

E4.00:1

1 of 2

67/14  
C

E 4.00

DEPARTMENT OF THE INTERIOR  
WAR RELOCATION AUTHORITY  
Washington

THE LEAVE PROGRAM OF THE WAR RELOCATION AUTHORITY

October 1, 1944

I

West Coast Evacuation

The evacuation of all persons of Japanese ancestry from Military Area No. 1 (roughly the western halves of Washington, Oregon and California and the southern portion of Arizona) and from that part of Military Area No. 2 (the remainder of the above named states) which lay in the state of California was ordered by the Commanding General of the Western Defense Command on the basis of the military situation existing in the spring of 1942. At that time the west coast of the United States was believed to be in imminent danger of attack from the sea and from the air by the Japanese armed forces. Of the total Japanese population in the continental United States of 126,947, 112,985 lived in Military Areas No. 1 and 2.\* On March 2, 1942, Lieutenant General DeWitt issued Proclamation No. 1, designating Military Areas No. 1 and No. 2. The proclamation was followed by a press release in which the General stated that enemy aliens and persons of Japanese ancestry would be excluded from Military Area No. 1 in the near future and stated that the Japanese, including those of American birth, would be the first to go. At that time the military was not interested in what became of the evacuees once they had left the restricted area. In this press release, General DeWitt advised the persons affected to take their families and move out of the designated area voluntarily and thus save themselves future trouble. Until the end of March voluntary evacuation was not only permitted by the military authorities, it was urged upon the Japanese residents.

It was quickly apparent that voluntary evacuation could not dispose of the entire west coast Japanese population of approximately 113,000 people within any reasonable period of time or without social disorder. It was recognized by the military that a controlled evacuation would have to be inaugurated for those people who could not plan or finance their own movements and that provision would have to be made for the maintenance of a part of the Japanese population for an indefinite period. It was not considered feasible or proper that the military should assume responsibility for the continued welfare of thousands of families or that it should be obliged to administer an extensive re-settlement program. By agreement between the War Department and the Department of Justice, it was decided that a special civilian war agency should be created to handle this problem. On March 18, 1942, by Executive Order 9102, the President created the War Relocation Authority, to "provide for the relocation of such persons" ~~as~~ were evacuated under authority of Executive Order 9066/ "in appropriate places, provide for their needs in such manner as may be appropriate, and supervise their activities."

\*U. S. Census, 1940

From the first day of its existence, the War Relocation Authority was besieged by local and state authorities and by the voluntary evacuees themselves calling long distance or communicating by wire, the former to protest the appearance of the evacuees in the neighboring states, the latter to ask help when they found themselves stranded. Some of these American refugees were jailed by sheriffs who assumed that the migrants were escaping from military control. In one state vigilantes set upon one family, burning the truck in which the family was traveling together with household goods and personal possessions. County officials at various points posted signs on county boundaries prohibiting the entrance of anyone of Japanese race. Some local dealers refused to sell the migrants gas and other essential supplies. It was recognized that voluntary evacuation could not continue without unjustifiable risk of bodily harm to the evacuees and general social upheaval. Proclamation No. 4, issued by General DeWitt on March 27, 1942, required all Japanese to remain within Military Area No. 1 without change of residence after midnight of March 29.

Although more than 10,000\* persons of Japanese ancestry served formal notice of intention to leave Military Area No. 1 during the period when they were permitted to leave, only 4,889\*\* actually established themselves in territory outside the areas that were evacuated. Colorado received 1,963, Utah 1,519, Idaho 305, Eastern Washington 208, and Eastern Oregon 115, with the remainder scattered throughout other states.\* More than 5,000 of those who had served notice, if they moved at all, merely settled in Military Area No. 2 in California from which they were later evacuated.

The Salt Lake City Conference of April 7, 1942, attended by Western Governors or their representatives, other state officials and certain representatives of agricultural interests, was fundamental in setting the character of relocation centers as they finally evolved. With one exception, strong hostility toward all persons of Japanese race was voiced by the western officials at this conference. The Governors stated that their states would not allow groups of Japanese Americans to come into their states except under military guard. In turn, the Army set concentrations of 5,000 as the minimum population it would undertake to guard with military police. Thus there developed the relocation center idea,\*\* based on the supposition that the relocation centers might conceivably retain the Japanese American population for the duration.

