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WAR RELOCATION AUTHORITY
Washington

Segre
 1. *Questions for J.S.L.*
 2. *Make up necessary plans*
Segregated families?
John Falcon

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July 15, 1943

To: E. M. Rewalt, Deputy Director
 Subject: Report of Special Committee on Segregation Hearing Procedures

This is the report of your Special Committee appointed for the purpose of devising standard procedures for holding individual hearings with persons considered for segregation.

First, it is probably desirable to list the groups which are to be segregated in order that the procedures applicable to each group may be differentiated. These groups are set out in Administrative Instruction No. 100, Section III, Paragraph A, as follows:

1. All persons who have formally asked for repatriation or expatriation to Japan and have not retracted their requests prior to July 1, 1943.
2. All persons who, at the time of the registration for Army service and war industries purposes answered Question 28 of Form WRA 126 (Revised) or DSS Form 304A in the negative, or failed or refused to answer it, and (a) who have not changed their answers prior to the date of this Instruction, and (b) who are in the opinion of the Project Director loyal to Japan.
3. All persons to whom the Director has denied leave clearance.

All persons for family planning

Two types of interviews are contemplated. These are:

1. An interview to be given by a Board of Review for Segregation.

The object of this interview will be to determine whether the individual interviewed should reside in the segregation center on account of his being loyal to Japan.

2. An interview to be given by representatives of the Welfare Section. The object of this interview will be to determine whether family members will live with the segregant at the segregation center, or will reside in a relocation center or go out on leave, if eligible for leave.

The first interview, which has for its object the determination of whether a particular person should reside in the segregation center, will be accorded only to persons who fall within group two of the three groups to be segregated, as such groups are listed above in the excerpt taken from Administrative Instruction No. 100. The purpose of this interview, under the Administrative Instruction, is to determine whether these persons are "loyal to Japan". No interviews will be accorded to persons in Group one, it being assumed that their formal requests for repatriation and expatriation, unretracted prior to July 1, will be controlling. No interviews before the Board of Review for Segregation will be held for the third group listed (those denied leave clearance) because leave clearance hearings will be held later for each of the persons falling into this category and the leave clearance hearings will cover the same ground, but more elaborately. For the persons listed in Group Three, leave clearance

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hearings will be held as rapidly as possible so that the segregation program with reference to them can proceed with reasonable speed. If time permits they may be held in particular cases at the same time as the interviews herein described. Procedure for holding such leave clearance hearings is governed by Administrative Instruction No. 22 (Revised) Supplement No. 12.

The principal purpose of the interview to be given by representatives of the Welfare Section to segregants and members of their families is to determine whether members of the immediate family of each segregant are to live with him at the segregation center or not. Family members not themselves to be segregated will be allowed to decide for themselves, in general, whether they will reside with segregants at the segregation center. The Welfare Section will, in this interview, give advice and information which will be helpful to family members in reaching their decisions. Advice will have to be given particularly to minor children. Health problems will also be considered.

An individual report, in the form of an Interview Sheet, is to be prepared by the Board of Review for Segregation and the Welfare Section on each interview which they hold. Form WRA _____ for this purpose is appended to the Manual as Exhibit I (It is understood that a copy of this report is to be sent at once to each of the projects. Copies

of the governing Administrative Instruction, and a Manual of Operations, will be made available to the projects as soon as they can be mimeographed. When references are made herein to the "Manual", the reference is to the Manual of Operations just mentioned.) At the end of each week the Project Director is to send to the Director a summary of the interviews held during the week, and of the Project Director's determinations thereon. A copy of the Interview Sheet for each case reported is to be attached to the summary. The original Interview Sheet, with notes made by members of the Board of Review, is to be retained as a part of the individual record of each evacuee interviewed.

In order to advise the staffs at each of the projects of the procedure herein summarized, it is suggested by your Committee that the following material be inserted in the Manual as indicated.

(a) Add to Section II:

D. No transfers to or from the Leupp Center are to be made as a part of the program covered by this Manual.

(b) The following rewritten material shall be inserted in the Manual, as Section VII, B(4) 2:

2. The Project Director will appoint a Board of Review for Segregation. Generally speaking, this Board of Review for Segregation should consist of the same persons, or persons of similar caliber, as the Board of Review that is set up to review leave clearance by Administrative

Instruction No. 22 (Revised), Supplement 12, Section X.

