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No report on the personnel program and organization of the WRA is possible without some explanation of the division of authority and responsibility under which the program was launched. At the time, April 1942, the Civil Service Commission had assumed almost complete responsibility for recruitment for the Federal War Agencies and departments. General personnel services were to be furnished the war agencies by the Office for Emergency Management but there was no clear-cut definition of the extent of OEM responsibility and authority. Actual working relationships were left to individual negotiation and program developments as they occurred.

That the War Relocation Authority should assume primary responsibility for the major phases of its personnel management program soon became apparent when staffing of the first relocation centers began in the San Francisco Regional Office. Local offices of both the Civil Service Commission and the Office for Emergency Management were carrying work loads which made impossible any real concentration of personnel or individual effort on the staffing of the Authority. The remoteness of the personnel of these agencies from the immediate operating problems and policy developments confined their work largely to the referral of persons who had expressed interest in the program and persons who seemed peculiarly fitted by background and training.

The problems of initial organization structure, establishment and allocation of jobs, and writing of job descriptions was met by the borrowing of classification technicians from the Office for Emergency Management. But since it was planned to integrate position classification with planning and budgetary controls to the greatest possible degree, the need for technicians subject to the control and responsible solely to the Director was apparent. As a consequence small regional personnel offices were first established at Denver and San Francisco and soon afterward a central one in the Washington office. The establishment of these offices was greatly facilitated by the Office for Emergency Management and while the assistance of that agency in furnishing some auxiliary services for Washington employees as health and welfare, employee relations and recreation programs was important its ability to supply on short notice trained and experienced personnel technicians was of inestimable value to the progress of the Authority's personnel program.

Recruitment of personnel for the relocation centers presented difficulties peculiar to the Authority. The sites were remote from large centers of population and the community and social life of appointed personnel was confined to the center itself. Adequate and comfortable living conditions were not immediately available and weather and climate were often rigorous. The Authority was among the last of the war agencies to be activated and many able

public administrators and technicians had committed themselves to other war activities.

In some localities large sections of the public were hostile to the program and some qualified professional people hesitated to become identified with it. Some of the center activities required personnel of which there was an acute shortage throughout the country, e. g. Welfare and Health Sections; others, such as the secondary school program were those for which there was little Federal precedent for large scale, rapid recruitment. And finally, the attitudes and emotional stability of candidates was a selection factor. Persons bearing a marked hostility to the program or to the evacuated people could not be used and it was soon found that a mawkish sympathy for the evacuees was equally objectionable.

While recruitment for the relocation centers was largely decentralized, two segments of the program were found to require special treatment. The severe shortage of medical personnel and secondary school teachers made necessary country-wide recruitment and direct assignment from the Washington office and while occasionally maladjustments of persons so assigned occurred, the program was generally successful.

It should be mentioned that during the first year and a half of the Authority's work, responsibility for matters pertaining to appointed personnel was vested in the Personnel Management Section of the Administrative Management Division while the program of evacuee employment at the centers was the concern solely of the Employment Division. While this division of authority was logical in many ways by the nature of the terms and conditions of employment of the two groups, some coordination of over all agency personnel work was needed. Both groups were parts of the same labor force with the same work objectives and in the field of training particularly an integrated attack on the problem was indicated.

In Washington, the greatest recruiting difficulties were encountered in trying to fill low grade clerical typist and stenographic positions. We were competing with the other war agencies which were all in desperate need of personnel for these types of positions and some of them sent recruiters throughout the country to induce people to come to Washington. The Authority's problem was probably not as serious as in other agencies since it was a small agency and our strict adherence to the policy of no discrimination in employment because of race or color enabled us to maintain an adequate staff at almost all times.

### 1. Organization of the Personnel Management Section

It was not until the fall of 1943 that the Personnel Management Section was organized and staffed in such a way as to provide a complete and well-rounded personnel program for both the departmental and field offices.

As a result of the reorganization of the Authority in December 1942 and the abolishment of the personnel functions formerly handled in the Regional offices, the work load in Washington increased materially. In an effort to expedite personnel functions, there was established in the Washington office a branch office of the GAS. In April 1943 a number of the personnel assigned to this branch office were transferred to the Authority to form the nucleus of the Personnel Management Section. During the summer all key positions were filled and work started on the formation and development of a sound personnel program.

In order to obtain integration of personnel functions relating to both evacuee and appointed employment and to provide a sound personnel management program for evacuee and appointed personnel, the Project Employment Section of the Employment Division was established organizationally under the Personnel Management Section August 1, 1943. The same realignment of functions was worked out also at the center level. The Employment Division, then stripped of its project employment functions, became the Relocation Division and could devote its full time to the relocation program. Prior to this time the center Personnel Section had had one appointed staff member resulting in the center personnel program being limited to a routine transactions job. The new organization provided an appointed staff of four or five persons, a sufficient number to provide a complete personnel and employee services program for appointed as well as evacuee personnel. (See Chart dated November 1, 1943)

In general the organization at both the Washington and center levels remained stable once it was established. Variations occurred at Tule Lake where after segregation clerical positions were filled by appointed personnel rather than by evacuees as was the case at all other centers. It was felt that because of the peculiar nature of the center and the confidential nature of the work, it would not be advisable to employ evacuees in Personnel Section in even the most routine jobs.