## II

### Development of the Relocation Program

Within five weeks of the Salt Lake City conference, the manpower shortage in the sugar beet fields of the western states threatened loss of crops needed for the war effort. Demand for evacuee labor in the beet fields and the need to save the harvest had to be balanced against the other considerations discussed above: by agreement between the Western Defense Command and the War Relocation Authority and under a series

---

\*DeWitt, Final Report Japanese Evacuation of the West Coast, 1942, p. 108

\*\*DeWitt, Final Report Japanese Evacuation, p. 109

\*\*\* Senate Document 96, 78th Cong. (1943) P. 4.

of "civilian restrictive orders" issued by the Western Defense Command authorizing recruitment of groups of evacuees for work in designated counties in various sugar beet areas, about 10,000 evacuees went out from assembly centers, the California portion of Military Area No. 2, and relocation centers throughout the summer and fall, to work in the beet fields.\*

A favorable change in public sentiment toward the Japanese Americans was observed in those regions which benefited by the services of evacuee harvest workers. This softening of public attitude together with the growing conviction on the part of the War Relocation Authority that it was essential to the interests of the United States Government and to the rights of the loyal body of evacuees to reinstate these people in private life and employment outside the sensitive military areas brought back into the picture the idea of an extensive relocation program. The greater War Relocation Authority's experience with relocation centers, the firmer its conviction: (1) that relocation centers with their barbed wire fences and their armed guards were no suitable residence places for loyal American citizens, or for law-abiding aliens, most of whom had resided in America for more than 30 years and, had the law of the country permitted, presumably would have been naturalized; and (2) that the acute manpower shortage throughout the United States forbade the continued detention of such persons, with their many skills and abilities, in artificial communities outside the stream of American life and war-directed industry.

However, in view of public sentiment under stress of wartime emotions and fears, the War Relocation Authority proceeded cautiously in that first summer of evacuation, when relocation centers were being rapidly constructed and contingents of evacuees were pouring into them and when the War Relocation Authority's major obligation was to get the people moved into their barracks apartments and essentials of community service into operation. On July 20, 1942, the Director issued (Administrative Instruction 22) a temporary procedure for issuance of permits to individuals or single families to leave relocation centers for employment of indefinite duration outside such centers and outside the Western Defense Command. Under this tentative policy only American citizens of Japanese ancestry who had never at any time resided or been educated in Japan were permitted to relocate to private life. Under its provisions persons with definite job offers and students whose college education had been interrupted by the evacuation could be released from the centers. The term indefinite leave had not yet come into usage, but the basic conditions (with minor modifications) upon which indefinite leave has continued to be granted were first laid down in this temporary policy. The applicant for a "permit" to leave the center for life outside had to meet four basic requirements:

---

\* 1,740 from Assembly Centers, DeWitt Final Report Japanese Evacuation -p.245  
8,444 from Relocation Centers at peak of harvest season. WRA quarterly report Oct. 1 - Dec. 31, 1942.  
223 directly from Military area No. 2 to beet fields, WCCA statistics,

- (1) He had to show that he had a specific job opportunity with a prospective employer at a designated place outside the relocation center and outside the Western Defense Command.
- (2) After investigation for security purposes, which included a center investigation and a check against the records of the Federal Bureau of Investigation, his application must have been approved by the Director of the War Relocation Authority.
- (3) In the case of an approved application, the Director made necessary arrangements with the prospective employer, local authorities and local sponsors to insure the evacuee's acceptance within the community of his relocation.
- (4) Each permit issued under this policy required the evacuee to notify the Director of the War Relocation Authority of any change in employer or residence address.

On September 26, 1942, the Authority issued a considerably more comprehensive and liberal set of "leave regulations" which appeared in the Federal Register of September 29 and became effective on October 1. 7 Fed. Reg. 7656. Under these regulations any evacuee--citizen or alien--could apply for leave to visit or reside in any locality outside the evacuated area. Three types of leave from relocation centers were covered:

(1) Short-term leave was provided for the evacuee who needed to leave the center for a short period of time to attend to personal affairs. It was granted by the Project Director after investigation of the applicant.

(2) Work-group leave (later called seasonal work leave) was designed for evacuees who wished to leave the center, usually in a group, for seasonal agricultural work. It was granted by the Project Director for a definite period (which could be extended) subject to center investigation.

(3) Indefinite leave, the hub of the entire War Relocation Authority program, was granted to evacuees only by the National Director and only if the four specific requirements mentioned above were met.

The movement of evacuees out of the centers and back into private life began very slowly. Prior to October 1, 1942, fewer than a hundred evacuees had gone out on permits issued under the tentative policy of July 20. By the end of the year, while 2,200 applications for advance clearance had been filed, only 250 applications for indefinite leave had been granted, and only 193 evacuees in all had actually left the centers. In fact, the population of the centers reached its high mark of 106,770 on December 31, 1942, by which time most of the seasonal workers had returned from the harvest fields.\*

---

\*WRA Quarterly Report Oct. 1 - December 31, 1942, p. 2

\*WRA Quarterly Report Oct. 1 - December 31, 1942, p. 2

The slow progress of the relocation program was attributable in part to the investigatory procedures governing leave clearance, in part to the problem of checking from Washington, D. C., community acceptance in widely scattered and distant communities, and in part to the reluctance of many evacuees to leave the sanctuary of the centers and face a public they believed to be hostile. Other factors, too, tended to hold back the evacuees. They were seriously hampered by their remoteness from locations where jobs existed. Deprived as they were of the opportunity for face-to-face contact with potential employers, most of the residents in centers had no effective way of knowing where jobs could be found, what types were available, or how to go about making application. Also, having lived for several months in the centers without opportunity to build up a financial reserve, many evacuees lacked the necessary cash to travel out on indefinite leave and establish themselves in new communities.\*\*

