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## COMMUNITY ORGANIZATION

### I. Community Government

#### A. History

1. A narrative account of the initiation, progress and development of community government including the temporary council, organization, commission, permanent council and committees and commissions of the council.

#### B. Organization

1. Statement of formal organization of:

- a. Temporary council
- b. Organization Commission
- c. Permanent Council
- d. Committees
- e. Judicial Commission
- f. Relocation Planning Commission
- g. Other Council Created groups
- h. Block Councils

#### C. Functions

1. Describe the effectiveness of community council organization and leadership in meeting the following functions:

- a. Legislative
- b. Judicial
- c. Advisory
- d. Communication
- e. Planning
- f. Ceremonial

#### D. Participation

1. To what extent and with what success did the council or council groups participate in policy, procedures and administration of center programs such as:

- a. Relocation
- b. Segregation
- c. Education
- d. Health
- e. Law and Order



- f. Production
- g. Labor Relations
- h. Public Relations
- i. Registration
- j. Others

E. Relationships

1. Administrative - How effective were relations between administration and council in transmission of problems and developing cooperative relations for joint action.
2. Community - How effective was the Council in keeping the community informed of problems and of reflecting community sentiment. What system was developed to accomplish these ends.
3. Council - What relations were maintained with other center groups such as business, religion, etc.

F. Problems

1. What major problems or crises arose during history of center and to what extent did council participate in resolving difficulties:
  - a. Registration
  - b. Relocation
  - c. Segregation
  - d. Employment
  - e. Labor Relations
  - f. Hospital
  - g. Others

G. Evaluation

1. How effective was community government as a device for facilitating center administration?
2. How effective was the council in presenting community point of view?
3. Could delegation of responsibilities have been broadened from time to time?



4. To what extent were former leaders willing to participate in community government, and the reasons for participation or its absence?
5. Did the community have reasonable confidence in the council and its leadership?
6. What types of conflicts arose with Block Managers and were Manager-Council Organizations competitive or complementary?
7. How successful was community government as a mechanism for training in civic responsibility and Americanization?

General Comment: Since the community interpretation of events is undoubtedly different from that of the administration it would be desirable for two separate reports be prepared, one by the council and one by the administration.



[ May, 1942 ]  
by S. S. Kimball

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## WAR RELOCATION AUTHORITY

### Regulations Concerning Organization of Self-Government within Assembly Centers and Relocation Centers

Pursuant to the provisions of Executive Order No. 9102

of March 18, 1942, the following regulations are hereby prescribed to govern the establishment and operation of agencies of self-government within the Relocation Centers administered by the War Relocation Authority and, pursuant to cooperative arrangements to be made between the War Relocation Authority and the Wartime Civil Control Administration established by the Western Defense Command of the United States, within Assembly Centers administered by the Wartime Civil Control Administration.

#### Article I - Purpose and Applicability

Section 1. These regulations are prescribed at this time to make possible the establishment and operation of a temporary system of self-government with Assembly Centers and Relocation Centers. The system of self-government herein provided for is intended to satisfy the immediate need for the organization and operation of self-governing institutions, pending the formulation of a more adequate and more permanent system of self-government to be subsequently established. It is the intention of the War Relocation Authority to observe the operation of the temporary system of self-government herein prescribed within Assembly Centers and within Relocation Centers, to make note of deficiencies that such operation will reveal, to consult persons resident in Relocation Centers as to their preferences as to alternative types of organization, and thereafter to modify the system herein prescribed in such manner as may be appropriate.

Sec. 2. These regulations shall be applicable, unless other-



wise ordered by the Director of the War Relocation Authority, to every Relocation Center administered by the War Relocation Authority, and to those Assembly Centers administered by the Wartime Civil Control Administration of the Western Defense Command of the United States that shall be designated for this purpose by agreement between the Wartime Civil Control Administration and the War Relocation Authority.

Sec. 3. All provisions of these regulations, other than the provisions of Articles IV and VII hereof, shall go into effect on the date that these regulations are issued. The provisions of Articles IV and VII hereof shall go into effect on such date as the Director of the War Relocation Authority shall hereafter declare. These regulations shall remain in effect from their effective date until terminated by the Director of the War Relocation Authority.

Sec. 4. The right to revise or repeal any of the provisions of these regulations is hereby expressly reserved, and none of such provisions shall be deemed to confer upon any person a right to their continuance. All offices and positions established by these regulations shall be held subject to such right to revise and repeal.

#### Article II - The Municipal Council

Section 1. There is established, at each Relocation Center and Assembly Center to which these regulations are applicable, a Municipal Council to exercise such rule-making power as is conferred upon the Council in these regulations.

Sec. 2. The Municipal Council shall consist of nine members, except that on the recommendation of the Project Director and with the approval of the Director of the War Relocation Authority, the number of members of the Council may be decreased to any number not less than five, or increased to any number not more than fifteen.



Sec. 3. The members of the Municipal Council shall be elected to such office in accordance with the provisions of these regulations. The Project Director of each Relocation Center, or the person designated for this purpose by the Director of the War Relocation Authority at each Assembly Center, to which these regulations are applicable (hereinafter for the purposes of these regulations referred to as "Project Director"), shall supervise the conduct of all elections provided for in these regulations and shall make all necessary arrangements therefor.

Sec. 4. The Project Director shall make known, for a reasonable time in advance of such dates, the date on which nominations for office must be submitted and the date on which election will take place. Not less than ten (10) days shall elapse between the date on which nominations are closed and the election date. Nominating petitions shall be filed with the Project Director to nominate candidates for members of the Municipal Council. No nominating petition shall be accepted by the Project Director unless it shall be signed by 25 or more eligible voters.

Sec. 5. The names of all nominees shall be arranged in the alphabetical order of the surnames upon ballots, with a square before each name, in which square the voter shall be instructed to insert an "X" mark to indicate his preference. The ballot shall be secret.

Sec. 6. The Project Director shall divide the entire area of the Center into as many precincts as there shall be members of the Municipal Council; the precincts to be of such size as to contain substantially equal numbers of residents. Each precinct shall elect one member to the Council. The nominations and elections for members of the Council shall be conducted separately for each precinct. No one shall be eligible for election to the Council from



a particular precinct unless he shall reside within that precinct.

Sec. 7. The Project Director shall provide the necessary polling places, ballots, ballot boxes, tally sheets, voting eligibility lists, and such other materials, information, and personnel as shall be necessary. All elections shall be conducted in a fair and impartial manner, with adequate opportunity for campaigning and discussion.

Sec. 8. Eligibility to vote in any election provided for under these regulations shall be limited to those persons of Japanese ancestry who shall reside within the Relocation Center, shall be 21 years of age or over, and shall, if eligible for enlistment in the War Relocation Work Corps, have enlisted in such Corps. Eligibility to hold any elective or appointive office provided for in these regulations shall be limited to those persons of Japanese ancestry who reside in the Relocation Center, are 21 years of age or over, who shall, if eligible for enlistment in the War Relocation Work Corps, have enlisted in such Work Corps, and who shall be citizens of the United States.

Sec. 9. The Municipal Council shall meet at the call of the Mayor, which office is provided for in Article IV hereof, and at such other times as shall be stated in the rules of procedure adopted by the Council. The Council shall have authority to adopt rules of procedure to govern its activities, and to amend such rules from time to time, but no provision of such rules of procedure shall be valid if in conflict with the regulations of the War Relocation Authority.

Sec. 10. The Council shall keep a record of its proceedings. The Mayor shall preside at meetings of the Council but shall not be entitled to vote on any question before the Council. All ordinances,



resolutions, and other official acts of the Council shall be in writing and shall not be considered adopted by the Council unless approved by vote of a majority of the members of the Council.

Sec. 11. Each member of the Council shall hold office for one year and until his successor shall be chosen; but shall be eligible for reelection.

Sec. 12. There is hereby delegated to the Municipal Council of each Center the function and responsibility of assisting in the maintenance of law and order within the Center, and to that end the Council shall have general rule-making power for the government of the Relocation Center, within such framework of government for the Center as shall be established by the laws of the United States and the regulations of the War Relocation Authority. The Council shall adopt such ordinances as may be necessary to provide for peace and tranquillity within the Center; to encourage orderliness, cleanliness, recreation, health, education, and the welfare of the community; to define offenses in addition to those specified in Article VII of these regulations, and provide for their punishment; and to promote loyalty to the United States of America. The Council shall have authority to levy assessments upon residents of the Center, but only for the purpose of raising revenue for the support of education, recreation, health, and such other community services, facilities, and activities as will directly promote the general welfare of the community. Revenue derived from such assessments shall be expendable only on the basis of appropriations made by the Council and on warrants against such appropriations issued by the Mayor.