As the project employment functions became more integrated with appointed personnel functions in the Washington office, the

Project Employment Unit was abolished and its functions were assumed by staff members performing comparable functions relating to appointed employment. For instance, personnel procedures for evacuee employment were prepared by the Personnel Procedures Officer, control of job ceilings and preparation of job descriptions for evacuee positions were performed in the Classification Unit, (See Chart dated November 25, 1944).

#### Organizational Problems

After operating for nearly eight months with three levels of administration (in Washington, at the regional offices, and at the relocation centers) the WRA on December 15, 1942, cut its organization back along simpler lines to two administrative levels. The three regional offices previously established in San Francisco, Denver, and Little Rock were abolished and new offices under the supervision of Field Assistant Directors were simultaneously set up in the same cities. The main difference was that each of the Field Assistant Directors had only a skeleton staff and served as a personal representative of the Director stationed in the field rather than as an administrator responsible for general supervision of a group of relocation centers. In short the reorganization provided, for the first time, a direct line of administrative authority from national headquarters in Washington to the relocation centers.

Of the three regional offices, the one in San Francisco was most extensively affected. The offices in Denver and Little Rock had been established later and had only limited staffs at the time of reorganization. The San Francisco office, however, had been functioning since the very earliest days of the program, had supervised the work at six of the ten centers, and in October 1942 had a staff nearly three times as large as the Washington office. During the period of evacuation and movement into relocation centers, when the WRA was working extremely closely with the WDC and the WCCA, the maintenance of a rather extensive staff in San Francisco was virtually indispensable to effective operations. Later, as the evacuation population and the program emphasis shifted geographically eastward this need gradually diminished.

The San Francisco office was probably subjected to more organizational changes and reorganization than any other one organizational unit in WRA. In the spring of 1945 all administrative service functions were brought into the Washington office. With the lifting of the exclusion orders it again assumed a new organization.

The evacuee property function was made a part of the new Relocation area offices in Los Angeles, San Francisco and Seattle. A small staff specialists remained in the office of the Field Assistant Director. The organization of the three relocation offices on the West Coast was one of the biggest problems of the Personnel Management Section during the fall of 1945. The organization finally established was similar to that of the other relocation field offices only on a larger scale and with the evacuee property personnel forming a larger part of the organization.

With the establishment of the Emergency Refugee Shelter in the summer of 1945 there arrived the need for developing an organizational plan for its operations. The first problem encountered in this respect was the inability to determine what positions that were needed could be filled by the residents of the shelter themselves until the arrival of the refugees so that a survey could be made. In the first place it was known that because of the hardships they had suggested many of the residents would be unable to work for some time. Nor was it known what skills that the refugee group had could be utilized. It was also found that jobs similar to one filled by the evacuees at the centers could not be filled by the refugees because of the language problems. Consequently jobs for typists and stenographers had to be filled by appointed personnel rather than by the refugees. A number of the trades positions such as electricians, truck drivers and the like had to be filled by appointed personnel since the refugees were not familiar with the equipment used.

When the organization chart was first prepared for the shelter it was intended that during the first 3 to 6 months' refugees would be trained to work as truck drivers, plumbers, electricians etc., and that at the end of that time the appointed personnel would be terminated and refugee personnel would assume those jobs. Such a thing never happened.

The organization established for the Shelter was similar to that used at the relocation centers although smaller in scale. (See Chart dated 10-25-44). The three major division breakdowns were the same although the positions fitted into that framework were quite different.

Difference in procedures and operating relationships with centers,  
field offices and Oswego

Due to the difference in the organization of the centers, field offices and the Emergency Refugee Shelter, the personnel procedures varied. With only a few exceptions the Personnel Management Sections at the Relocation Center operated without any control from the Washington office. Personnel actions were initiated and completed at the center in most cases without prior review of the Washington office. This authority was not extended to the field offices and Oswego however. For a time the Field Assistant Directors Office in San Francisco had the same authority. This ended, however, when all administrative service functions were transferred to Washington in July 1945.

Operating relationships with the Relocation Field Offices were complicated by the fact that the Personnel Management Section and the field offices were not in direct contact. All mail and personnel actions were routed first to the Relocation Division in Washington before being routed to the Personnel Management Section for action. This caused unnecessary delay in acting upon requests and in approving personnel actions.

Even though prior approval of the Washington office was required for all personnel actions being effected at the Refugee Shelter, the Shelter never did grow out of the practice established during its initial days of operation. In spite of all effort to bring the Shelter into line with established procedures, the majority of personnel actions were effected prior to submission of personnel actions to the Washington office for approval. In actual practice this did not interfere too greatly or cause too much confusion since most of the personnel actions involved were for clerical or trades personnel where Washington approval of the qualifications was not too important.

Relationship in WRA between the Personnel staff and Division and Section heads were always unusually good. Operating officials recognized the personnel program as an essential function in getting their jobs done well and their assistance and cooperation was always available to the personnel office. Members of the personnel staff and operating officials exchanged visits to each others offices to discuss recruiting needs, existing or anticipated personnel programs, classification of jobs, problems of individual employees, and qualification of employees and applicants. This constant exchange of information helped to keep the personnel staff currently informed on program developments and to thereby better serve the operating program.