Since the early months of 1943, as these retarding influences were perceived, the War Relocation Authority has taken action on a number of fronts to eliminate bottlenecks and to accelerate the outward movement. The first move in this direction was the establishment of field relocation offices in a number of key cities throughout the Middle West and the East to facilitate contact between private employers and evacuee workers at the centers and to determine the likelihood of community acceptance of evacuees. The second step was a large-scale registration program carried out at the centers in February and March of 1943 to speed the process of leave clearance by collecting in one operation personal background data on all evacuee residents 17 years of age or over. The third step was the adoption in mid-March, 1943, of a policy providing for limited cash grants to needy evacuees going out of the centers to private employment. The fourth step was the gradual decentralization of the leave clearance machinery so that in the majority of cases, indefinite leave could be granted at the relocation centers without referral to the Washington Office.

#### Relocation Offices

The first relocation office was opened in Chicago on January 4, 1943. In rapid succession similar offices were set up in Cleveland, Des Moines, Milwaukee, Salt Lake City, New York and numerous other key points outside the prohibited area. At the present time there are eight area relocation offices and 37 district relocation offices. Each area office is headed by a relocation supervisor who is generally responsible for relocation over a rather broad geographic area. The district offices, on the other hand, function under the guidance of the relocation supervisor and in the immediate vicinity of the cities where they are located. Both types of offices perform essentially the same basic functions: they serve to provide the public in specific areas with information about the evacuees and the War Relocation Authority program; they act as clearing houses where job offers from employers are received and analyzed and from which information about job opportunities is sent out to the relocation centers; and they provide the War Relocation Authority with important information on public attitudes toward Japanese Americans in communities where evacuees wish to relocate. In collaboration with local volunteer committees composed of interested citizens, the offices have helped the evacuees to become satisfactorily adjusted to their new environments.

At first relocation offices were primarily concerned with creating favorable community sentiment and with finding suitable jobs for the evacuees, but job offers piled up far more rapidly than they could be filled. Job descriptions sent to the centers tended to bewilder the applicants, and those who took employment on the basis of these listings and without personal contact with the employer often found themselves unsatisfactorily placed and desirous of changing jobs. In August of 1943, Project Directors were directed to encourage relocation on the basis of a "community invitation" in localities where evacuee workers were generally wanted. Hostels operated by church groups in Chicago, Cleveland, Cincinnati and Des Moines at that time offered living accommodations to evacuees at a reasonable figure while they looked for employment -- and by the fact of their existence assured the evacuees that they were welcome in the locality. Before the end of November of 1943 the practice of sending job listings to the centers was discontinued and relocation officers and supervisors sent instead informational material about general work opportunities, prevailing wages, living costs and conditions, and the experiences of other evacuees who have made their adjustments to life in specific vicinities. Agreements made between the War Relocation Authority and such national agencies as the Social Security Board and the National Housing Administration have provided additional assurance to relocating people.

At the present time Relocation Offices exist at the following places:

INTERMOUNTAIN AREA

Area office: Salt Lake City, Utah

District offices:

Salt Lake City, Utah  
Spanish Fork, Utah  
Idaho Falls, Idaho  
Twin Falls, Idaho  
Boise, Idaho  
Havre, Montana  
Spokane, Washington

GREAT LAKES AREA

Area Office: Cleveland, Ohio

District offices:

Cleveland, Ohio  
Columbus, Ohio  
Cincinnati, Ohio  
Detroit, Michigan  
Buffalo, New York

WESTERN PLAINS AREA

Area office: Denver, Colorado

District offices:

Denver, Colorado  
Greeley, Colorado  
Grand Junction, Colorado  
Billings, Montana  
Scottsbluff, Nebraska  
Heart Mountain Relocation Center, Wyo.  
Granada Relocation Center, Colorado

MIDDLE ATLANTIC AREA

Area office: New York City

District Offices:

New York City  
Rochester, New York  
Washington, D. C.  
Baltimore, Maryland  
Newark, New Jersey  
Philadelphia, Pa.

CENTRAL AREA

Area office: Kansas City Mo.

District offices:

Kansas City, Missouri  
St. Louis, Missouri  
Omaha, Nebraska  
Des Moines, Iowa

NEW ENGLAND AREA

Area office: Boston, Mass.  
District " Boston, Mass.

SOUTHERN AREA

Area office: Little Rock, Ark.  
District offices:  
New Orleans, Louisiana  
Savannah, Georgia

NORTH CENTRAL AREA

Area office: Chicago, Illinois

District offices:

Chicago, Illinois (2)  
Indianapolis, Indiana  
Milwaukee, Wisconsin  
Minneapolis, Minnesota

THE MASS REGISTRATION OF FEBRUARY AND MARCH OF 1943

In January 1943, when the War Relocation Authority was developing plans for a mass registration of all adult evacuees to speed up the leave clearance process, Secretary of War Stimson announced the War Department's decision to organize an all-Nisei combat team to be composed of Japanese American volunteers from the Hawaiian Islands and from the relocation centers of the United States. It happened that the Army and the War Relocation Authority needed much the same type of background information about the people in the centers. Thus the decision was made to combine Army enlistment and leave clearance registration in one large operation to be carried out jointly by the Army and the War Relocation Authority.