Sec. 13. The Council shall adopt no ordinances abridging the freedom of speech, freedom of the press, or the freedom of religion, or the right peaceably to assemble and to petition for a redress of grievances.

Sec. 14. Except as provided in sections 15 and 16 of this



Article, all ordinances of the Municipal Council shall be effective from the date of their adoption unless vetoed by the Project Director within 14 days after such adoption. Ordinances so vetoed shall be void.

Sec. 15. The Director of the War Relocation Authority may at any time, in a communication addressed to the members of the Municipal Council, set aside and make void any ordinance which he finds detrimental to the best interests of the Center.

Sec. 16. No ordinance levying an assessment upon residents of the Center, or defining offenses in addition to those specified in Article VII of these regulations for which the maximum penalty shall exceed a fine of \$25.00 or confinement in the Guardhouse for more than six days, shall be effective until it has been approved in writing by the Project Director.

#### Article III - The Advisory Council

Section 1. The Municipal Council provided for in Article II of these regulations shall, in addition to exercising the rule-making powers conferred upon it in Article II, serve as an Advisory Council to the Project Director on all matters that may concern administration of the Center. The Project Director may refer to the Advisory Council any question upon which he wishes to secure its advice; and the Council may, on its own initiative, submit recommendations to the Project Director on any matter concerning administration of the Center. The record of the actions of the Advisory Council shall be kept distinct from the record of the actions of the Municipal Council.

#### Article IV - The Mayor

Section 1. There is established at each Relocation and Assembly Center to which these regulations are applicable the position of Mayor. The Mayor shall be elected under the procedures



provided for in Article II of these regulations and shall serve for a term of one year and until his successor has been chosen; but shall be eligible for reelection. The Project Director shall have the right to disapprove any nomination of a candidate for the position of Mayor. The name of any nominee disapproved by the Project Director shall not appear on the ballot, and such nominee shall not be eligible to hold such office.

Sec. 2. There is hereby delegated to the Mayor of each Center the function and responsibility of assisting in the maintenance of law and order within the Center, and to that end the Mayor shall see that all ordinances of the Municipal Council are faithfully executed, and shall serve as the Executive Officer of the system of self-government within the Center.

Sec. 3. The Mayor shall sign every ordinance of the Municipal Council of which he shall approve. He may veto any ordinance of the Council within three days of its adoption, but the Council shall have authority to reenact such ordinance by a two-thirds vote of its membership, and such reenacted ordinance shall be valid without the approval of the Mayor.

Sec. 4. The Mayor shall supervise and be responsible for the conduct of the Chief of Police and the members of the Police Department provided for in Article VI of these regulations.

Sec. 5. The Project Director of each Center to which these regulations are applicable shall divide each of the precincts provided for in Article II of these regulations, into blocks. The blocks shall be of such size as to contain substantially equal numbers of residents. Each block shall have the right to elect one person who is a resident of such block to the position of Block Leader. The Block Leaders shall be responsible to the Mayor, and shall perform under his supervision such administrative functions in the enforcement of ordinances of the Municipal Council and regulations of the War Relocation Authority as shall from time to time be assigned to them.



## Article V - The Courts

Section 1. There is established at each Center to which these regulations are applicable a Municipal Court. There is hereby delegated to the Municipal Court of each Center the function and responsibility of assisting in the maintenance of law and order within the Center of which it is a part, in accordance with the procedures and subject to the limitations specified in these regulations.

Sec. 2. In the disposition of cases instituted in the Municipal Court, for the purposes specified in Section 1 of this Article, the Court shall exercise civil jurisdiction in law and equity, and criminal jurisdiction, within the limitations specified in these and other regulations of the War Relocation Authority.

Sec. 3. Each Municipal Court shall have power, by rules of court, to define and regulate its procedure so far as consistent with the provisions of this Article and the regulations of the War Relocation Authority.

Sec. 4. The criminal jurisdiction of the Court shall extend to cases involving the offenses specified in Article VII of these regulations and to such other offenses as shall be established in the ordinances of the Municipal Council, but such jurisdiction shall not extend over cases involving murder; assault with intent to kill; conspiracy to commit murder; rape; robbery, theft, larceny, embezzlement, fraud, forgery, receiving stolen property, or extortion, where the amount involved is more than \$1,000; or treason.

Sec. 5. The civil jurisdiction of the Court shall extend to all disputes between residents of the Center, except that the Court shall not have jurisdiction to perform a marriage, grant a divorce, admit a will to probate, determine inheritance, or provide for the adoption of a child.

Sec. 6. A resident of a Relocation Center who shall wish to



file suit on a cause of action not within the jurisdiction of the Municipal Court provided for in these regulations may make application to the Project Director under the applicable regulations of the War Relocation Authority for the issuance of a furlough to enable him to institute and prosecute such cause of action in the appropriate court of the State or of the United States. A resident of a Relocation Center who shall be arrested for the commission of an offense not within the jurisdiction of the Municipal Court provided for in these regulations shall be delivered to the custody of the appropriate officers of the State or of the United States.

Sec. 7. In the disposition of cases within the jurisdiction of the Court, the Municipal Court shall apply the laws of the United States and the regulations of the War Relocation Authority that may be applicable. Any matters that are not covered by applicable laws of the United States or the regulations of the War Relocation Authority shall be decided by the Court according to the laws of the State in which the matter in dispute may lie.

Sec. 8. With respect to any of the offenses, or any of the civil causes of action, over which courts of the State in which the Center is located, or courts of the United States, may have lawful jurisdiction, the jurisdiction of the Municipal Court will be concurrent and not exclusive.

Sec. 9. The Director of the War Relocation Authority shall appoint for each Municipal Court a presiding judge whose duties shall be regular and permanent, and one or more associate judges who may be called to service by the presiding judge when occasion requires. The Project Director and the Municipal Council shall separately submit to the Director of the War Relocation Authority their recommendations of persons qualified for appointment as judges of the Court. Each judge shall hold office for one year and until his successor shall be chosen; but shall be eligible for



reappointment. A person shall be eligible to serve as a judge of a Municipal Court only if he shall meet the conditions of eligibility for office stated in Article II of these regulations and, in addition thereto, has never been convicted of a felony, or within one year then last past, of a misdemeanor. No judge shall be qualified to act as such in any case wherein he has any direct interest or wherein any relative by marriage or blood in the first or second degrees is a party.

Sec. 10. Any judge of a Municipal Court may be suspended or removed from office by the Director of the War Relocation Authority for cause, upon the recommendation of the Municipal Council, or otherwise.

Sec. 11. Sessions of the Municipal Court for the trial of cases shall be held with sufficient frequency to keep current the docket of the Court.

Sec. 12. In all criminal cases the prosecuting attorney shall be the project attorney or such other attorney as shall be designated for this purpose by the Solicitor of the War Relocation Authority. Where the defendant is not represented by counsel the court shall appoint competent counsel for his defense.

Sec. 13. Any person who is a resident of the Center and is a member of the Bar of a State of the United States admitted to practice before the courts of such State, shall be eligible to practice in the Municipal Court.

Sec. 14. There is established the War Relocation Court of Appeals, which shall have jurisdiction to hear and determine, on behalf of the Director of the War Relocation Authority, appeals in all cases from the Municipal Court of any Center to which these regulations are applicable. An appeal to the War Relocation Court of Appeals shall be available as a matter of right from any final judgment of a Municipal Court.



Sec. 15. The Solicitor of the War Relocation Authority shall be the presiding judge and the Assistant Solicitors and regional attorneys of the War Relocation Authority shall be the associate judges of the War Relocation Court of Appeals. The Court of Appeals shall prescribe the time and place of its sessions, and all other details of judicial procedure not prescribed by these regulations, in rules of court. The Court shall hold sessions in the several Centers to which these regulations are applicable, with sufficient frequency to keep current the docket of the Court. Sessions of the Court may be presided over by one or more judges of the Court of Appeals as designated from time to time by the presiding judge, or as provided in the rules of court.

Sec. 16. Any person who shall feel aggrieved by a final judgment of the War Relocation Court of Appeals may apply to the Project Director for a furlough under the applicable regulations of the War Relocation Authority to institute an original suit in the appropriate court of a State or of the United States to have his rights determined in accordance with the applicable law of such State or of the United States.

Sec. 17. The several Municipal Courts and the War Relocation Court of Appeals shall keep a record of all proceedings of the Court. The record to be kept by the several Municipal Courts shall reflect the title of the case, the names of the parties, the substance of the complaint, the names and addresses of all witnesses, the date of the hearing or trial, by whom conducted, the findings of the Court or jury, and the judgment, together with any other facts or circumstances deemed of importance to the case. Sessions of the Court shall be open to the public. The records of the Court shall be at all times available for public inspection, under suitable safeguards.