The Placement Office maintained an "open-door policy" at all times and employees did feel free to call or come into the Placement Office to discuss questions of working conditions, placement opportunities, transfers, supervision, civil service status, etc. The relatively small size of the Washington staff (never exceeding 300 people) made it additionally easy for the personnel staff to know all the supervisors and most of the employees. Thus, personnel problems were usually resolved with a minimum of difficulty through informal conference and discussion.

The relations between the Personnel staff and the WRA local CIO Union were very good. The Personnel Officer and members of his staff met with the Union on a number of occasions to discuss personnel policies and problems involving specific individuals. For example, the promotion from-within policy was discussed with representatives of the Union prior to issuance. Points of difference were usually worked out to the mutual satisfaction of all parties concerned. Free discussion of opinions, ideas and attitudes and exchanges of information for both Union and non-union members (the latter group comprising most of the WRA employees) helped to maintain confidence in the Personnel Office with the resulting good working relationships.

Effects of the Transfer of the WRA to the Department of the Interior on the Personnel Management Section

The transfer of the WRA to the Department of the Interior effected little change upon the operations and program of the Personnel Management Section. In the authority that was delegated by the Secretary of the Interior on February 16, 1944, to the Director of the WRA, the Personnel Office was permitted to continue generally as it had in the past.

Only five limitations were made upon the authority of the Personnel Management Section. They were as follows:

1. Transfers of official station and the shipment, at government expense of household goods incident to such transfers had to be approved in advance by the Secretary of the Interior. (This limitation was removed shortly)
2. Personnel actions, including the classification of vacancies, involving positions in Grades CAF-12 and P-5 and above and all positions not subject to Civil Service Laws were submitted to the Secretary for prior approval.
3. Requests for draft deferment were submitted for review by the Committee on Deferment of Government Employees of the Department.
4. Wage rate schedules for hourly rate employees were submitted for approval by the Secretary.
5. Personnel reports to the Bureau of the Budget, the Civil Service Commission and other agencies outside the Department had to be submitted by the WRA to the Office of the Secretary for inclusion in Departmental reports.

There were certain disadvantages to the limitations. The major disadvantage was the loss of time in processing personnel actions at grades CAF-12, P-5 and above. There was very often a delay of several days in securing Secretarial approval.

As far as the classification of positions at grades CAF-12 P-5 and above was concerned, the fact that those jobs required the approval of the central personnel office worked to the advantage of the Authority. Job descriptions that had been approved by the main classification office were subject to very little question by the Civil Service Commission.

It was decidedly to the advantage of the Authority to have wage rate schedules for hourly rate employees reviewed and approved by the Secretary's office. No one in WRA was familiar with the procedures of obtaining clearance for such positions and the Department had qualified persons to handle such matters.

#### TURNOVER

There are no turnover statistics available on WRA employees, but a review of personnel actions indicates that turnover was not usually high prior to June 1945 at which time the closing of the centers was under way. The majority of center personnel stayed on the job as long as they could for various reasons which included the low cost of camp living, many of the employees, especially, the teachers and nurses, were making better salaries than in former years, and many employees were intensely interested in their jobs and in the welfare of the Japanese-American residents and were anxious to see the program to the finish. Also, the Authority had issued a statement in the spring of 1945 to the effect that every effort would be made to place its employees in other federal agencies when the WRA program closed. During more than four years of operation approximately 10,425 persons have been employed. This figure includes regular employees as well as temporary, consultants, WAE, etc.

#### COMMENTS AND RECOMMENDATIONS

The WRA was particularly characterized by the enthusiasm and loyalty of its employees for the program. This esprit de corps emanated from the Director's office and the Personnel Management Section tried to convey to all employees of the Authority the same sense of participation in an important that it received from above. "Keep the employees informed about what's going on in the program" is rule No. 1. This is particularly important in an effective personnel program. The Director's informal staff meetings are an excellent example of the type of leadership that kept moral high most of the time. Division and Section meetings should have been encouraged by the Personnel Management Section more than they were.

Employees should have access to and be encouraged to read written personnel policies and procedures and should be helped to understand the whys and wherefores of personnel actions.

## EVACUEE EMPLOYMENT

Once the members of an evacuee contingent were assigned to living quarters and reasonably well settled at a center, the next step was to register them for employment. All evacuees over 15 years of age who wanted to work were registered and given an occupational classification. At the same time the placement office was constantly receiving requests for workers for work in mess halls, construction, internal security and the like. Every effort was made to assign each evacuee to do a job for which he was fitted by previous experience, training and special aptitudes.

September 1, 1942 a policy for evacuee employment was announced.

1. All evacuees residing at the centers were to receive food, shelter, medical care and education for their children without charge.
2. Salary rates were established; Apprentice workers and those needing close and constant supervision received \$12, the majority received \$16 and professional and highly skilled workers and those carrying supervisory responsibilities or engaged in unusually difficult and essential jobs received \$19 per month.