Two basic questionnaires were developed: DSS Form 304-A for male citizens, and WRA Form 126\* for female citizens, and for all aliens, above the age of 16. In both forms questions 27 and 28 referred respectively to willingness to serve actively in the war effort and to basic loyalty. Question 28 in DSS Form 304-A read: "Will you swear unqualified allegiance to the United States of America and faithfully defend the United States from any or all attack from foreign or domestic forces, and forswear any form of allegiance or obedience to the Japanese emperor, or any other foreign government, power, or organization?" Question 28 in the War Relocation Authority questionnaire, in its application to female citizens, read: "Will you swear unqualified allegiance to the United States of America and forswear any form of allegiance or obedience to the Japanese emperor, or any other foreign government, power or organization?" For aliens, this question was revised to read: "Will you swear to abide by the laws of the United States and to take no action which would in any way interfere with the war effort of the United States?"

---

\*Revised

At the time of the registration there were in all 77,057 persons within the relocation centers who were eligible to register. Of these, 74,466 actually did register. Of the number who registered, 65,078 or 87 per cent answered question 26 with an unqualified affirmative, while the remainder either answered "No", qualified their answers, or failed to reply.\* In view of the highly significant differences in the wording of that question for aliens and for citizens, it is not surprising that the bulk of the negative answers came from citizens. Approximately 26 per cent of the male citizens and about 15 per cent of the female citizens failed to provide unqualified affirmative answers. Notwithstanding the fact that many negative or qualified answers from both aliens and citizens were the result of misunderstanding -- which by virtue of subsequent hearings was cleared up--the registration served to establish certain criteria for leave clearance determinations. In the centers where there was organized resistance to the entire registration program, it was possible to locate and identify certain pro-Japanese individuals who had previously kept effectively concealed.

The primary benefit of the registration program to the War Relocation Authority in terms of the agency's administrative needs and ultimate objectives was the accumulation of extensive background information on virtually all adult residents of the centers (counting as adult anyone more than 16 years of age). For the first time, data required in connection with leave clearance determinations were readily available on practically everyone who might conceivably apply for indefinite leave, and such determinations could be made in advance of application for leave. The ground work had been laid for faster processing of leave applications, for decentralization of leave procedures, and--ultimately--for a thoroughgoing program to segregate those whose loyalties lay with Japan.

#### Changes in Leave Procedures

During the early months of 1943, as the relocation field offices started functioning and the whole indefinite leave program began to move forward, it became necessary for the War Relocation Authority to make a number of changes in its leave procedures. These changes were made primarily to speed up and simplify procedures by transferring to the field offices and relocation centers several functions which had previously been exercised by the Washington office.

Under the basic leave regulations which had become effective on October 1, 1942, two actions were of central importance to the evacuee: (1) the application for leave clearance, and (2) the application for indefinite leave. See WRA Administrative Instructions No. 22 (Revised), November 6, 1942. The first of these applications was submitted on a form similar to the questionnaire used during registration - in fact, the questionnaires used in the registration were treated as applications for leave clearance - and similarly its purpose was to provide personal background data that could be used in determining eligibility for indefinite leave from the standpoint of national security.

---

\* WRA Semi-annual Report Jan. 1 - June 30, 1943, p. 11

The application for indefinite leave was made at the time when the applicant was actually preparing to leave the center; it called for (1) information on the applicant's current financial status, (2) the specific destination and arrangements that had been made for employment or support outside the relocation center, and (3) an agreement to keep the War Relocation Authority notified of changes in address or employment.

Until March of 1943, both types of application--whether made simultaneously or separately--were submitted to the Washington office of the War Relocation Authority for final action. In processing applications for clearance, a careful examination was made of information collected on the applicant at the relocation center, and then a check was made against the federal intelligence files. If there was no adequate evidence from either source that the applicant might endanger the national security or interfere with the war effort, clearance was granted. Processing of applications for indefinite leave involved (1) ascertaining that the applicant had a definite destination and means of support and (2) checking on the prevailing public attitudes towards persons of Japanese ancestry in the community of destination. Prior to establishment of the field relocation offices the check on public attitudes was generally made by writing to key officials and leading citizens of the community in question.

In March of 1943 the first important changes were made in procedures, providing essentially for a decentralization in the handling of applications for indefinite leave. The function of issuing leave permits -- in cases where clearance had been granted--was transferred to the relocation centers\*. The more important function of checking on community attitude was placed in the hands of the relocation field offices.\*\* The net effect was to accelerate the handling of indefinite leave applications and to give the relocation field officers an effective control over the influx of evacuees into the communities of their respective areas.