Sec. 18. Any party who shall appeal from a judgment of the Municipal Court shall give notice of such appeal to the trial judge, and shall give proper assurance to the trial judge, through the posting of a bond or in any other manner that the trial judge shall find satisfactory, that he will satisfy the judgment if it is affirmed by the War Relocation Court of Appeals, unless he shall institute further action, pursuant to furlough, in a court of the State or the United States, and that he will in such case satisfy such judgment as shall be finally entered in such court. In any case where a party has perfected his right to appeal, as established herein or by Rule of Court, the judgment of the trial court shall not be executed until after final disposition of the case.

Sec. 19. In any case where a substantial question of fact is raised, the defendant may demand a jury trial. A list of eligible jurors shall be prepared by the Municipal Council each year. In any case, a jury shall consist of six residents of the Center in which the trial is held, selected from the list of eligible jurors by the judge. Any party to the case may challenge not more than three members of the jury panel so chosen. The judge shall instruct the jury in the law governing the case, and the jury shall bring a verdict for the complainant or the defendant. The judge shall render judgment in accordance with the verdict and existing law. If the jury is unable to reach a unanimous verdict, the verdict may be rendered by a two-thirds majority vote. Each juror who serves upon a jury shall be entitled to such fee for his services as shall be provided under the applicable regulations of the War Relocation Authority.

Sec. 20. The several judges of the Municipal Courts shall have the power to issue subpoenas for the attendance of witnesses either on their own motion or on the request of the Chief of Police or Mayor, or any of the parties to the case, which subpoenas shall



bear the signature of the judge issuing it. Each witness answering such subpoena shall be entitled to such fee for his services as shall be provided in the applicable regulations of the War Relocation Authority. Failure to obey such subpoena shall be deemed an offense as provided in Article VII of these regulations. Service of such subpoenas shall be by a regularly acting member of the Police Department established in Article VI of these regulations, or by a person appointed by the Court for that purpose.

Sec. 21. The Mayor shall appoint a Clerk of Court for the Municipal Court who shall serve both as Clerk and as bailiff. The Clerk shall attend and keep a written record of all proceedings of the Court; shall assist the Court in maintaining order in the Court room; shall administer oaths to witnesses; shall collect all fines paid, and pay out all fees authorized by applicable regulations, and make an accounting thereof to the Mayor.

Sec. 22. No complaint filed in any Municipal Court shall be valid unless it shall bear the signature of the complainant or complaining witness, witnessed by a duly qualified judge of the Municipal Court or by the Mayor, or by a Block Leader, or by the Clerk of the Court.

Sec. 23. Every judge of the Municipal Court shall have the authority to issue Warrants to Apprehend, such warrants to issue in the discretion of the Court only after a written complaint shall have been filed bearing the signature of the complaining witness. Service of such warrants shall be made by a duly qualified member of the police force. No Warrant to Apprehend shall be valid unless it shall bear the signature of a duly qualified judge of the Municipal Court.

Sec. 24. No member of the police force shall arrest any person for any offense defined in Article VII of these regulations, or by ordinance of the Municipal Council, or by a law of the United



States, except when such offense shall occur in the presence of the arresting officer, or he shall have reasonable evidence that the person arrested has committed an offense, or the officer shall have a warrant commanding him to apprehend such person.

Sec. 25. Every judge of a Municipal Court shall have authority to issue warrants for search and seizure of the premises and property of any person under the jurisdiction of the Court. No Warrant of Search and Seizure shall issue, however, except upon a duly written and signed complaint based upon reliable information or belief and charging the commission of some offense against the community. No Warrant for Search and Seizure shall be valid unless it contains the name or description of the person or property to be searched and describes the articles or property to be seized, and bears the signature of a duly qualified judge of the Municipal Court. Service of Warrants of Search and Seizure shall be made only by members of the police force. No police officer shall search or seize any property without a warrant, unless he shall know, or have reasonable cause to believe, that the person in possession of such property is engaged in the commission of an offense under these regulations or the ordinances of the Municipal Council. Unlawful search or seizure will be deemed trespass, and punished in accordance with Article VII of these regulations.

Sec. 26. No person shall be detained in the Guardhouse under these regulations for a longer period than 36 hours, unless there be issued a commitment bearing the signature of a duly qualified judge of the Municipal Court. There shall be issued for each person held for trial a temporary commitment, and for each person held after sentence a final commitment on the prescribed forms.

Sec. 27. Every person charged with an offense before any Municipal Court may be admitted to bail. Bail shall be by two reliable residents of the Center who shall appear before a judge of the Municipal Court where complaint has been filed, and there execute



an agreement in compliance with the form provided therefor. In no case shall the penalty specified in the agreement exceed twice the maximum penalty set for violation of the offense with which the accused is charged.

Sec. 28. The term "signature" as used in these regulations shall be defined as the written signature or the witnessed thumb print or mark of any individual.

Sec. 29. No employee of the War Relocation Authority shall obstruct, interfere with, or control the functions of any Municipal Court, or influence such functions in any manner except as permitted by these regulations, or in response to a request for advice, or information, from the Court. Employees of the War Relocation Authority, particularly those who are engaged in social service, health and educational work, shall assist the Court upon its request in the preparation and presentation of the facts in the case, and in the proper treatment of individual offenders.

Sec. 30. In civil actions the Municipal Court shall have jurisdiction of all suits wherein the parties to the action are residents of the Center and of all other suits wherein the defendant is a resident of the Center of which the Court is a part and the plaintiff is a resident of another Center under the jurisdiction of the War Relocation Authority. No judgment shall be given in any suit unless the defendant has actually received notice of such suit and ample opportunity to appear in Court in his defense. Evidence of the receipt of the notice shall be kept as part of the record in the case.

Sec. 31. No complaint filed with the Municipal Court shall be valid unless it shall contain a statement in substantially the following form:



"The complainant hereby voluntarily submits himself to the jurisdiction of the Court, and agrees to abide by the decision and judgment of the Court, subject to the complainant's right of appeal to the War Relocation Court of Appeals and subject, further, to the right of the complainant to have the merits of his case examined anew in the appropriate court of the State or of the United States."

Sec. 32. The Court shall not entertain jurisdiction in any civil case over any defendant unless the answer filed by the defendant shall contain a statement in substantially the following form:

"The defendant hereby voluntarily submits himself to the jurisdiction of the Court, and agrees to abide by the decision and judgment of the Court, subject to the defendant's right of appeal to the War Relocation Court of Appeals and subject, further, to the right of the defendant to have the merits of his case examined anew in the appropriate court of the State or of the United States."

Sec. 33. In every case where the complainant shall file a valid complaint in a civil action with the Municipal Court, and the defendant after receiving proper notice shall refuse or fail to file an answer that shall contain such a statement as is required in Section 32 of this Article, the Court shall dismiss the suit in all cases other than those covered in Section 34 of this Article.

Sec. 34. In any civil action in which the complainant shall file a valid complaint with the Municipal Court and the defendant after receiving proper notice shall refuse or fail to file an answer that shall contain such a statement as is required in Section 32 of this Article, and the Court shall satisfy itself that the dispute between the parties is of such nature that the failure to resolve it through the orderly processes of the Court will tend to promote



discord or violence between the parties to the dispute or others in the community, either by virtue of the fact that the statute of limitations under the applicable law of the State or of the United States for similar causes of action will run within a period of two years, and the complainant cannot readily institute and prosecute his suit in the appropriate courts of the State or the United States, or otherwise, the Court shall certify the record of the case to the Project Director. Upon such certification the Project Director shall set the case down for administrative hearing before him and shall issue a subpoena to the defendant requiring him to appear and answer. The Project Director shall dispose of such case in accordance with law, and shall enter such judgment as the law shall require. The proceedings in this case before the Project Director shall be in all respects similar to the proceedings that would govern such case in the Municipal Court, except that all questions of fact and of law shall be decided by the Project Director, and neither party shall have the right to demand a jury trial. The aggrieved party shall have the right to appeal from the decision of the Project Director in such case to the Director of the War Relocation Authority.

Sec. 35. In all civil cases judgment shall consist of an order of the Court awarding money damages to be paid to the injured party, or directing the surrender of certain property to the injured party, or requiring or prohibiting the performance of some other act for the benefit of the injured party. Where the injury inflicted was the result of negligence of the defendant, the judgment shall fairly compensate the injured party for the loss he has suffered. Where the injury was deliberately inflicted, the judgment shall impose an additional penalty upon the defendant, which additional penalty may run either in favor of the injured party or in favor of the community. Where the injury was inflicted as the result of accident or where the complainant and the defendant were at fault, the judgment may compensate the injured party for a reasonable part of the



loss he has suffered.

