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Enemy Alien Study

April 3, 1942.

Dear Doctor Joe Willits,

After your very greatly appreciated telephone call today, I became active. I got in touch immediately with President Sprunt. Following his instructions, the Registrar and I, therefore, prepared a proposal to be sent out tonight to the Rockefeller Foundation. I hope it has reached you by now. I am enclosing a copy, correcting a typographical error re the Attorney General.

We are working constantly on this problem — with or without support — but we really need support rather quickly if we are to carry it out effectively. We know that we are extremely fortunate in having obtained the wholehearted support of Richard Neustadt, Milton Eisenhower — and, last but not least, President Sprunt.

In addition to Foundation financing, what we want from the Eastern end is (a) Donald Young as "Washington collaborator" [I have 11 of our budget] working, as we plan to do, without extra compensation, but with research assistance and (b) Mrs. Eleanor Isbell of the New York office of S.S.R.C., assigned to Western duty as executive assistant for the first year [I have 5 of our budget]. We have not approached either of these persons. If we get a Foundation grant, could you arrange this for us?

Aside from the research project, we are also working on the problem of displaced students and faculty members. We agree that this aspect should be included in the government program. President Spruel is now working on the Washington end, and on the ^{other} State universities. He has asked me to take the active role with respect to the Wartime Civilian Control Administration. This will be primarily through Mr. Eisenhower, but Mr. Neustadt is cooperating and, as you know, his cooperation is important. I will keep you informed.

We hope you can come out here soon.

With cordial regards,

Sincerely yours,

Dwight D. Thompson

THE MECHANISM AND CONSEQUENCES OF THE WARTIME CIVILIAN
CONTROL PROGRAM FOR THE EVACUATION AND RESETTLEMENT OF
CERTAIN CLASSES OF THE POPULATION

On January 28, 1942, the Army requested the United States Department of Justice to make and carry through plans for evacuating about 25,000 enemy aliens from areas which were being designated as "prohibited" for these classes in the coastal areas of California, and, at the same time, to plan the enforcement of certain restrictions on the activities of enemy aliens in other areas of strategic importance. On January 31, ~~District~~ Attorney Biddle delegated to Governor McNutt, ^{General} Coordinator of Defense, Health, and Welfare Services "the task of facilitating the transfer of alien enemies from areas designated by me and to relocate and reestablish such aliens in appropriate places and in appropriate activities." Governor McNutt in turn asked Mr. Richard Neustadt, Western Regional Director of the Federal Security Agency to handle the details of the evacuation procedure. Evacuation deadlines were set for February 15 and February 24.

The two weeks' period preceding the first evacuation deadline was one of intense confusion, engendered by uncertainty as to procedure on the part of the various agencies concerned; conflict between local, state and federal authorities; activities of pressure groups of various sorts. Rumors were rampant, and the local press and radio issued dramatic and conflicting statements from day to day -- on certain days, even from hour to hour. In some of the local communities the threat of vigilantism developed, and official and private groups in neighboring communities and states passed resolutions and took other measures to prevent the influx of individuals or families from the evacuated areas. No property custodian was appointed and, as a result, alien property was liquidated privately, and often ruinously. The feeling of insecurity engendered by this situation spread rapidly from the groups immediately affected to those in contiguous areas and, finally, to the American descendents of the alien Japanese.

Before the second deadline was met, President Roosevelt on February 19, 1942 signed an executive order authorizing the Secretary of War, and military commanders whom he might designate, to delimit military areas from which any or all persons (irrespective of citizenship) could be excluded. On the following day, the Secretary of War named General De Witt as the military commander to carry out the provisions of the Executive Order. Events then moved swiftly. In successive public proclamations, General De Witt designated military zones in the states of California, Washington, Oregon, Arizona, Idaho, Montana, Nevada, and Utah. From some of these zones, evacuation of specified classes would be required; from others, restrictions on activities would be imposed. Classes of the population to be affected were listed in order as, (1) Japanese aliens (2) Persons of Japanese ancestry (3) German aliens (4) Italian aliens.