At the same time, a second significant change in procedures set up a system of providing financial assistance for evacuees who wished to go out of the centers on indefinite leave. Prior to March 24, 1943, all expenses of travel and maintenance while traveling and of subsistence while getting established in the new locality were strictly the affair of the relocating person. Lack of sufficient funds to pay for transportation and maintenance while earning the first pay check had prevented many qualified persons from relocating. Under the first procedures for making leave assistance grants, assistance was limited to cases of genuine need and was provided only to evacuees who were leaving the centers for the purpose of taking jobs--not to those going out on student leave or those with independent means of support. The scale of grants was established at \$50 for each evacuee leaving the center without dependents; \$75 for each one leaving with one dependent; and \$100 for each one leaving with more than one dependent. Modifications adopted in April and May provided that

---

\*WRA Administrative Instruction No. 22 (Revised) Supplement 4, Mar. 3, 1943, and Supplement 7, March 20, 1943.

\*\*WRA Administrative Instruction No. 22 (Revised) Supplement 7, Mar. 20, 1943 and Administrative Instruction No. 88, April 9, 1943, superseded by Manual Release No. 51, 130.2.2 and 130.2.3 January 15, 1944

grants would be made to the families of men in the armed forces regardless of the purposes for which they were leaving the centers and that evacuees going out to live temporarily in hostels for the purpose of seeking employment after arrival would also be eligible. On October 23, 1943, a further change in the schedule of leave assistance grants was made to stimulate family relocation. Previously the ceiling of \$100 per family unit had proved an obstacle to the relocation of larger families. The new ruling reduced the grant for the individual going out without dependents to \$25, but allowed \$25 per capita to family groups regardless of size. This type of grant has proved advantageous to families of five or more persons. Coach fare and \$3 per diem while en route to destination are provided in addition to the regulation cash grant. By revision of regulations governing leave assistance grants, dated March 4, 1944, any evacuee wanting to relocate and having cash resources of not more than \$100 per member of the family group going out became eligible for this grant. WRA Handbook on Issuance of Leave, Section 60.13.

A third major modification of the leave procedures and regulations was made on April 2, 1943, after the registration program was completed, and was definitely related to the registration. Once this registration was accomplished and all dockets had been processed through federal intelligence files, the War Relocation Authority was in a position to speed up clearance as a separate step in the leave procedures. The amendment of April 2 authorized the Project Directors to grant indefinite leave without referral to the Washington office and in advance of leave clearance, provided that certain basic requirements were met. The most important of these requirements were: (1) the applicant must have answered Question 28 during registration with an unqualified affirmative; (2) the Project Director must be satisfied, on the basis of evidence available to the relocation center, that the applicant would not endanger the national security or interfere with the war effort. Issuance of permits in advance of leave clearance, however, was specifically prohibited in the case of: (1) those who had applied for repatriation or expatriation to Japan; (2) those whose applications for leave clearance had previously been denied or suspended; (3) Shinto priests; (4) aliens released on parole from internment camps by the Department of Justice; (5) those who were planning to relocate in one of the eastern seaboard states. (\*The Eastern Defense Command\*).

In March of 1944, the War Relocation Authority adopted a procedure which permitted the timid to go out and try work and life outside the center without breaking their last ties with the center. Those who hesitate to burn their bridges behind them may now go out on trial indefinite leave: they are given permits with a rider which gives them the privilege of returning to the center at any time between the beginning of the fifth month and at the end of the sixth month; they have only to present their riders to the Relocation Officer of the district in which they have been employed. The evacuee on this type of leave is restricted to the specific area and to the employment to which he originally goes (to prevent job-jumping and consequent development of attitudes adverse to evacuees), unless the Relocation Officer approves the change. He has to pay his own way out of the center--unless the employer wishes

---

\*Administrative Instruction No. 22 (Revised) Supplement 9, April 2, 1943;  
WRA Semi-Annual Report, Jan. 1 - June 30, 1943, p. 16.

to advance transportation money or unless the United States Employment Service pays his travel expenses--but at any time he wishes to give up his special return privilege, he can get an assistance grant and other privileges reserved for evacuees going out on regular indefinite leave. WRA Handbook on Issuance of Leave, Section 60.12.

### III

Conditions under which an evacuee can today leave a relocation center to resume private life outside the prohibited military areas.

Today to leave a relocation center for the purpose of living outside the center and outside the prohibited areas of the west coast, an adult evacuee must meet the following eligibility requirements: (1) he must have been granted leave clearance pursuant to filing the approved application questionnaire; or

(2) if he has not yet been granted leave clearance, he must have filed application for leave clearance at the time of the mass registration program or else he must have become 18 years of age\* since the mass registration and subsequently applied for leave clearance, and he must meet the following requirements (WRA Handbook on Issuance of Leave, Section 60.4.3):

- (a) His initial answer to the loyalty question was an unqualified affirmative.
- (b) He has never applied for repatriation or expatriation.
- (c) He is not a Shinto priest.
- (d) If he is a male citizen of the United States who has returned from Japan after January 1, 1935, he has not lived in Japan for ten or more years after the age of six, has not received all or most of his formal education in Japan, and has received no formal education in Japan after the age of fifteen.
- (e) His application for leave clearance has not been denied, suspended or returned for further investigation.
- (f) The Project Director believes, upon the basis of investigation at the project, the application for leave clearance, and all other pertinent information available, that there is no reasonable ground to believe that the issuance of indefinite leave to the applicant would interfere with the war program or otherwise endanger the public peace and security.

