large enough to meet current requirements. We were instructed in this case to select a



responsible employee designate him as Agent Cashier and require him to file a bond in the amount of \$15,000. We thought we should make it \$25,000 in order to take care of our large payroll.

A number of regulations issued by the War Relocation Authority have been issued based on the operation of a relocation project of approximately 10,000 inhabitants. We will have to make just a few additional arrangements in working out problems confronting the establishment and operation of a project twice that size. Based on our estimates of what the payroll would be for the months of May and June, we required our Disbursing Officer to file a bond of \$25,000 to permit the disbursement in cash of funds due the enlistees. There again we are still working under regulations and policies which have, I might say, tentatively been decided upon by the War Relocation Authority under whose general direction we are working, in collaboration with and under the immediate direction of the Office of Indian Affairs. We have a feeling that in working out some of these problems, which we have had to do to meet current conditions, we will still have an opportunity to work out to a larger degree of efficiency, various procedures based on slightly different policies than exist at the present time. I think some of those changes in policy which may seem minor will have a decided effect upon the manner in which we will be able to perform various functions in our sections and divisions.

Those of you who have been working in the Timekeeping section will recall most vividly that we received instructions recently from the War Relocation Authority to install a timekeeping system. We had a timekeeping system, but no doubt there is room for improvement in our own



system, and following our long-established policy of making improvements as we go along and recognizing those improvements, we tried out the system prescribed by the War Relocation Authority. We installed their timekeeping system for a few days. We got all tangled up with it, and I think we are still trying to get untangled. We will probably, as I said, have plenty of opportunity to improve our own system, but at least it works a little better than the one they prescribed. Our idea in trying out that system was, as I said, to be sure we hadn't overlooked anything, and had given the thing a fair trial so that when those people come along and want to know how that system operated, we will be able to give them the advantage of our experience in attempting to adopt those procedures.

The timekeeping unit of the proprietary section is a very important one inasmuch as the basic labor report and time record for several thousand people have to be maintained. It has to be maintained in a manner to show how many hours the enlistee works, what he did - and what he did because we have to have that information in compiling cost data of the operation of the project program and how much has accrued to his credit during his tour of duty that month. I am frank to admit we will have a little trouble keeping track of so many people. We need a better system of controlling that. We are working on it. We welcome your assistance, your suggestions, and I would like to point out that when suggestions are made by the Japanese people, they are welcome and they will be given due consideration. I find that a good many suggestions made by the Japanese are very valuable. In many instances certain of those procedures visualized and suggested by the Japanese could not be carried out



on account of some legislative or Comptroller General ruling or regulation, but nevertheless they are valuable and ideas expressed are a wonderful assistance in carrying on the work and making real progress. We like to feel that the Japanese people are working with us in doing this job. As a matter of fact, we were very anxious to have them. We were happy when they arrived because without them we couldn't be doing the work we are doing. We wouldn't have had the people to do it and where we had three Caucasian employees in the Procurement Division, for example, at the start with such stenographic and clerical assistance as we could get together at the time, we now have, as I recall, approximately 15 Japanese people.

The Personnel Division of the administrative branch so far has primarily met the needs of this project in the selection and employment of Caucasian personnel. All of the transfers that have been effected from other points have been initiated and consummated in the Personnel Division. All of the basic personnel records are maintained in this division to show the past record of employees and his current record. The responsibility for the proper employment of Caucasian personnel falls upon the Chief of the Personnel Division, and I say proper employment, or when I say proper employment, I mean that there again in employing personnel we must meet basic legislative requirements, following our classification laws, regulations, be sure not to employ someone who can't legally be employed; be sure that when a person is employed that the accounting section is notified so that proper funds can be set up for meeting his salary and not for him to come to you at the end of the