Sec. 36. Whenever the Court shall have ordered payment of money damages to an injured party and the losing party refuses to make such payment within the time set for payment by the court, and when the losing party has sufficient funds to his credit at the office of the Project Director to pay all or part of such judgment, the Project Director shall have authority to order the disbursing officer to pay over to the injured party the amount of the judgment, or such lesser amount as may be specified by the Project Director, from the account of the delinquent party. A judgment shall be considered a lawful debt in all proceedings of the War Relocation Authority. No recovery may be had after one year from date of final judgment in any suit unless such judgment shall have been renewed before date of expiration.

Sec. 37. Any person who has been convicted by the Court of violation of a provision of Article VII of these regulations, or of an ordinance of the Municipal Council defining any additional offense in accordance with these regulations, shall be sentenced by the Court to work for the benefit of the community for any period found by the Court to be appropriate; but the period fixed shall not exceed the maximum period set for the offense in Article VII or the applicable ordinance, and shall begin to run from the day of the sentence. During the period of sentence the person convicted may be confined in the Guardhouse of the Center if so directed by the Court. The work shall be assigned by and performed under the supervision of the Mayor or such person as he shall designate for that purpose. Whenever any convicted person shall be unable or unwilling to work, the Court shall in its discretion sentence him to confinement in the Guardhouse for the period of the sentence, or to pay a fine not exceeding \$2.00 a day for the same period. Such fine shall be paid in cash or in commodities or other personal



property of the required value as may be directed by the Court. Upon the request of the convicted person, the disbursing officer may approve a disbursing voucher chargeable to the account of the convicted person to cover payment of the fine imposed by the Court.

Sec. 38. In addition to any other sentence, the Court may require an offender who has inflicted injury upon the person or property of any individual, to make restitution, or to compensate the person injured through the surrender of property, the payment of money damages or the performance of any other act for the benefit of the injured party.

In determining the character and duration of the sentence which shall be imposed, the Court shall take into consideration the previous conduct of the defendant, the circumstances under which the offense was committed, whether the offense was malicious or willful, and whether the offender has attempted to make amends, and shall give due consideration to the extent of the defendant's resources and the needs of his dependents. The penalties specified for the several offenses in Article VII of these regulations shall be regarded as the maximum penalties, to be imposed only in extreme cases.

Sec. 39. Where sentence has been imposed upon any person, the Court may, in its discretion, suspend the sentence imposed and allow the offender his freedom on probation, upon his signing a pledge of good conduct during the period of the sentence upon the form provided therefor. Any person who shall violate his probation pledge shall be required to serve the original sentence, plus an additional half of such sentence, as penalty for the violation of his pledge.

Sec. 40. Any person committed by a Municipal Court, who shall have without misconduct served one-half the sentence imposed by such Court, shall be eligible to parole. Parole shall be granted only by a judge of the Municipal Court where the person was convicted and upon the signing of the form provided therefor. Any person who



shall violate any of the provisions of such parole shall be punished by being required to serve the whole of the original sentence.

Sec. 41. Whenever any person who is under the age of 18 years is accused of committing one of the offenses enumerated in Article VII of these regulations or an ordinance of the Municipal Council adopted pursuant to these regulations, the judge may, in his discretion, hear and determine the case in private and in an informal manner, and, if the accused is found to be guilty, may in lieu of sentence place such delinquent for a designated period under the supervision of a responsible person selected by him, or may take such other action as he may deem advisable under the circumstances. In the absence of either parent or guardian, the Court shall appoint a suitable person to represent the delinquent child.

Sec. 42. All money fines imposed for the commission of an offense shall be in the nature of an assessment for the payment of court expenses. The fines assessed shall be paid over by the Clerk of the Court to the disbursing officer of the Center for deposit in the Treasury of the United States as Miscellaneous Receipts. Wherever a fine is paid in commodities, the commodities shall be turned over under the supervision of the Clerk of the Court to the custody of the Mayor to be sold or to be disposed of in other ways for the benefit of the community. The proceeds of any sale of such commodities shall be deposited by the disbursing officer in the Treasury of the United States as Miscellaneous Receipts.

Sec. 43. No complaint shall be filed charging the commission of an offense as defined under Article VII of these regulations or in any ordinance adopted by the Municipal Council unless such offense shall have been committed within one year prior to the date of the complaint.

#### Article VI - The Police Department

Section 1. The Mayor of each Center shall, with the approval of the Project Director, appoint a Chief of Police who shall be responsible to the Mayor for the performance of his duties. With the



approval of the Mayor, the Chief of Police shall appoint, organize, and direct the activities of police officers in accordance with the provisions of these regulations. The Chief of Police may be removed by the Mayor for cause.

Sec. 2. The Chief of Police shall be responsible for the general efficiency and conduct of the police officers. It shall be his duty to keep himself informed as to the efficiency of the police in the discharge of their duties; to inspect them at regular intervals; to inform them as to their duties; and to keep an accounting of the equipment issued them in connection with their official duties. It shall be the duty of the Chief of Police to detail such officers as may be necessary to carry out the orders of the Municipal Court and of the War Relocation Court of Appeals and to preserve order during the court sessions. The Chief of Police shall investigate all reports and charges of misconduct on the part of police officers and shall recommend to the Mayor proper disciplinary measures. The Mayor shall have authority to exercise such disciplinary measures as may be consistent with existing regulations.

Sec. 3. It shall be the duty of the Mayor and the Chief of Police to maintain, from time to time as circumstances require and permit, classes of instruction for police officers. The classes shall familiarize the officers with the manner of making searches and arrests, the proper and humane handling of prisoners, the keeping of records of offenses and police activities, methods of preventing crime, and with court orders and legal forms, and the duties of the police in relation thereto, and other subjects of importance for efficient police duty.

Sec. 4. The Chief of Police may, with the approval of the Mayor, appoint residents of the Center as police officers. No one shall be appointed an officer unless he shall meet the qualifications



for office specified in Article II of these regulations, and in addition -

(1) shall be in sound physical condition, and of sufficient size and strength to perform the duties required;

(2) possess courage, self-reliance, intelligence, and a high sense of loyalty and duty;

(3) shall never have been convicted of a felony, nor have been convicted of any misdemeanor for a period of one year prior to appointment.

Sec. 5. The duties of a police officer shall be -

(1) to inform himself as to the laws and regulations applicable to the Center where employed, and as to the laws of arrest;

(2) to obey promptly orders of the Chief of Police or of the Courts, when assigned to that duty;

(3) to lend assistance to other police officers;

(4) to investigate and report all violations of any law or regulation coming to his notice or reported for attention;

(5) to arrest all persons observed violating the laws and regulations for which he is held responsible;

(6) to prevent violation of the law and regulations;

(7) to report to his superior officers all accidents, births, deaths, or other offense, or impending events of importance;

(8) to abstain from the use of intoxicants or narcotics, and to refrain from engaging in any act which would reflect upon the Police Department;

(9) to refrain from the use of profane, insolent or vulgar language;

(10) to use no unnecessary force or violence in making or maintaining an arrest, search or seizure, or against the person of anyone in custody;

(11) to keep all equipment furnished by the War Relocation Authority in reasonable repair and order;



(12) to report the loss of any property issued by the War Relocation Authority in connection with official duties.

Sec. 6. The Mayor or Chief of Police may remove any police officer for any non-compliance with the duties and requirements set out in section 5 of this Article, or for neglect of duty or for other appropriate cause; and shall remove any officer who has been found to have used extreme and unnecessary force or violence in making or maintaining an arrest, search, or seizure, or against the person of anyone in custody.

Sec. 7. No police officer appointed under these regulations shall carry a gun. The Project Director shall provide suitable night-sticks for the use of the police officers. Upon the resignation, death, or discharge of any police officer, all articles or property issued to him in connection with his official duties shall be returned to the Mayor. The Project Director shall make such arrangements as may be necessary to secure the appointment of one or more members of his immediate administrative staff as deputy sheriffs or deputy police officers of the county or State within which the lands of the Center shall lie. Such deputy sheriffs or deputy police officers shall be permitted to carry a gun within the Center when necessary in connection with their official duties, and shall cooperate with police officers appointed under these regulations in cases of exceptional violence or where otherwise necessary.

#### Article VII - Code of Offenses

Section 1. The offenses defined in this Article shall be deemed offenses against the peace and welfare of the Center to which these regulations are applicable. The penalties prescribed for each such offense shall be deemed to be the maximum penalties that may be imposed by the Courts provided for in Article V of these regulations.