The Project Director, without further authority from the Director, may issue an indefinite leave to anyone who fulfils the above requirements under any of the following circumstances:\*\*

---

\*Until May 17, 1944, minors applied for leave clearance upon reaching the age of 17.

\*\*The Project Director may not, however, issue a permit to relocate within an area designated by a Relocation Supervisor or the Director as restricted, without the approval of the proper War Relocation Authority official.

- (1) The applicant proposes to accept a definite employment offer or an offer of support that has been investigated and approved by the Relocation Officer.
- (2) The applicant has adequate financial resources to support himself without employment in a location where community acceptance has been established.
- (3) The applicant proposes to go to a given area pursuant to a notice from the Relocation Officer to the Project Director that a specific number of evacuees can be placed in that area within a given time.
- (4) The applicant has made arrangements to live in an approved hostel or private home while arranging for employment.
- (5) The applicant is on seasonal work leave, wishes to find permanent employment, and upon the basis of his employment record may be expected to find employment in the area of his choice.
- (6) The applicant proposes to accept an employment offer by a Federal, State, or local governmental agency.
- (7) The applicant is a student accepted by an approved college, university or professional school and has either sufficient funds or a reasonably certain opportunity for part time employment to enable him to finish one quarter of one semester of work, and, in the event that the school of his choice has Army contracts, if he has secured the approval of the Provost Marshal General's Office.
- (8) The applicant is joining a member of his immediate family, proposing to marry someone living outside a relocation center and to live with him or her, or going out to live as a dependent with someone who will support him.

Finally anyone who goes out on indefinite leave must agree to notify the War Relocation Authority of any change of address which he may make.

In summary then, today national security interests, the ability to support himself, community acceptance, and promised notification of changes in address are the basic conditions upon which an evacuee is allowed to leave a relocation center. Having met these requirements, he is free to settle anywhere in the United States except of course within the prohibited areas of the west coast.

IV

The necessity for imposing the conditions that must be met by evacuees before they may secure indefinite leave

The leave regulations of the War Relocation Authority, and detention within a relocation center until leave is issued pursuant to these regulations, make planned and orderly what would otherwise be helter-skelter and spasmodic. They enable a screening of evacuees believed to be dangerous from the whole-some majority whose relocation it is the principal object of the Authority to achieve. They enable the preparation of public opinion in the communities to which the evacuees wish to go for settlement. They convert what might otherwise be a disorderly flood of unwanted people into unprepared communities, into a steady, orderly, planned relocation that gives every promise of being able to amalgamate the newcomers without incidents, and to their mutual advantage. The detention is insisted upon - for the group as a whole - only until the security processing can be completed and a relocation opportunity discovered. It is only for the minority to whom leave clearance is denied, after investigation and hearing, that detention is effectuated for longer than that.

1. The purpose of security investigation.

The evacuation itself was based on the premise that the Japanese-American population in residence on the Pacific Coast constituted a threat to national security in the event of invasion by the armed forces of Japan. In the spring of 1942 it was believed that invasion was imminent, and it was believed that in the event of invasion a certain proportion of the resident Japanese population might commit acts of espionage and sabotage or engage in fifth column activities. No one could tell offhand which Japanese or Japanese-American residents were potentially dangerous and which were loyal Americans. There was not time, it was maintained, to determine the potentially dangerous when at any moment bombs might fall upon Los Angeles, San Francisco, or Seattle. Hence the mass evacuation. After the evacuees had been removed from the coastal region and confined in relocation centers, however, there were both time and opportunity to devise and effectuate a screening procedure.

How leave clearance operates

During the mass registration of early 1943, every alien and every female citizen in relocation centers who had reached the age of 17 was required to fill out the questionnaire known as form WRA-126 Rev., the application for leave clearance, and every male citizen who had reached the age of 17 was required to fill out the form for Army registration (DSS 304A) in duplicate, so that the War Relocation Authority might have on file the answers to the 28 questions contained in that questionnaire. In addition each male citizen filled out WRA 126a, which supplemented the Army questionnaire with questions 29 to 33 of the form WRA-126 Rev.

The questionnaires are detailed and comprehensive, covering background experience from birth to the moment the questionnaire is filled out, including lists of relatives in Japan, citizen status of parents, every educational institution attended, precise information about any trips to Japan, employment experience, organization membership, donations made to any organization or cause, references from the communities of former residence, listings of any

foreign investments and any conceivable connections with foreign governments. Once this information is collected on the project, the docket for each applicant, consisting of the questionnaire, letters of reference and all pertinent information whatsoever, is sent to the Washington office of the War Relocation Authority. From the Washington office an individual record sheet is sent to the Federal Bureau of Investigation where a check is made against the records of that agency. Every name is checked, and any information in the Federal Bureau of Investigation files on any applicant for leave clearance is returned to the War Relocation Authority.