At least two members of the Board should be present at each interview held. Interviews for determination of segregation may or may not constitute a full hearing for the determination of leave clearance. In most centers, there will not now be time for holding the somewhat more elaborate leave clearance hearings. If any particular leave clearance case is ready to be heard, however, it is permissible to proceed with it at once, combining the interviews. A Manual with suggestions concerning the conduct of leave clearance hearings will probably be issued soon, but neither the Boards of Review for Segregation nor the leave clearance boards should await the possible issuance of this Manual. Material gathered at the interview to determine segregation should be preserved. It will be of definite assistance later when considering the question of leave clearance, for persons not segregated, and will be needed if a segregant appeals or wishes to reopen his case.

- a. The Project Director shall first prepare a list of all persons, including their families, who unqualifiedly answered "No" to Question 28 on the registration, or failed or refused to register, and have not changed their answers prior to the date of the Administrative

Instruction (July 15, 1943). An answer changed at any time, even while registration was still going on, constitutes a changed answer within the meaning of the Administrative Instruction. An unqualified "No" answer is present not only when the word "No" appears without any other words following it, but also when words follow it such as "I want Japan to win the war" or "I am loyal to the Emperor", which words do not qualify but merely strengthen or explain the "No" answer as given. The list should be prepared alphabetically and will show names and addresses.

- b. The list will be reviewed by the Project Director, Board of Review for Segregation, or others designated to determine those cases which do not require interviews. If the Project Director or the leave clearance review board have already conducted some interviews with persons whose cases fall in the category to be reviewed, and there appears to the Project Director to be no question that particular persons should or should not be transferred to the segregation center, an interview of such persons by the Board of Review for Segregation will not be necessary.
- c. Those names remaining on the list shall be rearranged by blocks. A schedule for the Board of Review for

Segregation for interviews may be worked out by blocks. The number of interviews to be held in each block will govern the timing of the schedule. The persons to be interviewed will be notified of the time and place of their interviews.

- d. As preliminary preparation for the individual interviews by the Board of Review for Segregation, the Community Management Division will be furnished copies of the lists of persons to be interviewed and the timing schedule. Appropriate persons will prepare as much information on the Board of Review for Segregation Interview Sheets, Form WRA ____, as possible. (A sample is attached as Exhibit I. Supplies of this form should be duplicated at the center.) The Basic Family Record Card, Form WRA 95, and other reliable sources, including Internal Security and Intelligence records, will be used to transfer to the Interview Sheet for a person or family such information as the family name, and names, ages, and sex of all members of the family group, the address, family number, history of relevant activities, and any other data asked for and available. Other relevant information available at the projects should in each case be attached to the Interview Sheet so as to be convenient for use by the Board of Review for Segregation. By

having the Interview Sheets already prepared in part and arranged in accordance with the plan that the Board of Review will employ in conducting its interviews, the action of the Board of Review should be expedited. The Board of Review for Segregation need not wait for all Interview Sheets to be prepared before starting the interviews. As soon as one block is ready, or part of one block, the interviews should commence. The Interview Sheets will be prepared in an original and two copies. (One copy of the Interview Sheet is to be sent to the Director, and the original and other copy will be placed with the individual records of the evacuees concerned.)

- e. The purpose for which interviews will be conducted by the Board of Review for Segregation is to determine in each case whether the particular person interviewed shall be required to reside in the segregation center. In accordance with Administrative Instruction No. 100, the test to be applied in determining this question is whether the evacuee being interviewed is "loyal to Japan". A strong presumption of loyalty to Japan exists in each case where there was an unqualified "No" to question 28, the loyalty question. Still, each individual case must be considered on its own merits in the light of the particular circumstances involved therein and

in some cases it may be discovered that a mistake has been made. In each case, after the identity of the person being interviewed is established, he should be asked whether the recorded answer to question 28 on his questionnaire was a correct answer when given, and whether it is a correct answer now. If he answers both of these questions in the affirmative, no further interview by the Board of Review for Segregation is necessary and the Board should conclude that the evacuee interviewed should reside in the segregation center. In that event the evacuee should at once be directed to go to the office of the Welfare Section for the purpose of making an appointment for an interview with representatives of that Section.