Sec. 2. Assault. Any person who shall attempt or threaten bodily harm to another person through unlawful force or violence shall be deemed guilty of assault, and upon conviction thereof shall be sentenced to labor for a period not to exceed 5 days or shall be required to furnish a satisfactory bond to keep the peace.

Sec. 3. Assault and battery. Any person who shall wilfully strike another person or otherwise inflict bodily injury, or who shall by offering violence cause another to harm himself shall be deemed guilty of assault and battery and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 4. Carrying concealed weapons. Any person who shall go about in public places armed with a dangerous weapon concealed upon his person, unless he shall have a permit signed by a judge of the Municipal Court and countersigned by the Project Director, shall be deemed guilty of an offense and upon conviction thereof shall be sentenced to labor for a period not to exceed 30 days; and the weapon so carried may be confiscated.

Sec. 5. Abduction. Any person who shall wilfully take away or detain another person against his will or without the consent of the parent or other person having lawful care or charge of him, shall be deemed guilty of abduction and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 6. Theft. Any person who shall take the property of another person, with intent to steal, shall be deemed guilty of theft and upon conviction thereof shall be sentenced to labor for a period of not to exceed 3 months.

Sec. 7. Embezzlement. Any person who shall, having lawful custody of property not his own, appropriate the same to his own use with intent to deprive the owner thereof, shall be deemed guilty of embezzlement and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.



Sec. 8. Fraud. Any person who shall by wilful misrepresentation or deceit, or by false interpreting, or by the use of false weights or measures obtain any money or other property, shall be deemed guilty of fraud and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 9. Forgery. Any person who shall, with intent to defraud, falsely sign, execute or alter any written instrument, shall be deemed guilty of forgery and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 10. Receiving stolen property. Any person who shall receive or conceal or aid in concealing or receiving any property, knowing the same to be stolen, embezzled, or obtained by fraud or false pretense, robbery or burglary, shall be deemed guilty of an offense and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 11. Extortion. Any person who shall wilfully, by making false charges against another person or by any other means whatsoever, extort or attempt to extort any moneys, goods, property, or anything else of any value, shall be deemed guilty of extortion and upon conviction thereof shall be sentenced to labor for a period not to exceed 30 days.

Sec. 12. Disorderly conduct. Any person who shall engage in fighting in a public place, disturb or annoy any public or religious assembly, or appear in a public or private place in an intoxicated and disorderly condition, or who shall engage in any other act of public indecency or immorality, shall be deemed guilty of disorderly conduct and upon conviction thereof shall be sentenced to labor for a period not to exceed 30 days.

Sec. 13. Reckless driving. Any person who shall drive or



operate any automobile, wagon, or any other vehicle in a manner dangerous to the public safety, shall be deemed guilty of reckless driving and upon conviction thereof shall be sentenced to labor for a period not to exceed 15 days and may be deprived of the right to operate any automobile for a period not to exceed 3 months. For the commission of such offense while under the influence of liquor, the offender may be sentenced for the first offense to labor for a period not to exceed 30 days and for a second or subsequent offense for a period not to exceed 3 months and may be deprived of his right to operate any motor vehicle for a period of 6 months.

Sec. 14. Malicious mischief. Any person who shall maliciously disturb, injure or destroy any livestock or other domestic animal or other property, shall be deemed guilty of malicious mischief and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 15. Trespass. Any person who shall go upon, into, or pass over any apartment, room, building, or lands of another person and shall refuse to go immediately therefrom on the request of the owner or lawful occupant thereof shall be deemed guilty of an offense and upon conviction shall be punished by a fine not to exceed \$10.00 in addition to any award of damages for the benefit of the injured party.

Sec. 16. Injury to public property. Any person who shall, without proper authority, use or injure any public property of the Center, shall be deemed guilty of an offense and upon conviction thereof shall be sentenced to labor for a period not to exceed 30 days.

Sec. 17. Maintaining a public nuisance. Any person who shall act in such manner, or permit his property to fall into such condition as to injure or endanger the safety, health, comfort, or property of his neighbors, shall be deemed guilty of an offense



and upon conviction thereof shall be sentenced to labor for a period not to exceed 5 days, and may be required to remove such nuisance when so ordered by the Court.

Sec. 18. Liquor violations. Any person who shall sell, trade, transport, or manufacture, any beer, ale, wine, whiskey, or any article whatsoever which produces alcoholic intoxication without the written permission of the Project Director shall be deemed guilty of an offense and upon conviction thereof shall be sentenced to labor for a period of not to exceed 30 days.

Sec. 19. Cruelty to animals. Any person who shall torture or cruelly mistreat any animal, shall be deemed guilty of an offense and shall be sentenced to labor for a period not to exceed 30 days.

Sec. 20. Adultery. Any person who shall have sexual intercourse with another person, either of such persons being married to a third person, shall be deemed guilty of adultery and upon conviction thereof shall be sentenced to labor for a period not to exceed 30 days.

Sec. 21. Fornication. Any person who shall have sexual intercourse with another person, neither of such persons being married, shall be deemed guilty of fornication and upon conviction thereof shall be sentenced to labor for a period of not to exceed 25 days.

Sec. 22. Illicit cohabitation. Any person who shall live or cohabit with another as man and wife not then and there being married shall be deemed guilty of illicit cohabitation and upon conviction thereof shall be sentenced to labor for a period not to exceed 30 days.

Sec. 23. Prostitution. Any person who shall practice prostitution or who shall knowingly keep, maintain, rent or lease, any house, room, or other place for the purpose of prostitution



shall be deemed guilty of an offense and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 24. Giving venereal disease to another. Any person who shall infect another person with a venereal disease shall be deemed guilty of an offense, and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months. The Municipal Court shall have authority to order and compel the medical examination and treatment of any person charged with violation of this section or found to be afflicted with any communicable disease.

Sec. 25. Failure to send children to school. Any person who shall, without good cause, neglect or refuse to send his children or any children under his care to school during such time as the schools are open and receiving children, shall be deemed guilty of an offense and upon conviction thereof shall be sentenced to labor for a period not to exceed 10 days.

Sec. 26. Contributing to the delinquency of a minor. Any person who shall wilfully contribute to the delinquency of any minor shall be deemed guilty of an offense and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 27. Bribery. Any person who shall give or offer to give any money, property or services, or anything else of value to another person with corrupt intent to influence another in the discharge of his public duties or conduct, and any person who shall accept, solicit or attempt to solicit any bribe, as above defined, shall be deemed guilty of an offense and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months; and any office held by such person shall be forfeited.

Sec. 28. Perjury. Any person who shall wilfully and deliberately, in any judicial proceeding in any Municipal Court,



falsely swear or interpret, or shall make a sworn statement or affidavit knowing the same to be untrue, or shall induce or procure another person so to do, shall be deemed guilty of perjury and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 29. False arrest. Any person who shall wilfully and knowingly make, or cause to be made, the unlawful arrest, detention or imprisonment of another person, shall be deemed guilty of an offense, and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 30. Resisting lawful arrest. Any person who shall wilfully and knowingly, by force or violence, resist or assist another person to resist a lawful arrest shall be deemed guilty of an offense and upon conviction thereof shall be sentenced to labor for a period not to exceed 30 days.

Sec. 31. Refusing to aid officer. Any person who shall neglect or refuse, when called upon by any police officer, to assist in the arrest of any person charged with or convicted of any offense or in securing such offender when apprehended, or in conveying such offender to the nearest place of confinement shall be deemed guilty of an offense, and upon conviction, shall be sentenced to labor for a period not to exceed 10 days.

Sec. 32. Escape. Any person, who, being in lawful custody, for any offense, shall escape or attempt to escape or who shall permit or assist or attempt to permit or assist another person to escape from lawful custody shall be deemed guilty of an offense, and upon conviction thereof shall be sentenced to labor for a period not to exceed 3 months.

Sec. 33. Disobedience to lawful orders of Court. Any person who shall wilfully disobey any order, subpoena, warrant or command duly issued, made or given by the Municipal Court or any officer



thereof, shall be deemed guilty of an offense and upon conviction thereof shall be fined in an amount not exceeding \$60 or sentenced to labor for a period not to exceed two months.

Sec. 34. Violation of an ordinance. Any person who violates an ordinance designed to preserve the peace and welfare of the community adopted by the Municipal Council shall be deemed guilty of an offense and upon conviction thereof shall be sentenced as provided in the ordinance.

Issued at Washington, D. C., the       day of May, 1942.

M. S. Eisenhower,  
Director,  
War Relocation Authority



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## PART I

### COMMUNITY EVACUEE GOVERNMENT

#### ARTICLE I

##### TEMPORARY COMMUNITY GOVERNMENT

Section 1. Since it will not be possible or advisable to organize a democratic form of self-government immediately upon the arrival of the evacuees at a project, the Project Director is authorized to create a provisional type of government, pending the organization of a permanent plan. The Project Director shall follow the June 5 memorandum in providing for provisional government except that the voting age shall be eighteen years and the person receiving the highest vote in each block shall be declared elected.