payroll period and ask you for his check and have forgotten to obligate it; and the personnel record of that employee must be maintained correctly in this division. In this division also falls the preparation for payment of both Caucasian and Japanese payrolls. Payrolls are typed in the Personnel Division after they have received in that division all of the time sheets compiled during the months maintained and balanced by the proprietary section of the Fiscal Division. In the Personnel Division the time sheets are checked, the payroll is written and rechecked for the purpose of seeing to it that the proper position numbers, names, titles, salary rates, and deductions as furnished by the accounting section are properly inserted. The personnel officer, therefore, is looked upon as being responsible for the proper employment of all Caucasian personnel and keeping the Chief of the administrative branch out of trouble on that score, informing the heads of other divisions and the chiefs of the other branches on all personnel matters, keeping them informed of current changes in regulations which might be brought about through the enactment of new legislation, the issuance of a new Executive Order, or the promulgation of new instructions by the Secretary of the Interior or the Office of Indian Affairs, and not to overlook the many rules and regulations issued by the Civil Service Commission. All of our appointments filled by Caucasian personnel are made under the rules and regulations issued by the Civil Service Commission. The classification act is followed insofar as allocation of positions are concerned and must pass muster in both the Indian Office and the classification division of the Office of the Secretary of Interior so that the writing



of job sheets, or job analyses, falls primarily on the Personnel Officer in that he must guide the person writing the job analyses. Not everybody can write a description of duties that portray what actually has to be performed by the employee in question.

The Mails, Files, and Communications Division of the branch is one of the most important divisions we have. It is designed to facilitate the work of all divisions of all of the branches of the organization, and in doing that care must be taken to see that all of the file numbers that anybody thinks he will have to have must be set up primarily to assist the Chief of that division in locating at any time and at a moment's notice any letter that anyone wants to see. One of the supervisors of this District at one time visited my office and in the course of conversation asked if I had a good filing system. I said, "Yes, I've got a good filing system." He said, "Can you find a letter any time you want it?" I said, "Yes." "How do you do it?" "Well," I said, "I just keep everything on my desk and anytime I want anything, I just go down deep enough until I find it." That didn't conform to his idea of a good filing system and it doesn't conform with mine. The idea is now to find a good filing system and I don't know of any other subject around which so much controversy can arise.

We had two choices here in developing a filing system, and the system for recording the receipt of mail received on the project. There is a phase of each of two systems that was practically identical that made me believe that there must be some good in it and that we would be safe in adopting. This system deals with the registration of all - or almost all - mail received on the project, the preparation of what is known as a brief



card, and the routing of that brief card to the persons interested, so that we will have, when our Mails and Files Division is finally set up, a system for briefing all mail received and charging that mail to the individuals of the various divisions. The system includes a way of keeping track of where the letter is until it is finally placed in its basic file. At the present time, a complete cross reference is made on the retained copy of the brief card, the letter and any other information which might lead to the location of that letter. If you know the registration number of the letter, you can usually find where that letter is, get out the file and you have the case history.

The other phase of the procedure deals with the selection of a series of numbers for use in registering mail for filing by subject matter. We had in that case a choice between the Interior Department filing system used by Indian Field Service offices or the system issued by and worked out by the War Relocation Authority. We found on studying the numbering system, the numbers assigned to the various subjects, that numbers and the titles used by the War Relocation Authority were more appropriate for our use in our files here than were the numbers which had been in use in the Indian Service for a number of years, and quite understandable since the nature of the work is so different. We must not overlook the fact, however, that we had already in existence at this project, a filing system in which was filed all of the data which had accrued since the inception of the Colorado River Indian Irrigation Project. There again we must not overlook the fact that at the time we came to Poston we already had in existence allotment ledgers, proprietary books of account, and subsidiary records which had been maintained over a period



of years in the project office, and which we are now required to maintain as we go along, because, in addition to the establishment and maintenance and operation of the Colorado River War Relocation Project as it deals with the Japanese people, we are also operating and maintaining a large irrigation project for which Congress appropriates separate appropriations and makes separate rules and regulations. As a part of that irrigation project, we have also the operation and maintenance of the complete power system, the accounting system for which is prescribed by the Federal Power Commission, and it is part of our job to maintain those records in such a way that we can tell at any time what it costs to operate and maintain the whole or part of the irrigation system, the power system, the cost of the new facilities and the extension of the old facilities which existed to serve this new area.