If the evacuee, in answer to either of those questions, says that the answer "No" to question 28 is not correct, a more extended interview will be necessary. In all cases involving a failure or refusal to answer question 28 on the questionnaire, a more extended interview will be necessary. No exact questions, or lines of questioning, will be prescribed for this interview. The questioning must, of course, be designed to determine whether the evacuee is at the present time "loyal to Japan". Questions concerning his reasons for answering question 28 as it was answered, or refusing to

answer it, will be helpful, as will also be questions concerning his reasons for now regarding the answer previously given as incorrect. Questions about his associations in the relocation center and in the assembly center, his attitude toward Selective Service for evacuees, his status as a dual citizen, his education (both in Japan and the United States) and his plans for the future for himself and his family should be asked. Questions concerning the military status of relatives, both in Japan and the United States, other relatives in Japan, foreign travel, prior employment, religion, membership in Japanese organizations, and Japanese investments may be useful in bringing out relevant facts. No set pattern should be followed in these interviews except that at or near the end of the interview each evacuee should be given an opportunity to make any statement that he may choose to make. Interviews should be relaxed and informal. An examination of the evacuee's internal security record should be made, whether he is questioned about it or not. The Board should be free to engage in any additional investigation, apart from the interview, that may be deemed desirable. It must be emphasized, however, that a bad personal record, or police record, without "loyalty to Japan", is not a ground for determining that a person should reside in the segregation center.

f. At the end of each interview, unless further investigation seems necessary, the Board should arrive at its recommendations and should endorse them on the Review Board for Segregation Interview Sheet, Form WRA ____ (Exhibit I), before proceeding to the next interview. If further investigation is necessary, recommendations should be arrived at and endorsed on the Interview Sheet as soon as such further investigation is completed. Notes may be taken by a member of the Board during the interview and those notes should be appended to the Interview Sheet. The Interview Sheet and notes appended thereto, together with the recommendations of the Board of Review for Segregation, shall be transmitted at once to the Project Director. If the Project Director determines that an evacuee is not to reside in the Segregation center, the evacuee will be promptly notified to that effect. Evacuees who are to reside in the Segregation center shall also be promptly notified by the Project Director and directed to go at once to the office of the Welfare Section for the purpose of making an appointment for an interview with representatives of that Section. All copies of the Interview Sheet, with appended notes, shall in each case be turned over to the Welfare section for use in connection with the interviews to be held by their representatives. After such interviews are

concluded, and the results thereof noted on the Interview Sheets, the Interview Sheets shall be turned over to the Project Director who shall arrange for the original and one copy thereof to be kept with other individual records of the evacuee at the center where he thereafter resides. If the evacuee family to which the Interview Sheet relates should thereafter be divided and members thereof live in different centers, the original shall be kept with the records of the head of the family, and the copy with the records of other members of the family.

- g. The figures shown in Table I (in the Manual) for the number of refusals to register and the "No" answers to question 28 are purely summary figures based upon such project reports as are available in the Washington Office; and if these figures do not correspond with the figures at the project level now and the figures at the project level are either greater or smaller than that figure in Table I, there need be no reconciliation with the figure in the Washington Office.

(c) Immediately thereafter, the following new material shall be inserted in the Manual, as Section VII B (4) 3:

3. As soon as it is determined that any particular evacuee is to reside in the segregation center, he shall have an interview with representatives of the Welfare Section. Members of his immediate family may also be present at this interview. Separate interviews may, however, be held for different members of the family.