#### ARTICLE II

##### CREATION OF PERMANENT GOVERNMENT

Section 1. It shall be the responsibility of the Project Director not later than 30 days after 75 per cent of the residence units are occupied to provide for the selection of an organization commission to prepare a permanent plan of community government.

Section 2. The permanent plan of government shall provide for a



representative legislative body to be known as the Community Council. The Community Council may establish such regular and special committees and commissions as may be necessary to carry out its duties and functions or to cooperate with the Project Director in promoting the general welfare of the residents.

Section 3. The nomination, election and tenure of office of Council members shall be provided for in the plan formulated by the commission on permanent government. It shall also provide for the organization of the council, its officers and the methods for their selection. Elections shall be by secret ballot.

Section 4. The proposed plan of government and any subsequent amendments thereto shall be submitted to the Project Director for review, and he shall satisfy himself that none of its provisions violate any regulations or instructions of the War Relocation Authority before such plan or amendment is submitted to the referendum provided for in Section 5 of this Article.

Section 5. The permanent plan of government shall become effective when approved by a majority vote of the qualified voters voting at a special election. When such plan



of government has been ratified, amendments thereto may be initiated only by a two-thirds vote of the council or by a signed petition of one-fourth of the voters, and such amendments shall become effective when ratified by a majority vote of the voters voting either at a general or special election.

### ARTICLE III

#### QUALIFICATIONS FOR VOTING AND HOLDING OFFICE

Section 1. All persons 18 years of age or over are eligible to vote in all elections.

Section 2. Only Citizens of the United States who are 21 years of age or over shall be eligible to hold elective office.

Section 3. All residents, whether citizens or non-citizens, who are 21 years of age or over, shall be eligible for membership on committees, commissions, boards, and administrative positions which may be established.

### ARTICLE IV

#### FUNCTIONS OF THE COMMUNITY COUNCIL

Section 1. The permanent plan of Government to be provided for under Article 2 shall provide that the Community Council shall have the following duties and functions:

- a. To prescribe regulations and to provide penalties for their violation on all matters, other than



those defined as felonies by the law of the state in which the project is located, which affect the internal peace and order of the project and the welfare of the residents, insofar as such regulations are not in conflict with any federal law, military proclamation, law of the state in which the project is located, or any order issued by an appropriate officer of the War Relocation Authority. The plan of Government may provide for confinement, suspension of privileges, and other suitable punishments, but shall not provide for the imposition of a fine. In lieu of a fine the plan may provide for the suspension of the defendant from work privileges, pay privileges, or other privileges to which he would otherwise be entitled.

- b. To provide orderly methods of arbitration for settling civil disputes between residents of the project who voluntarily agree to submit their disputes to an arbitration commission (or such other name as is used for this type of agency by the law of the State where the project is located).
- c. To present to the Project Director resolutions on questions affecting the welfare of the residents of the center.
- d. To solicit and receive funds and property for community purposes, and to administer such funds and property.



- e. To licence and require reasonable licence fees from all evacuee operated enterprises. The total of such licence fees from all sources shall not exceed \$1,000 for any calendar year. No licence fee shall be effective until approved by the Project Director. Any funds available under this provision shall be spent only for purposes which will promote the general welfare of the residents, on the basis of appropriations made by the council and on warrants against such appropriations issued by the chairman of the council. The council shall not have authority to regulation the management, operation or conduct of business enterprises within the center.
- f. To exercise such other duties and functions as may be conferred upon it from time to time by the War Relocation Authority.



ARTICLE V  
JUDICIAL COMMISSION

Section 1. The permanent plan of government to be provided under Article II hereof shall provide for a judicial committee or commission of not less than three members which shall hear cases and apply penalties for violation of law and order regulations prescribed by the community council.

Section 2. The judicial commission shall, after appropriate hearing, render a decision finding the defendant either guilty or not guilty and stating the penalty to be applied. Such decision shall at once be communicated the Project Director for review. The Project Director may affirm the decision and order the penalty to be carried out, or may remand the case to the Judicial Commission with his recommendations. Upon such remand, the commission shall further consider the case and enter such judgment as to it may seem appropriate. Such judgment shall also be subject to review by the Project Director.

Section 3. In criminal cases involving felonies, the Project Director shall deliver over the defendant to state and local officials for prosecution. In civil cases where parties refuse to arbitrate, probate cases, cases of adoption of children, etc., arrangements should be made to give the parties leave from the center and other proper assistance to take advantage of the regular state and local courts.



## ARTICLE VI

### LIMITATIONS

Section 1. The Project Director of the War Relocation Authority may, at any time, in a communication addressed to the members of the council, veto, set aside and make void any regulation made by the council which he finds to be in excess of the functions of the council herein defined.

Section 2. During the time that may elapse before action is taken by the community council in exercising any of its functions or duties, the Project Director may establish such organization or provide such regulations as he may find necessary.

## PART II

### INTERNAL SECURITY

## ARTICLE I

### ORGANIZATION

Section 1. Internal security is a responsibility of the Project Director. Each project shall have one or more internal security staff officers appointed by and responsible to the Project Director. It is the intention of the War Relocation Authority to make as great a use as possible of evacuee



personnel in providing for internal security.

Section 2. The Chief Internal Security Officer, under the general direction of the Project Director, shall be responsible for organizing, recruiting, training and supervising a police force made up of evacuee residents of the center.

Section 3. The police force shall be responsible for enforcing all regulations or other provisions of law adopted by the Community Council or any federal state or local regulations specifically applicable to the relocation centers.

Section 4. The War Relocation Authority should establish suitable facilities in the regional offices and in Washington for supervising and coordinating the activities of internal security officers. The Authority should appoint some recognized authority in this field as consultant to advise on the organization, training and administration of internal security personnel and on the functions to be performed by them.



## ARTICLE II

### RELATIONSHIPS TO OTHER AGENCIES

- Section 1. The Project Director shall call upon state and local police officers to take into custody any person he has reasonable cause to believe has committed a felony on the project. In other cases he shall, as a general principle, rely upon the internal security officers.
- Section 2. It shall be the responsibility of the Project Director to arrange to have one or more suitable Caucasian members of his staff deputized by an appropriate state or county sheriff or police officer.
- Section 3. The Project Director shall call upon the Federal Bureau of Investigation and other intelligence agencies of the federal government to make investigations where he has reason to believe subversive activities are involved. Since investigation work of this kind is primarily a function of these agencies, he should avoid establishing an intelligence unit within his project.
- Section 4. The War Relocation Authority should promptly issue a clarifying statement on the respective functions of the military police and of the project administrative personnel.



May 6, 1943

*JHP*

## COMMUNITY GOVERNMENT

The two main objectives of evacuee government as formulated at the policy meeting in San Francisco last August continue to provide the basic thinking for community government. Those two are:

1. To mobilize for assistance in project administration the active support and sanction of the entire body of evacuees, permitting them to participate responsibility in administration, in planning and adopting regulations, in maintaining law and order.
2. To provide opportunity for greater acquaintance with and training in democratic, representative local government procedures of the type found in the normal American community, and an opportunity denied most people of Japanese ancestry in the pre-evacuation period.

The achievement of these objectives was aided by the issuance of an administrative instruction which gave the framework for the formal organization of community government and a manual which was designed to be an aid in establishing community government. The immediate objectives were stated in terms of fulfilling the necessary requirements for establishment of permanent government under a charter at all projects.

During the quarter Granada joined Central Utah and Tule Lake with permanent government. Colorado River and Rohwer submitted charters which were approved and will undoubtedly be voted upon soon. Heart Mountain has also submitted a charter which needed substantial revisions but which will probably be accepted in the near future.



One change in procedure of securing acceptance of charters was made. The requirements that before adoption charters be submitted to the Washington office for review was introduced. The purpose of this change was to give to the projects technical assistance and to insure the basic policies were being met.

The progress in the development of community government can best be stated in terms of the growing unity of the various relocation communities. The increasing clarity of community problems and the more rigorous definition of the duties and responsibilities of community government in relation to these problems and to the administration showed marked advance. As the communities become better integrated, there has been a specific reflection in the effectiveness of counsel action.

The respective roles of administration and of community government still need definition. There is some tendency on the part of councils to expand their activities into fields which administration counts as its own. The cooperative working relationship which is an essential element of the growth of community government comes through trial and error and not through a previously formulated scheme.