All citizen dockets were until recently also sent to the Japanese American Joint Board for review. This board was established by a War Department order dated January 20, 1943, and was composed of one representative each from the War Relocation Authority, Office of Naval Intelligence, Military Intelligence Service, and the Provost Marshal General's Office. This board was created specifically to assist in determining the loyalty of American citizens of Japanese ancestry under the jurisdiction of the War Relocation Authority in a special clearance for war plant employment. Early in 1943, however, the Joint Board agreed to consider the cases of all evacuees American citizens who were 17 or more years of age and to make recommendations to the War Relocation Authority on the granting of indefinite leave. This board checked names with the files made available by the Office of Naval Intelligence, Military Intelligence Service and the Western Defense Command. The recommendations of the Joint Board were not binding on the War Relocation Authority. However, the War Relocation Authority has been guided by these recommendations to the extent of making further investigations in cases where the Joint Board has failed to recommend the granting of indefinite leave. In May 1944, the Joint Board was disestablished, returning to the War Relocation Authority about 1,000 cases upon which it had taken no action. Since that time clearance for war plant employment has been handled by the Provost Marshal General's Office. Prior to its dissolution, the Joint Board reviewed a total of nearly 37,000 cases.\*

Aliens were not processed by the Joint Board, though information on certain individuals has in some instances been presented to the War Relocation Authority by the Western Defense Command, Office of Naval Intelligence and the Military Intelligence Service. Citizens coming of age for leave clearance since the Joint Board dissolved are processed by the War Relocation Authority, after checking the records of the Federal Bureau of Investigation, and only in special cases are their dockets submitted to the Provost Marshal General's Office for additional investigation--as in applications for war

---

\*On December 14, 1943, the War Relocation Authority withdrew from an unwritten agreement with the War Department not to issue leave for destinations within the Eastern Defense Command to citizen evacuees until Joint Board approval of their cases had been received. The War Relocation Authority agreed, however, not to issue leave to such destinations where the Joint Board had reviewed the cases and issued negative recommendations. On July 18, 1944, the Under Secretary of the Interior, on the recommendation of the Director of the War Relocation Authority, notified the War Department that thenceforth the War Relocation Authority would issue leave to the Eastern Defense Command to any person eligible for leave under War Relocation Authority procedures, regardless of any action taken by the Joint Board.

plant clearance.

Project investigations, hearings and review

The necessity that confronted the War Relocation Authority of determining loyalties by administrative procedures has been practically unique in American history. In the summer of 1943, the Tule Lake Relocation Center was converted to a segregation center for the detention of those evacuees whose loyalties were judged to lie with Japan. The mass movements of September and October transferred from regular centers to Tule Lake the majority of segregants. Those transferred to this first mass movement were the people who, on their own declaration, were not loyal to the United States or who wished to return to Japan, or both, together with their dependents and minor children. The people in this category, who had applied for repatriation or expatriation to Japan without retraction or had answered the loyalty question in the negative and had declared that they did not wish to change their answers, were sent to the segregation center without hearings. Their removal left a smaller but substantial group in every center whose status could be equitably defined only on the basis of individual hearings. This group was composed of (1) persons who had changed their original negative or qualified answers to the loyalty question to an unqualified affirmative, (2) those who had retracted requests for expatriation or repatriation, (3) those who were the subject of adverse reports from one or more of the Federal Intelligence agencies or from the Japanese American Joint Board, and (4) those who in the opinion of the Project Director, on the score of information available to him, were not eligible for indefinite leave.

In the late summer of 1943, there was established a procedure for center investigation of doubtful cases, including individual hearings. In September 1943, the Director set up a panel of reviewers in the Washington Office. The function of this panel has been to review the project investigations and the recommendations of the Project Directors, and to make independent recommendations for or against leave clearance to the Director, who is responsible for deciding whether an individual shall be granted leave clearance, or denied leave clearance and transferred to the segregation center, or whether the docket should be returned to the project for further investigation and hearing. As the evacuees are granted clearance they are free to obtain indefinite leave permits and leave the center as soon as they meet the additional requirements for relocation; as they are denied leave clearance, the individuals have been sent in small groups in the segregation center. In the interests of fairness and good administrative practice, a panel of dispassionate, qualified citizens who are not otherwise connected with the War Relocation Authority has been set up to provide a board of appeals for segregants denied leave clearance and resident at the segregation center who feel that they are unjustly classified.

The operation of the War Relocation Authority's leave clearance procedures has been described in detail in order to indicate the thoroughness of the process particularly in the light of widely publicized accusations made by various persons and organizations charging the War Relocation Authority with releasing saboteurs and spies in irresponsible fashion.