As each evacuee applied for work and was assigned to a specific job at the center he automatically became a member of the WRA Work Corps. All members of the corps were to be rated periodically on the quality of their work and those who carried out their duties with special diligence, efficiency or skill were to receive merit designations.

Early in 1943 it became evident that it was necessary to make drastic changes in the evacuee employment policy. In the early stages the policy had been one of "made work" in order to keep as many evacuees as possible occupied. However, it was discovered shortly that poor work habits were developing and that a low degree of efficiency was being obtained. Consequently a survey was made in the spring and summer of 1943 to determine the actual numbers of persons required to efficiently man the centers. This was also true for appointed employment.

The first step was to analyze labor needs; the second step was to limit the number of jobs on each project; and the third step was to place the classification and description of jobs on a uniform basis for all projects and establish the numbers of persons to be employed at each type of work.

Projects were given the opportunity to consider the changes made in evacuee employment and to make suggestions and comments.

About July 1, 1943, ceilings were announced for evacuee employment. These ceilings meant that each center would be required to reduce evacuee employment considerably within a three month period. At first employment ceilings were established on a job by job basis. It soon became evident, however, that this method was not practicable since we in the Washington office could not be very familiar with the employment problems felt by each center. Eventually evacuee employment ceilings were established on an overall basis. Each center was given authority to employ as many persons as it felt necessary in any given position so long as the following limitations were met:

1. No more than 15 per cent of the total number of evacuees employed were to be employed at the \$19 rate. This percentage was later raised to 20 per cent as the liquidation program of the WRA went into effect.

2. Individual ceilings were to be maintained in mess hall employment based upon a set ratio of employees needed to feed an established number of persons in each mess hall.

3. Individual ceilings were to be maintained for construction work based upon the amount of money allowed for personal services on individual construction programs.

4. All persons were to be employed in given titles approved by the Washington office.

On the whole this system was much more effective than the previous system of attempting to define the actual number of positions of any given job title that could be filled.

In order to determine from the Washington office what the needs of the centers were certain advisory standards of employment were established such as the numbers of janitors per block, the number of cooks per mess hall, the number of pupils per teachers, etc. These were made known to the projects and were used as yardsticks for evaluating quarter requests for allotment.

On June 29, 1944, the Director sent a letter to all centers except Tule Lake calling for the formation of a committee at each center composed of appointed and evacuee members to study and plan a solution to the labor shortage problem. The Director asked that consideration be given to utilization and performance of employees since the gross number of workers alone could not solve the problems of providing services to the community. Manpower Commissions were formed at the majority of the centers for this purpose. Various solutions were presented to solve the problem partially. Some were as follows:

Quotas were established for the numbers of persons working in mess halls. The number of workers decreased as the persons being served in a mess hall decreased.

Canteens supported by the Business Enterprises Section were closed as the population decreased thus releasing personnel for essential project employment.

Young persons were moved out of the mess halls and placed in other essential employment leaving older persons who could perform that type of work but who were not capable of performing heavier work.

Warehouses were closed except for two or three hours each day.

At almost all centers evacuee employment ceased approximately 30 days before center closure with the exception of mess hall employment. For many months prior to that the labor situation was very serious. Many clerical workers had to be

replaced by appointed personnel. It was not at all unusual to see evacuee messengers who were certainly not more than 10 or 12 years old. Most of the clerical help during those months were high school boys and girls working part time or else young people just barely out of school.

Probably one of the most important phases of evacuee employment was the training in office and other types of work which many evacuees received. Although center employment did not tend to develop good working habits, this lack did not seem to carry over into the jobs such persons held upon relocation.

Despite the deficiencies of the relocation center pattern of resident employment, the policy established for the Emergency Refugee Shelter in the fall of 1944 was virtually the same. Many variations were considered but on the whole the pattern of evacuee employment, with only a single wage rate however, seemed to offer least problems.

Routine tasks such as mess hall duty, cleaning of barracks, hauling of coal and ashes, and disposal of garbage became first class problems because of the limited number of residents willing and able to do manual work. The refugees were largely white collar and professional classes; a few had had considerable wealth before the war. Sometimes the reason for refusing physical labor was actual inability to perform; often it was due to class consciousness;- white collar complexes.

At the inception of the Refugee Shelter program it was anticipated that many refugees could be trained to perform many of the routine duties incident to the operation of the camp. However, because of language difficulties, physical inability and lack of knowledge of American systems this did not prove possible. Another factor involved was probably the fact that private organizations often paid salaries of persons engaged in recreational and cultural activities which were activities that the Authority did not feel should be compensated for, thus occupying the time and energies of persons who otherwise would have been available for camp employment.

#### EVALUATION OF THE ACCOMPLISHMENTS OF THE PERSONNEL MANAGEMENT PROGRAM

1. Establishment of a sound promotional policy.
2. Establishment of a sound standard pattern of organization for the operation of all centers.
3. Development of sound personnel procedures.
4. Establishment of an induction, orientation and in-service training program.
5. Establishment of an employee relations and employee welfare program.

In order to evaluate the accomplishments of the Personnel Management program it might be well to review the aims and objectives of the program as they were defined in the fall of 1943 when the reorganization of the Personnel Management Section took place.

6. Establishment of training programs in organization, management, utilization of staff, work planning and supervision in relation to the operations of centers, relocation offices and Washington office.