The coming quarter should see the development of formal government at all projects and great strides at those centers which show increasing stabilization. There is need for strengthening and defining the function of the Judicial Commission. There is also need for the community council to take an active role in the relocation program. A major objective of this quarter will be to activate the councils to aid in education for relocation.



## MANZANAR

No attempt has been made to revive interest in the establishment of permanent government to Manzanar. The block managers and the block managers assembly continue to function as the major liaison between the administration and the evacuees. The selection of a new chairman of the block managers assembly is one step in the direction of establishing some form of representative government. There has also been some discussion in assembly meetings of the need to establish a representative system.

## POSTON

There are no monthly reports available and the information contained in the weekly reports is extremely sketchy. Newspaper accounts, however, indicate that there is a great deal of activity in the field of community government. Many committees and commissions have been established. The charter for permanent government has been approved and should be voted upon during the next quarter. One interesting development is the creation of a Manpower Commission with representatives from the Community Council, the Issei Advisory Council, the Central Executive Committee, the Labor Relations Board, Fair Practices Committee, and the Camouflage Work Shop Committee. The manpower commission has surveyed and classified occupations on the basis of essential services.

## GILA RIVER

The temporary councils at Butte and Canal communities passed a number of resolutions concerning projects affairs. The Butte Community Council requested the provision of shade trees, opposed the grant to individuals of the right to sell merchandise, requested action to secure



proper accrediting of schools and hospital, recommended physical examination for certain types of workers, requested payment of councilmen and recommended the construction of concrete walks at mess halls.

Councils also took action in regard to approving plan for payment of camouflage net workers and appointed members to the Board of Trustees. An advisory commission was established and accepted as its first problems and study of mess operations, the study of farm operations, and the development of resettlement plans for individual families. Decision was made to bring to the community opportunity for approval of the plan of permanent government at an early date.

#### TULE LAKE

The resignation of the Community Council and the Planning Board during the registration flare-up stopped the progress of community government February. The council had not been reconstituted by the end of the quarter. During the first part of the quarter, however, the council took action on a number of matters. Recommendations were made to investigate the payment of ministers, to establish a tent factory, to amend the city charter to provide for a more effective judicial system, to develop a program for the prevention of juvenile delinquency, to aid in the unloading of coal, to investigate the possibility of additional recreational facilities, to study the problem of resettlement, to aid in the sale of script books, and a number of other matters. Community enterprise were licensed at \$25.00 quarterly.

The resignation of the Council and the Planning Board is commented on in the Tule Lake Quarterly Report, as follows: "The administration demanded concrete and positive results from the community council. This



organization found that it was impossible at that time to make more than a favorable attempt to advise colonists to register and to comply with other governmental instructions. Fear of the opposition (issei and kibel) paralyzed their efforts on any real constructive leadership or service. In view of this impotency, members of the City Council resigned enmasse with the full realization of their weakness and lack of authority but fortunately with a new realization of their potential affairs as a community service."

#### CENTRAL UTAH

Progress made in community government at Central Utah was commendable. On January 14 the Governor of the State of Utah formerly inducted the new Council into office after which a dinner was held for the outgoing and incoming councils. During January the Council aided in the registration of the 18 and 19 year olds for selective service, and defined functions of various standing committees of the Council. Elections were held for the arbitration committee and the Judicial Commission. In February the basic ordinance for traffic rules was adopted. A number of the standing committees were appointed, the commissioners were appointed and considerable assistance was given in the registration.

During March the Council enacted regulations, established a juvenile board of seven members, aided the boy scout movement, assisted in the settlement of a hospital dispute and welcomed the new evacuees from Hawaii. Two cases came before the Judicial Commission for hearing. An Advisory board of 24 members was appointed to the Community Services Division. The ordinances adopted are



1. Ordinance giving the Community Council of Topaz an Authority to Establish an Ordinance.
2. Ordinance on Election Procedure.
3. Ordinance to establish Judicial Commission (Manual on Judicial Commission defining the duties, functions, and responsibilities is already established.)
4. Ordinance to establish Board of Arbitration (Manual on Board of Arbitration covering duties, functions, and responsibilities is already in existence.)
5. Ordinance to establish Board of City
6. Ordinance on Traffic Matters.
7. Ordinance on License.
8. Ordinance on Nuisance.
9. Ordinance defining Misdemeanors and punishment thereof.
10. Ordinance to establish Juvenile Board.
11. Ordinance on Health and Sanitation.

#### MINIDOKA

There were no concrete results toward the formation of a community government. However, the staff and the evacuees gave much time and attention to the whole problem of the relationship of community government to administration and the program of the War Relocation Authority. At the request of the project director, some 20 letters were written by members of the staff and evacuees which set forth the varied points of view of the writers on the subject of community government. From these letters it was apparent there was a developing pattern of evacuee participation with recommendation that some type of formalized group be established.



## HEART MOUNTAIN

During January the Heart Mountain charter was approved by the Organization Commission and submitted to Washington for approval. In February a meeting was held with project and Washington representatives which resulted for considerable modification. On March 1 an election was held for the purpose of replacing the temporary block chairman who had been functioning since the previous fall.

Fifteen of the twenty incumbents were returned to office. The Council was divided into seven committees as follows: housing and clothing, food, welfare and health, education and recreation, labor, community enterprises, and agriculture. Support was given to the Red Cross and a committee established to assist in the same of stamps and bonds. During the registration, the chairman materially assisted in securing the participation of the residents.

A preliminary Hearing Board and a Temporary Judicial Commission were established and a number of cases were referred to these two bodies for their consideration.

## GRANADA

The charter for community government was ratified January 20 by a vote of 2183 to 451. The election for the new Council was held in February and officially inducted February 22. The first act of the new Council was to assist in the disseminating of information concerning registration. In March the Arbitration Commission was established with the provision that the block managers would be divided into two groups, each group serving for a period of six months.



ROHWER

The Temporary Council established a Judicial Commission of 7 members. The charter was approved and submitted to Washington. Following approval by Washington, it was being translated at the end of the quarter into Japanese previous to ratification. A joint meeting with the temporary Council of Jerome was held in March.

JEROME

During January members of the Council led by the Chairmen were engaged in providing fuel for the community and no council action was taken. In February the Council established committees to recommend improvements in mess to, keep informed of the school situation, and to consider participation in national fund raising campaigns. The Temporary Judicial Commission heard its first case. The charter for permanent government was submitted to the project officials for discussion and later revision.



CHARTER COUNCIL

1. Resume of the Committee on Council	11-25-42	Mr. Koide
2. Resume of the Committee on Elections	11-28-42	<i>Koide</i>
3. Committee on Judicial Commission	11-28-42	<i>Koide</i>
4. Committee on Arbitration Commission	11-28-42	<i>Koide</i>
5. Committee on Issei Participation	11-28-42	<i>Mr</i>
6. Committee on other commissions	11-28-42	<i>Mr</i>
7. Tule Lake Charter	11-27-42	<i>Koide</i>
8. Manzanar Charter	11-27-42	Mr. Koide
9. Manual on Judiciary and Arbitration (Manzanar)	11-27-42	Mr. Koide



CHARTER COMMISSION

<u>BLOCK</u>	<u>ISSEI</u>	<u>NISEI</u>
1	Shozo Sakai	George S. Hamamura
2	Yoshio Imogawa	Yoneo Bepp
6	Jiro Fujioka	Noboru Zaiman
7	Yoshio Matsuda	Shig Masunaga
8	Minejiro Hayashida	Koya Iwamoto
9	Sohei Yoshihashi	George Shintaku
12	Shoji Nagumo	Ted Chiba
14		Masao Kubose
15	Shinji Fujimoto	Frank Iseri
17	Mark Tsunokai	M. Hata
20	Minokichi Tsunokai	Rikio Tomo
21	Susumu Umemoto	Kiyoichi Doi
22	Tokuji Tokimasa	Paul Nakadate
23	Tosaburo Oka	Henry Mitarai
25	Masuo Mitamura	James Hisatomi
27	Tamotsu Gorai	George Ozawa
28	Thomas Sashihara	Yoshio Kodama
29	Joe T. Koide	Hidenobu Nakagi
30	S. Nagao	M. Nagata



RECOMMENDATIONS OF THE  
ORGANIZATION COMMISSION

B

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## INTEGRATION OF COMMUNITY ACTIVITY

In the course of discussion relative to the supremacy of control of the Community Council in the sphere of community government, and the possibility of detachment from the public sentiment with the resultant loss of intimate contact with the people, so that the actions of the Council would not truly represent the true wishes of the people, it was suggested at the Organization Commission meetings that a body somewhat similar in position and in character to a lower house in a bicameral system of government should be created.