I would like to say in passing that that is one of the reasons why it is so important to get proper information, cost information, obligation information, at the time the requisitioning officer comes in for supplies and materials. That is where we would like to get the basic data. We may have to ask you to help us after that in assigning costs of operation to proper accounts, but if you will cooperate with us to the extent of furnishing it in the first instance, in most cases that will satisfy our requirements.

One other thing I would like to touch upon before I adjourn the meeting is the work of the Property Custodian. We haven't known definitely since we came here how many people we would be accountable to for all of the property that was gradually appearing on this project. We have property here from every source known, I think, and we have got a



couple of employees out now to see how many more agencies they can get property from, and when all of that property is in it has to be marked for identification in the future. The accountable officer has to be in a position to call upon all of the people on the project to account to him for property because he is bonded for it, and he will in turn require certain individuals who are in charge of the property to be bonded to him in conformity with long-established regulations. It behooves all of us who have anything to do with caring for Government property and this includes, of course, the Japanese people, to see to it that the person who has charge of this property is made to account for it physically and efficiently because if it isn't done, he is financially responsible for it; and regulations under which we are operating provide that if proper care is not taken of the property which is purchased from your money and my money, public funds, then the value must be refunded. It is in our plan, therefore, to get signatures for all of the property that is on the project. We will have signatures of the Japanese who are responsible for their part of the items. All items have to be taken into consideration. For example, an item which has to be accounted for the same as a dragline, is an electric light globe and instructions have been issued not to issue any light globes unless old ones are returned for replacement. We must always know what happened to our property and who was responsible for its loss or destruction and that is what we must be able to do.

I think, sofar as I can tell, that this reviews briefly the functions of the administrative branch. I say briefly because you don't get in an evening a discussion of half of the things that happen to even the Purchase



Request. These are topics that will have to be taken up in successive meetings, and to what extent we can hold a large meeting and open that meeting for discussion, will have to be worked out. I don't know how large an audience we can handle. About the largest we have been able to handle is approximately 75 and then there is sometimes a question as to how much of the material being discussed dealing with a particular section actually gets over to the other section; but it is going to be our attempt to discuss as much as possible at these meetings for the benefit of the other sections because there again in conformity with the long-established policy - to see to it that the employee of one section is familiar with the work going on in the section next to him, or down the hall from him, because we like to be able to build up an organization, the employees of which are capable of serving in any capacity. That is, any individual should be able to take his place in any part of the work. That can't always be worked out, but that should be the aim.

I had a little talk with myself before I started this session and I agreed that I wouldn't keep you longer than 10 o'clock. That leaves ten minutes now, according to my watch, for questions and if anyone has any question he would like to ask about succeeding meetings, any suggestions he would like to make about them, I would be glad at this time to hear those - and they should come from anyone here, whether he is in our office or in other divisions of the office.



QUESTIONS FROM THE FLOOR

MR. GELVIN: When will our next meeting be held?

MR. EMPIE: I had thought of taking up the work of the various sections and to do that every other night. I would like to be able, if we could, to take up this work in the day time. I am open to opposition on that and I don't like to take the time to do it. We have people working in certain sections that can't get in during the day because they have jobs to do on the outside, but I would like to have meetings twice a week at which would be taken up the functions of the various sections as we come to them.

MR. RUPKEY: At these meetings will there be an opportunity to hear more about the details of the work performed by the various divisions and sections?

MR. EMPIE: It is our aim at these meetings to take up the functions of all sections and give everyone an opportunity to ask questions and from the suggestions decide as to how those procedures can best be improved to meet our current working conditions.