7. Selection and placement of personnel management staff at Washington and center level so that a more thorough job of recruitment, induction, promotion, work evaluation, employee relations and employee services could be done.

8. Standardization of the above functions by release of handbook instructions, administrative notices, correspondence and field visits.

1. Establishment of a Sound promotional policy

It was the policy of the Authority to fill its positions by the promotion of its own employees whenever possible. This policy was carried out in Washington through the development of a system of posting on the bulletin boards the duties and qualification requirements of all vacancies so that employees who felt that they were qualified could apply, in writing, to the personnel office. Field employees who wished to apply were considered on the same basis as applicants already in the Washington office. Employees who applied were rated in accordance with a set scale which weighed factors of length of federal service, efficiency ratings, and experience pertinent to the job for which they applied. This system worked very well, particularly since it was not rigid and provided for flexibility in selection when necessary. The promotion policy was an important factor in developing and maintaining high morale, since it minimized the dangers of favoritism and secretiveness about promotions.

It should be noted that the promotional policy was developed through the joint efforts of the Personnel Management Section and the local WRA-CIO Union. Later revisions to the policy were also worked out by this combined group. After the promotional policy had been in existence for some time it became evident that often qualified persons were not applying for posted vacancies. In order that the person best qualified for the vacancy should be selected, the promotional policy was revised to provide for the review of the qualifications of all persons felt to be in competition even though they had not necessarily requested to be considered for the promotion.

The promotional policy was not developed to such a fine point at the centers and field offices. At least one center staff morale was low since in several cases employees felt that favoritism was being used in selection of employees for promotion. After several cases arose, a system was installed similar to the one of posting notices of vacancies used by the Washington office. Morale improved considerably.

2. Establishment of a sound pattern of organization for the operation of all Centers.

In developing the center organization plan, there were three principles involved that were uppermost:

1. The necessity for having substantially uniform plan of organization in all centers.

2. The necessity for having a clearly understood relationship between the plan of organization on the centers and the plan of organization in the Washington office.

3. The necessity in the interest of effective management for grouping the extremely varied functions of the War Relocation Authority into relatively few large units.

Early in 1943 work was begun on developing a standard organization for the centers. By July 1, 1943, the standard pattern was effected which was paralleled in the Washington office in order to maintain clear relationships.

In effect the organization charts put into effect in July did not differ greatly in pattern from the ones previously approved. Differences had been largely in the use of job titles and numbers of positions filled. After this time the organization remained fairly stable with only a few exceptions. There were naturally variations in the numbers of positions established at each center depending upon problems peculiar to each center.

Even after segregation the standard center pattern was followed at Tule Lake. A few positions were classified at higher grades than the same jobs at other centers. This was felt justified in light of the problems at the segregation center particularly after the November incident of 1943. There were also a larger number of positions established, not so much because of the population of the center as because in many cases it was not felt that evacuees should perform certain work although the same work was performed by evacuees at the other centers. This was especially true in the Personnel Management, Statistics, and Office Services Sections as well as in certain parts of the Finance Section. In all of these sections it was felt that there were records or work which should remain confidential or which would be injurious if known by the evacuee population.

When the administration of the Colorado River Center became the responsibility of the Authority, it was necessary to reorganize that center to conform to the pattern established at the other centers. The basic organization was the similar but the individual jobs, particularly in the Operation Divisions were more numerous and classified at different levels than the ones at the other centers. Since the Center had been run by the Office of Indian Affairs with only a minimum of contact with the Personnel Management Section of WRA, a number of positions filled at the time of the transfer were not covered by the standard position descriptions followed at other centers. At the last minute it was necessary to submit a number of descriptions to the Civil Service Commission for allocation in order that all positions would be classified when the transfer was effected January 1, 1944. Since a number of these positions did not conform to the established organizational pattern, it was determined that they were for single incumbency only and that prior approval would be required from the Washington office before they were to be refilled, in order that conformance to the standard organization would be obtained. The exceptions to the standard pattern were found mostly in the Operations Division where it was always extremely difficult to obtain conformance at any center to a standard pattern.

At other centers because of conflicting personalities or vacancies in key positions the organizational lines of authority were not always followed. For instance at the Minidoka center, the Personnel Officer reported directly to the Project Director rather than to the Assistant Project Director even although the latter posi-

tion was not vacant. At Manzanar there were similar problems.

3. Development of sound personnel procedures.

Prior to March 1943 all recruiting and other personnel actions were processed through the Washington Office. When the relocation centers were fairly well established, it was decided to decentralize personnel operations, so that, except for higher grade and certain professional positions (i.e. Doctors, Nurses, Social Workers), each center recruited its own staff and was responsible for its own personnel operations. The decentralization of the personnel function was accompanied by the issuance of a Personnel Handbook, and as a training and follow-up device, Personnel Technicians were sent from the Washington Office to visit the centers to advise and assist in any improvements that were desirable in the organization and procedures of the center personnel offices.