There were five reasons elaborated upon which would give substantial basis to the creation of such a body, viz.:

- (1) effective action on community-wide grievances, (2) a device for the crystallizing the nebulous public opinion, (3) would provide block leadership by delegating responsibility to block representatives, (4) coordination of the <sup>affairs</sup> ~~activities~~ of the community, and (5) geographical representation of the people. A general discussion of these points, as presented at the Organization Commission meetings, is herein set forth.

First, it was felt undoubtedly there would be a great number of complaints and grievances concerning the general welfare of the community continually arising. These complaints should be formalized and generalized in broader application to the entire community, rather than individual



complaints and grievances. In order to eliminate such unimportant grievances which might and would probably constitute a serious hindrance to the functions of the Community Council, it was believed that a lower body could handle the truly local and trivial problems, and leave the amelioration of community-wide grievances for consideration and remedy by the Council. This process of weeding out would be accomplished in a more satisfactory manner by representatives from all blocks because of the broader base of representation.

SECOND, it was strongly felt that there should exist an effective device to unify and crystallize the heterogeneous opinions of the people, in order to enable the community to act as a well-knit, well-integrated organization. The various advantages and disadvantages, the relative merits and faults of various proposals or courses of action could be completely thrashed out and discussed in some subordinate or subsidiary body of Community Government, which body would be closer in contact with the people.

Third, each block representative would be able to function in another very vital field: that of block leadership. As such block leader, the representative would be responsible for the social education of the residents of his particular block, would work out solutions to purely block problems, and would be natural leader of his particular block. He would be particularly effective in disseminating information handed down by or concerning the Community Council. Moreover, by having such a device, a quicker response by the community with regard



to a Council-approved policy could be achieved. More effective distribution of information, a clearer comprehension of the actions of the Council, and quicker action by the people would be obtained.

Fourth, the divergent <sup>affaires</sup> activities of the individual blocks could be more readily coordinated into a community effort. Rather than having one particular block striving hit-or-miss at some objective, and another block striving towards the same objective by a different method, and still a third, or fourth, or many other blocks seeking the same objective by still different methods, it was felt that it would be far wiser to provide for the coordinating the efforts of all blocks of this community. In so doing, there would be gained a great conservation of time, energy and labor.

Fifth, it was felt that there should be a more fairly evenly distributed geographical representation in the government. Admittedly, the Council is elected at large, and therefore, there is possibility that all of the Councilmen will be elected from one particular section of the Community. Such Councilmen could not have an understanding or sympathy of the problems or concerns of another section. To ensure an even geographical distribution, block representatives could be elected from each block, eliminating the possibility of overbalancing of representation from a particular locality.

However, in the course of discussions, the evils of such a system was thoroughly discussed and argued. The arguments against such a formalized pressure group prevailed,



not so much on the basis of the inherent evil of such a system, but the potentiality of such evils. It was felt that it would be wiser to eliminate the possibility of such evils by deletion from the charter itself any provision for such a body, but rather have such a system established by the Community Council, so that it could be under the direct control and supervision of the Community Council, and readily susceptible to change so as to counteract any evils that might arise.

The prevailing arguments, not necessary to be discussed in full detail, were as follows: Such a system of coordinators would (1) create legislative and administrative confusion, (2) engender block managers vs. block coordinator conflicts, (3) allow possibility of reducing the Council to an innocuous position of hearing complaints, (4) not be consistent with the theory of delegation of responsibility and authority to the Community Council, or be evidence of the people's confidence in the representative form of government, because the actual control of the government would rest with the Block Coordinators, (5) encourage corrupt practices in log-rolling and pork-barrel methods of block coordinators under ward-politician tactics, (6) and might create a formalized pressure group, which would promote internal dissensions and opposing factions with disastrous results.

The basic argument against the incorporation of such a system into the Charter, already referred to, was that it would make the Charter, already a complicated instrument,



even more cumbersome and inflexible. The aims desired could be achieved by the establishment of a Commission or Committee under the direct control and supervision of the Community Council. Then, the peoples' wishes could be properly channelled thru commissions or sub-committees of specialized personnel, rather than thru a body of persons who may be completely unqualified to deal with the particular problems involved.

There were three alternative plans suggested: (1) A Commission, created and appointed by the Community Council, (2) A system of Block Coordinators, and (3) The retention of delegates to the Nominating Convention as an informal forum group. The preferred recommendation of the Organization Commission is that a Commission on Inquiry or Investigations, or a Commission on Complaints and Grievances, or some such similarly entitled Commission be established by the Community Council to achieve the desirable ends sought, and yet eliminate the objectionable features of the block-coordinator plan. The Commission could provide for further division into sub-committees or other subsidiary bodies which would in effect attain individual or sectional representation upon a geographical basis. Such a commission would be comprised of experts or specialists, capable of coping with the problems that would be referred to them. The ultimate control of such a commission would repose in the Community Council, which could have the problems methodically studied by the commission, and then act in accordance with the recommendations of such commission. This method, it was felt, would be the most practical, most efficient, and



the wisest plan of achieving the desirable ends sought, and avoid the evils of the Block Coordinator plan.

The next preferred recommendation of the Organization Commission is that a Commission of Block Coordinators be created. Such a commission should have representatives from each residential block of the community, which representative would be the block leader. By ordinance, the Community Council could provide for the creation of such a body, instead of incorporating it within the Charter itself. The initial proposal was to provide for such a body by an article in the Charter, and the Article was drafted as follows:

#### ARTICLE \_\_\_\_\_

##### COORDINATING COMMISSION

Sec. 1. Creation of:

The Community Council shall create a Coordinating Commission composed of one Block Coordinator from each residential block of this Community.

Sec. 2. Method of Selection of Coordinators:

The Community Council shall appoint Block Coordinators, from a list of persons recommended by each respective block. (It was contemplated that the blocks would conduct elections within the block, and the list of candidates with their respective votes would be submitted to the Council. The Council would have discretion in making appointments, but it was felt that the Council would undoubtedly appoint the person with the highest number of votes. Moreover, by such election, non-citizens as well as citizens, Issei and Nisei, would constitute the personnel of the Coordinating Commission.)

Sec. 3. Meetings:

The Coordinating Commission shall convene at least once each month in an open meeting, at a time and place designated by the Community Council.

Sec. 4. Functions of the Coordinating Commission:

The function of the Coordinating Commission shall be to coordinate the activities of the entire community, and each individual Block Coordinator shall coordinate the activities within his respective block. The Coordinating Commission



shall disseminate information regarding action and ordinances of the Community Council and with respect to the administrative functions of the War Relocation Authority and the local Administration. The Coordinating Commission may present resolutions or recommendations to the Community Council, and may exercise such powers as may be delegated to it by the Community Council, provided always that the Coordinating Commission shall be subsidiary to and subject to the control of the Community Council, which shall promulgate necessary rules and regulations for the conduct and the operation of the Coordinating Commission.

**Sec. 5. Officers of Coordinating Commission:**

There shall be chosen from among the members of the Coordinating Commission a Chief Coordinator and an Assistant Chief Coordinator, and such other subordinate officers as the Commission shall determine. The Chief Coordinator shall be the Chairman of the Coordinating Commission.

**Sec. 6. Vacancies:**

Upon certification of a vacancy in the membership of the Coordinating Commission by the Chief Coordinator, the Community Council shall fill such vacancy within one week of such notification by appointment of another person from the block where vacancy in representation to the Commission occurs.

In the event that circumstances require the formation of such a body, or if the Community Council feel wise to create such a body, it is recommended that the principles of the above Article be incorporated into the ordinance establishing such a body.

The third alternative proposed was to designate the delegates to the Nominating Convention as an informal public forum group. If thought wise, the block delegate receiving the highest vote could be designated the Senior Delegate and the other the Junior Delegate. The Nominating Convention would then become in effect a continuing body; its chief function would be to nominate candidates to the Council and to the Advisory Board, and its secondary function would be to provide machinery for community-wide discussions of matters of interest or concern. The body would be an elective body, and truly representative,



and yet have no legislative or administrative functions which might conflict with the Community Council's or the Administration's spheres of activity.

Such a group could meet regularly, subject to the control of the Council. It would have no official standing, and, as a matter of fact, it is suggested that it might be feasible to provide for the functioning of such an already-formed group, upon the personal request of the members of the Community Council, rather than by formal ordinance. The existence of such a body might prove to be the safety-valve of government, by permitting the problems of the community to be thoroughly discussed. Moreover, the delegates could assume responsibility for the welfare of the residents of his own particular block, and would be in effect, the natural block leader.

In summary, the Organization Commission reiterates its belief that a larger, more representative body be provided for by the Council to achieve the desirable ends enumerated in the first part of this recommendation. The Organization Commission strongly recommends that a special Commission be created, which would accomplish those ends without entailing the evils.