The first two of these classes were urged to evacuate voluntarily from prohibited areas as soon as possible. Voluntary evacuation, however, proved to be slow and ineffective. A War Relocation Authority was thereupon set up, areas for reception and resettlement were found, and on March 27, 1942 an order was issued "freezing" all the classes of people mentioned above in specified military zones as of midnight March 29, 1942. Orders followed establishing dates by which classes (1) and (2) must move to government-controlled and government-designated locations.

The above indicates, in broad outline, the beginnings of a unique and dramatic episode in American social history: migration of masses of people, enforced by government action, selective of specified classes of the population — a marked departure from the historical pattern of migration, largely individual in nature, on a voluntary basis, and more or less random in its selectivity.

From its inception several members of the faculty of the University of California have been working closely on the problem in the belief that this evacuation and resettlement not only represent an extremely important social experiment, the progress of which will throw into clear perspective many of the sociological, economic, administrative and political hypotheses on which social scientists have been working for decades, but also may have practical implications. For, it may well be that this event is not unique but may be the precursor of a new policy and pattern of controlled rather than voluntary migration. Thus far the investigators have devoted their efforts largely toward building up a record, from fragments, of the formation of the policies of evacuation and resettlement. To this end, they have had extraordinary cooperation from several of the agencies involved, representatives of which have made their confidential files available, permitted the investigators to be present at policy-forming conferences, and submitted with good will to interviews and informal questioning.

The scope of the problem is so great, however, that the investigators are convinced it will not be practical to proceed further in this casual way. Resettlement cannot be studied by interview or correspondence. Observations must be made in the field and over a long period. The predisposing political situation, local and national, should be investigated much more thoroughly by assistants or collaborators. The longer-run economic effects of the dislocation will require much more intensive analysis than has, up to the present, been possible.

It is proposed, therefore, to seek support from an outside agency involving a grant for a period of three years, to enable the central staff to develop the study of this problem to the extent that its importance demands. Ordinarily, plans for a study of this magnitude should be developed slowly and in detail. The swiftness with which the situation is developing, however, makes such preliminary planning impossible. Time is of the essence, and research plans must necessarily be shaped in accordance with the swiftly changing pattern of the situation itself. A considerable degree of flexibility is required in both planning and procedure of the research and the same is true in regard to the distribution of the budget.

As the investigators envisage the problem at present, it has three aspects:

1. The governmental, which involves two main problems:
 - a. The formulation of policy.
 - b. The administrative execution of such policy. Each of these aspects presents significant and interesting problems for study, including
 - (1) the constitutional and legal issues raised by the evacuation.
 - (2) the role played by the various branches of the government on each level in policy making and execution.

- (3) the relationships of the several administrative agencies of the federal government concerned with the evacuation, in Washington, in the field and between Washington and the field.
- (4) the relationship of state and local agencies to the entire program.
- (5) various administrative problems as they develop in the program.

2. The economic; that is,

- a. The economic conditions predisposing the formulation of policies.
- b. The economic consequences of the program, in the broader sense, with respect to labor supply in both origin and destination, and the effect of the movement on various aspects of the national and local economy.
- c. Financial considerations arising out of the custodianship situation.

3. The sociological; that is,

- a. The effects upon social institutions (family, education, community organization, religion, etc.) of the groups concerned.
- b. The effects upon social behavior of individuals, including in this behavior social attitudes.

A small central staff, located at the University of California, will be required. This staff will be concerned with planning the research and analyzing data from the field. The field staff will be recruited from among the teachers, welfare workers, recreation workers, etc., employed in the resettlement areas. The approval of the Relocation Authority has already been obtained in regard to two points: (1) that certain of these workers will be appointed on recommendation of the central staff, and (2) that they will work for the government only part-time in these functional activities, their salaries being supplemented from research funds. The reason for this type of field assistance is the undesirability of having people in the communities who do nothing but make observations and research records as this might lead to resentment and suspicion on the part of the settlers. The investigators already have in mind several excellent candidates (both Caucasians and Americans of Japanese descent) whom they can recommend immediately for consideration.