Members of the Civil Service Commission have stated several times that the WRA Personnel Management Handbook and Manual were two of the best personnel manuals issued by any Governmental agency. Probably one of the chief reasons for the success of these releases was the fact that each section of the handbook was written by a member of the personnel staff best qualified to write it. For instance, placement and recruitment procedures were developed and written by a member of the Placement Unit, transactions material by a member of the Transactions Unit, and classification material by a member of the Classification Unit.

4. Establishment of an induction, orientation and in-service training program

A real effort was made to develop an induction and orientation program for new employees. New employees were furnished with an induction kit which contained some background material concerning the WRA program, organization charts of the Washington office and relocation centers, information concerning community services and activities in the Washington office. These kits were used by Washington and field alike. Center kits usually included information about facilities at the center and in nearby communities. In general a new employee was given general orientation in the Personnel Office where he was told about leave, hours of work and similar matters. Then he was introduced to his supervisor and other staff members. It was then up to his supervisor to conduct any further orientation.

In many cases key field personnel were brought into the Washington Office for orientation. This aided in maintaining friendly relations and understanding between Washington and the field.

Actually there was no in-service training program place in operation in the Washington office. Material was developed for one but by the time it was ready for use, the exclusion orders had been lifted and the Authority began liquidation activities. At some of the centers there was some form of in-service training. In most cases such programs were designed for the evacuee clerical personnel.

In the Washington office, typists and stenographers were encouraged to attend typing and shorthand classes sponsored by the Department of the Interior Training Section. These courses proved valuable to many of the clerical staff members.

Many employees also attended evening classes at local colleges and universities taking a course of study that would better fit them for their present and future jobs.

5. Establishment of an employee relations and employee welfare program

In addition to the regular recruitment and placement services, the Placement Office of the Authority provided employees services such as housing assistance, recreation and education information, loan fund and medical referrals. There was no employee relations office and no formal counselling program, but the Personnel Officer and Placement Officers handled the problems that are channeled to employee counselors in other agencies.

6. Establishment of training programs in organization, management, utilization of staff, work planning and supervision in relation to the operations of centers, relocation offices and the Washington Office.

Due to lack of staff and more pressing demands in other work, it was never possible to initiate and place such a program in general operation. At some centers staff members participated in the J training courses. This was not a general practice, however.

Programs for staff utilization were varied and were installed only as acute shortages occurred in certain fields of work. Probably the best example of this type of work was the effort made to utilize the service of teachers at the centers in other work when the schools closed in June 1945. Approximately one-third of this group were then assigned to other work as clerical office workers, storekeepers, property clerks, fiscal clerks and the like. As other activities ceased, personnel were also assigned to other jobs. In some cases shortages at one center were relieved by detail or transfer of personnel from other offices. Actually none of this came as a result of any training program but as a result of necessity and willingness of staff members to work wherever needed in order to carry the WRA program to a conclusion.

7. Selection and placement of personnel management staff at Washington and center levels so that a more thorough job of recruitment, induction, promotion, work evaluation, employees relations and employee services could be done.

During the entire program members of the Washington Personnel Management staff were well qualified for their jobs. Unfortunately the same was not always true at the centers. This was largely due to the shortage of qualified Personnel Officers and Technicians. It was also a result of the reorganization of the Employment Division and the Personnel Management Section in the fall of 1943. At that time many of the personnel of the Employment Division were transferred to the personnel office. Generally they were not too well qualified for those positions but it was a question of them or nothing at all. In spite of the lack of qualified personnel at the centers the job was creditably done. This was largely due to their interest in doing the job and the assistance given them from Washington mainly through the Personnel Handbook and other instructions.

8. Standardization of the above functions by release of handbook instructions, administrative notices, correspondence and field visits.

As mentioned in the preceding paragraph handbook and other procedural instructions were of intense value in the success of the personnel program at all levels. Operating relationships on the whole were excellent between Washington and field. Understanding of problems at both levels was aided by field visits and by a con-

ference of all Personnel and Transactions Officers in Denver in the spring of 1944.

It was not possible to do much in the way of inspection visits since the staff was so small. In most cases it was also impossible for much time to be spent at any one center, usually only two or three days.

The total number of separations reflected above is accounted for as follows:

	Employees who Requested Assistance	Percent	Other Employees	Percent	Total	Percent
1. Obtained Federal or UNRRA employ- ment	441	37.21	152	25.20	593	33.16
2. Obtained Non-Fed- eral Employment	149	11.89	8	1.32	157	8.78
3. Total Lines 1 & 2	590	49.78	160	26.53	750	41.94
4. Reduction in Force	496	41.85	293	48.59	789	44.12
5. Total lines 3 & 4	1086	91.64	453	75.12	1539	86.07
6. Voluntary Resignation	57		140		197	
7. Removal for Mis-Conduct	3				3	
8. Separation by death	4		1		5	
9. Housewife	21		4		25	
10. Att. School	9		2		11	
11. Disqualified			1		1	
12. Retired	1		1		2	
13. Military Furlough			1		1	
14. Illness pre- venting employ- ment	2				2	
15. Assistance once requested but later retracted	2				2	
16. Total lines 6- 15	99	8.35	150	24.87	249	13.92
Total	1185	100.00	603	100.00	1178	100.00

1185= 66.27 per cent of total of 1788

603= 33.73 per cent of total of 1788

Distribution of Personnel placed in Federal Agencies and UNRRA is as follows:

AGENCY	Employees who Requested Assistance	Others	Total
<u>1. Department of the Interior</u>			
Bureau of Reclamation	91	26	117
Indian Service	61	6	66
General Land Office	33	13	46
Division of Territories & Island Possessions	1		1
Alaska Road Commission	1		1
Alaska Railroad Commission	1		1
Bonneville Power Administration	1		1
	<hr/> 189*	<hr/> 44	<hr/> 233
* of these 189 there are included 85 persons who transferred to agencies assuming custody of War Relocation Authority Centers, 17 to the Indian Service, 31 to the General Land Office and 37 to the Bureau of Reclamation.			
<u>2. War Department</u>	45	13	58
Department of U.S. Engineers	1		<hr/> 1
			59
Eighteen (18) of these were persons who were transferred to the War Department as part of the custodial staff at the Emergency Refugee Shelter.			
<u>3. Veterans Administration</u>	44	7	51
<u>4. National Housing Agency</u>	6	2	8
Federal Public Housing Authority	33	4	37
Federal Housing Administration	1		<hr/> 1
	40	<hr/> 6	46
<u>5. War Assets Corporation</u>	26	4	30
<u>6. Reconstruction Finance Corp.</u>	24		24
<u>7. United Nations Relief &amp; Rehabilitation Administration</u>	18	3	21
<u>8. Department of Agriculture</u>			
Soil Conservation Service	3	3	6
Production & Marketing Adminis.	2		2
Federal Farm Mortgage Corp.	2*		2
Farm Security Administration	2		2
Farm Labor Unit	2		2
Bureau of Agricultural Economics	1	1	2
Forest Service	1	2	3
War Food Administration	1		1
Federal Land Bank	1		<hr/> 1
	15	<hr/> 6	21

\* These two persons were transferred to the agency assuming custody of the Granada Center.

<u>9. Na vy Department</u>	8	5	13
<u>10. Federal Security Agency</u>			
Social Security Board	4	2	6
Office of Education	3	1	4
U.S. Public Health Service	<u>2</u>	<u>      </u>	<u>2</u>
	9	3	12
<u>11. Office of Price Administration</u>	5	2	7
<u>12. Civilian Production Adminis.</u>	3	2	5
<u>13. United States Employment Service</u>	4		4
<u>14. Department of Labor</u>	1	1	2
Wage Stabilization Board	<u>1</u>	<u>      </u>	<u>1</u>
	2	1	3
<u>15. Department of Justice</u>	1	1	2
<u>16. General Accounting Office</u>	1	1	2
<u>17. State Department</u>	1	2	3
<u>18. Department of Commerce</u>	1		1
<u>19. Bureau of the Budget</u>	1		1
<u>20. Treasury Department</u>	1	1	2
Bureau of Internal Revenue	<u>1</u>	<u>      </u>	<u>1</u>
	2	1	3
<u>21 Federal Communications Commission</u>		1	1
<u>22.Federal Works Agency</u>		1	1
<u>23.Office of Stratigic Services</u>		1	1
Totals	<u>441</u>	<u>152*</u>	<u>593</u>

\* In addition there are 49 known transfers to Federal Agencies although the agencies are not known.

It will be noted that 1185 employees or 66.27 percent of the total number separated requested assistance. Also, of this group 49.78 percent are known to be employed, 37.21% in the Federal Government or UNRRA.

In examining the number of persons reduced in force which represents 44.12 percent of the total separations there must be recognized that an unknown number of these accepted reduction in force in order to return to private occupation, and did not represent a real placement problem. Among these were wives of other employees who had secured their own positions, local artisans and mechanics who returned to their previous jobs, etc. The total number of persons reduced in force who were actually still seeking employment is unknown but it it would not be unreasonable to

estimate that as of the effective date of the reduction action less than 60% of the total were actually on the job market.

The statistics given demonstrate more clearly the disposition of W.R.A. personnel than the effectiveness of the placement program as there is no measure of all placements which resulted directly or indirectly from the service rendered. However, the important objective of giving all possible aid and encouragement to WRA employees in seeking employment appears to have been attained when one considers that the known placements were 41.94% of the total separations for all reasons. Furthermore, there were a total of 249 voluntary resignations or separations for such reasons that no further assistance was given or 13.92% of the total separations. It can be reasonably expected that most persons who resigned did so because of plans which must have included assured continuance of income or means of livelihood. Thus adding the two together, 55.86% of all separated employees were separated under circumstances either assuring other employment or because of their own choice.

#### V. Observations and Comments

1. Although the objectives of the program were well stated at its inception, the personal responsibility of the employee for utilizing his own facilities were not sufficiently emphasized. It is apparent that too great an emphasis on this point might have adversely affected the attitude of employees toward their current jobs if stressed too soon. However, as the program progressed it was evident that some employees were of the opinion that the placement program would automatically create or discover a new job for them. When employees were encouraged to utilize their own resources, they expressed the opinion that the agency was reneging on its basic commitments. This was also a byproduct of unwarranted assurances given by a few supervisors who were more concerned about the completion of the work at hand than they would about the employment situation.