The results of the relocation program as of July 29, 1944, are indicated below:

1. Population in all centers.....79,686
  - 8 relocation centers.....61,002
  - Tule Lake Segregation Center.....18,684
2. Number of evacuees out on Indefinite Leave.....28,911

CITIZENSHIP OF EVACUEES BY AGE GROUPS

LOCATION OR STATUS	Under 17			Over 17		
	Total	Citizen	Alien	Total	Citizen	Alien
Relocation centers	19,155	19,094	61	41,847	14,823	27,024
Tule Lake	5,064	5,045	19	13,620	7,660	5,960
TOTALS	24,219	24,139	80	55,467	22,483	32,984
On Indefinite Leave	3,051	3,042	9	25,860	22,102	3,758

In the history of the relocation program, 83,000 evacuees, all of whom were 17 or more years of age at the time of filing, have submitted applications for leave clearance. Of these, as of July 31, 1944, 68,000 persons including 30,000 aliens\* have been granted leave clearance or have been found to be eligible for indefinite leave in advance of leave clearance because they did not fall into the category of "doubtful cases". Of the remaining 15,000 evacuees who constitute the balance of the adult population, 3680 were segregated and transferred to Tule Lake because of their answers to the loyalty question or because they had applied for repatriation or expatriation; 1528 have been denied clearance on the basis of individual hearings and are being transferred to Tule Lake as rapidly as possible (1200 of these were citizens and 328 were aliens); 792 cases were in process of hearings and review which will shortly decide whether these evacuees should become eligible for indefinite leave or should be segregated; the balance are residents of Tule Lake because they chose to accompany actual segregants as family members.

2. Why an evacuee must have means of support.

Common sense has dictated the requirement that an evacuee must have either prospects of employment or private means adequate for his support in order to relocate. In the first place, no community wants to receive individuals who are certain to go on the relief rolls; in the second place, the existing prejudice against persons of Japanese ancestry makes it more difficult for them than for people of other racial background to get jobs even where there is urgent demand for workers, so that they frequently need help in finding suitable employment; in the first place, an adult human being can generally make a satisfactory adjustment to his environment only if he has a job or other means of support.

3. Why the evacuee must give notice of change of address or employment.

The requirement that every evacuee out on indefinite leave must notify the Director of the War Relocation Authority of any and all changes in employment and residence was never intended as a means of surveillance. The requirement was set forth because in connection with property interests,

\*These figures include all persons who have left the centers on indefinite leave.

business matters, or family emergencies, the War Relocation Authority is constantly in need of having the relocated evacuee's correct address. In the event of a sudden flare-up of public sentiment in a community where evacuees have their residence, it is important that the War Relocation Authority should be able to get in touch with those evacuee residents quickly. The knowledge of the whereabouts of released evacuees obtained through the reports also enables the Authority to take precautionary steps to prevent the occurrence of hostile incidents. Finally, it is simply good administration in this unprecedented program to be able to inform others where these people are.

4. The purpose of the community acceptance requirement.

Willingness on the part of the community to accept evacuees has proved to be the major factor in successful relocation of the evacuees to private life. It must be remembered that prior to evacuation, comparatively few communities in the United States as a whole had ever contained persons of Japanese race; the majority of residents in such communities had never had any contact whatsoever with Japanese Americans and knew nothing about them. From the attack on Pearl Harbor until evacuation became a fact agitation and pressure group tactics had widely publicized unsubstantiated charges against this entire minority group, and Japanese Americans were objects of both hostility and fear.

Originally community acceptance was investigated by the Washington office through contacts with a few local officials and organizations in the place named by the applicant for indefinite leave as his destination. With the establishment of relocation field offices, the task of securing community acceptance became a function of the Relocation Officer. He became, in a sense an educator of the community, and his technique was devised to stimulate sufficient local interest for the development of local committees which would assume the responsibility of introducing the evacuee to the life of the community. Church groups, educational organizations, local editors, business and professional organizations, and various officials have responded well in many localities to requests for their cooperation and have helped to disseminate accurate information about the evacuated people with a view to dispelling legends and rumors which had stood in the way of evacuee-rehabilitation.

VI.

The current problem of relocation

The chief problems confronting the War Relocation Authority today are two: persuading the evacuees to go out; and (2) informing the public of the facts about evacuees eligible to relocate in order to further their acceptance. The two problems are closely interrelated, since non-acceptance, real or fancied, definitely blocks any but the most courageous from relocating.

There are thousands more job opportunities than there are people who will venture out to take them. The young single people and the young married couples without children were the first to relocate, and at this time they have been pretty well drained away from the centers. The War Relocation Authority is working now to encourage families and groups of families to relocate, and it is these people with dependents who hesitate; assistance grants and trial indefinite leave have been devised as incentives to the timid, and family counselors work with family heads to formulate plans for relocation.

Until such time as the military situation makes it possible for the War Department to revoke the exclusion orders now applicable to the West Coast area, the WRA will continue centering its major efforts on relocating in communities outside that area the family groups and single individuals still residing in the eight relocation centers.