Regarding the central staff, it was agreed that selected members of the faculty of the University of California would assume the responsibility for direction and analysis and that an effort would be made to obtain a collaborator in the East. The staff would need an executive assistant, and it was agreed to ask the Social Science Research Council in New York to grant a year's leave of absence to one of its office staff who is known to have had the experience necessary for this work.

BUDGET

A flexible budget, not to exceed \$45,000 will be required for the first year. The budget for subsequent years would be planned after the project is under way.

The proposed budget is as follows:

Central Staff-Headquarters University of California at Berkeley

1. On the governmental aspects (Dr. Milton Chernin)	no salary
2. On the sociological aspects (Dr. Dorothy S. Thomas)	" "
3. On the economic aspects (Dr. Frank L. Kidner)	" "
4. On the interrelations among governmental, economic and sociological aspects (Dr. Charles Aikin)	" "
5. Executive assistant to central staff	\$ 3,000.00
6. Clerical, stenographic, statistical assistance for central staff	3,000.00
7. Part-time research assistants for central staff (4 at half time)	4,000.00
8. Travel and maintenance (when away from headquarters) for central staff and assistants	5,000.00
9. Supplies and miscellaneous	1,000.00

Staff in the Field

10. Supplements to salaries of part-time workers in resettlement areas	20,000.00
11. Assistance for collaborator in Washington	<u>4,000.00</u>
	Total \$ 40,000.00
12. Contingencies	<u>5,000.00</u>
	Grand Total \$ 45,000.00

EXPLANATION OF ITEMS IN THE BUDGET

Items 1, 2, 3, 4: No compensation will be required for the senior staff members. Work on this project will be accepted as part of their duties at the University of California where they are full-time members of the faculty. (Should it be necessary to supplement this staff with other members of the faculty of the University of California, their services, also, would be rendered without special compensation.)

Item 5: A competent executive assistant with experience equivalent to the P2 or P3 level in the Civil Service will be required. This assistant will be responsible for carrying out procedures developed by the senior staff; for keeping in close contact with the field staff; for hiring and directing the clerical, stenographic and statistical assistants.

Item 6: It is planned to employ one full time person, competent both as stenographer and computer, at about \$2000 per year; and to supplement her services with temporary assistance, as required.

Item 7: It is planned to utilize qualified graduate students on a half-time basis. These assistants will be directly responsible to the senior staff members.

Item 8: As many as three trips to Washington, D. C. may be required by members of the senior staff. Since it may be necessary to spend two or three weeks in Washington on these occasions, the cost of travel and maintenance is estimated at \$500 per trip or \$1500 in all. It is further estimated that the staff and assistants will spend 500 man-days away from headquarters in the western area. At \$5 per diem, maintenance will amount to \$2500. To this is added \$1000 for railway; bus, or other transportation costs in the western area.

Item 9: It is planned to use University equipment including office space, typewriters, calculating machines, as far as possible. Purchases will, however, be necessary in case of shortages, and paper, postage, duplicating materials, etc. will have to be provided from the budget.

Item 10: A minimum of twenty, but possibly as many as thirty, field workers will be required. As indicated, these will be on a part-time basis under the government payroll. It is estimated that the supplement to their part-time salaries will average \$750 per year, with a range that may extend from as little as \$50 to as much as \$1200 in individual cases. An estimate of this item is \$20,000.

Item 11: It is assumed that the eastern collaborator (a) will work largely through research assistants and that (b) he will require some clerical, stenographic and statistical assistance. Item (a) may run to \$2500 and (b) to \$1500.

Item 12: Because of the impossibility of planning the study in greater detail at this time, a contingency fund of at least \$5000 will be required, to be allocated to any one of the items 5-11, inclusive, at the discretion of the senior staff.