A minor improvement might have been to have announced the program as the "WRA Auxiliary Placement Service" rather than the "WRA Placement Program."

Another improvement might have been to discuss the program thoroughly at staff conferences so that all division heads and section heads, who occupied positions where they were in close contact with personnel throughout the country, fully understood the program, its resources, possibilities, limitations, etc. Such a conference was not held, and as a result the top staff of the organization was dependent on administrative notices, individual discussions, or other devices of doubtful value for their information on the program.

2. The use of Civil Service Commission's personnel for liaison was effective, but the broad territory assigned to each tended to limit time that could be devoted to any one area. One of the Civil Service Commission employees suggested that the Civil Service Regional Offices could have rendered the same service at less cost. While the expense would have been less, it is doubtful that a large number of such persons could have successfully oriented to the problems and programs of W.R.A. Also, unless such persons worked exclusively on the program, it is doubtful that they would have had the personal interest in the success of their efforts that existed among the few so assigned. Perhaps a more effective plan might have been to have assigned more people to each territory. This could have been done by assigning W.R.A. Personnel to work under the direction of the Civil Service personnel, with more careful consideration to the job load in each territory so that the time

off the representatives could be used to the best advantage in those territories or by concentration on agencies with the best possibilities.

3. The administration of the program with centralized directions from the Washington office had some advantages in that it permitted a focal point for all data collected and for instituting changes or improvements as the need developed. However, it appears that too great a territory was set up in offering employees service throughout the country. Because of time and personnel limitations a lesser number of strategic or especially promising areas might have been selected where service would be offered. Employees seeking employment outside those areas could have been serviced by furnishing information, collected by the Washington office, concerning the best prospects in those areas. For example, a representative spent several weeks in the southern states, yet few placements were made in any state except Arkansas, where many of our employees had previous connections.

4. The program was unusual. No other program that came to our attention contained the features of this one. This was the only agency that utilized Civil Service personnel on detail as a factor in securing consideration from other agencies. This was the only one that attempted to give personal service throughout the nation; it was the only one to our knowledge which provided centralization of functions and services. It had several other features which made it a pioneering effort. As an effort without precedent, some phases could have been better, others might have been treated with less emphasis. However, on the whole, it served its purpose by rendering a service to employees which is not ordinarily considered a responsibility of an agency to its employees in a manner which brought very good if not excellent results both in actual placements as well as in giving the staff assurance that their welfare was considered beyond the termination of the employer-employee relationship.

**EXHIBIT 4**

DEPARTMENT OF THE INTERIOR  
WAR RELOCATION AUTHORITY

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NAME: Albert Parsons Bolton

DATE OF BIRTH: June 28, 1888

ADDRESS: Route 3, Twin Falls, Idaho

LEGAL RESIDENCE: Idaho

EDUCATION: 9th Grade

COLLEGE OR OTHER TRAINING:

Not Shown

DATES

EMPLOYMENT HISTORY

Aug. 1944 - April 1945	Gate Clerk, WRA, Minidoka Relocation Center, Hunt, Idaho.	\$1620
Jan. 1944 - Aug. 1944	Student, Twin Falls, Bus- iness University, Twin Falls, Idaho.	
1934 - 1943	Farmer, Ernest Bolton, Dry Farming and livestock, Fairfax, Oklahoma.	/
1928 - 1934	Self-employed, Farmer Watts, Arkansas.	

OM-2961

EXHIBIT 5

APPOINTED EMPLOYMENT FIGURES

October 1, 1942	1, 157
December 31, 1942	1, 467
June 30, 1943	2, 053
December 31, 1943	1, 986
June 30, 1944	2, 273
December 31, 1944	2, 422
June 30, 1945	2, 436
October 31, 1945	2, 967 *
December 30, 1945	2, 666

\* Peak employment

## EXHIBIT 6

## Breakdown by Grade Level of known Placements\*

GRADE	Employees requesting Assistance		Other Employees	
	Departmental	Field	Departmental	Field
CAF-15	0	0	1	0
CAF-14	0	4	1	0
CA F-13	1	4	0	3
CAF-12	8	15	2	2
CAF-11	3	49	6	9
CAF-10	0	0	1	1
CAF-9	1	53	2	8
CAF-7	3	48	2	13
CAF-6	0	6	0	0
CAF-5	1	34	3	15
CAF-4	5	28	7	10
CAF-3	2	27	2	17
CAF-2	0	8	1	4
P-8	0	0	1	0
P-7	0	0	0	0
P-6	1	1	3	0
P-5	1	11	1	4
P-4	0	4	2	0
P-3	0	13	0	1
P-2	0	11	0	1
P-1	0	20	0	2
SP-8	0	4	0	1
SP-7	0	6	0	0
Sp-6	0	8	0	1
SP-5	0	2	0	1
SP-4	0	3	0	1
CPC-10	0	15	0	1
CPC-9	0	3	0	0
CPC-8	0	8	0	6
CPC-7	0	10	0	10
CPC-6	0	7	0	0
CPC-5	0	10	0	5
CPC-4	0	0	0	0
CPC-3	0	0	0	1
CPC-2	0	1	0	0
Unallocated	0	2	0	0
Totals	26	415	35	117

\* Grades listed are those from which transfers were effected.