The principal purpose of the interview to be given by representatives of the Welfare Section to segregants and members of their families is to determine whether members of the immediate family of each segregant are to live with him at the segregation center, or not. The principles to be applied in arriving at this conclusion, for segregants to be removed to the segregation center, are set out in Section III, Paragraphs B and C of Administrative Instruction No. 100 as follows:

- B. Members of the immediate family of a person who falls within one of the three categories set forth in Paragraph A above shall upon their individual request be permitted to remain with such person in the Tule Lake Center, or to accompany him to that center, as the case may be. If minor members of the immediate family who do not themselves fall within one of the categories set forth in Paragraph

A above object to residence at the Tule Lake Center every possible assistance shall be extended in helping to work out appropriate arrangements along the lines suggested in Section VI D of Administrative Instruction No. 65, dealing with minor children of persons being repatriated. For the purpose of determining what is an immediate family the guides set forth in Section XII of Administrative Instruction No. 27 shall be followed.

- C. Where one member of an immediate family residing in a center other than the Tule Lake Center falls within one of the three categories set forth in paragraph A above, but he or some other members of such family is so ill or infirm that removal will in the opinion of the project medical officer endanger life or seriously impair health, all members of the family shall be permitted to remain in the center of residence so long as such condition continues.

For families of segregants already at the segregation center these principles are set out in Section VI, Paragraph C, of Administrative Instruction No. 100, as follows:

- C. Each person falling within one of the three categories set forth in Paragraph III A above (whose name will appear, together with the names of the

members of his immediate family, on the Resident List) shall be promptly notified in writing that he has been designated to remain in the center. If there are members of his immediate family who do not fall within one of these categories, he shall further be notified of that fact and requested to appear at a designated time and place, together with such members, for an interview. Such interview shall determine whether any such family member wishes to leave the center (it being made clear to him that it may be difficult for him to leave the center unless he exercises the option now). If he wishes to leave, his name shall be added to the Removal List, the interviewer shall proceed with the interview, and such person shall be processed, as if his name had originally appeared on the Removal List.

The interviews by representatives of the Welfare Section, at which it is to be determined whether members of the immediate families of segregants should or should not reside at the segregation center, shall be held as soon as possible after the determination that any particular person is to be segregated. At the segregation center, interviews determining whether members of the immediate families of

members of his immediate family, on the Resident List) shall be promptly notified in writing that he has been designated to remain in the center. If there are members of his immediate family who do not fall within one of these categories, he shall further be notified of that fact and requested to appear at a designated time and place, together with such members, for an interview. Such interview shall determine whether any such family member wishes to leave the center (it being made clear to him that it may be difficult for him to leave the center unless he exercises the option now). If he wishes to leave, his name shall be added to the Removal List, the interviewer shall proceed with the interview, and such person shall be processed, as if his name had originally appeared on the Removal List.

The interviews by representatives of the Welfare Section, at which it is to be determined whether members of the immediate families of segregants should or should not reside at the segregation center, shall be held as soon as possible after the determination that any particular person is to be segregated. At the segregation center, interviews determining whether members of the immediate families of

persons to be removed from the segregation center shall accompany such persons should be held as soon as possible after it is determined that such persons are to be removed from the segregation center.

Representatives of the Welfare Section should not discuss any of the points concerning the decision to segregate. Rather, their function should be one of helping the family with the plans it must make as a result of the decision concerning segregation.

The problems confronting the families will be many and their questions numerous. Well planned scheduling of interviews where these problems can be given an objective, sympathetic hearing will save the time of other administrative personnel and still provide the interviewing service necessary to the families.

Examples of problems which will confront the families follow:

- Outline Specifically* {
- a. One member of the family will be segregated and other members will not be. In that case, the other members will need to be advised of all considerations which will enable them to decide whether to go with the segregated family member.
 - b. The family has an application pending as of July 1, 1943 to join the head of the family at Crystal City. In that event, the family should not be

moved either to or from the segregation center.

- c. Children in their teens may not wish to go to Japan but may find the decision of what to do very difficult. They will have questions concerning what the segregation center will mean to their future, whether the educational system at that center will be the same as at relocation centers, whether they may go out for jobs, etc. These questions will condition their decisions as to whether to accompany the family to the segregation center. Where children in their teens elect to remain in a relocation center the Welfare Section will have an opportunity to know who they are and work closely with them and with other divisions to hasten relocation, further schooling, or make other definite plans for them as individuals, so that delinquency, which might result from complete absence of parental control, will be held to a minimum. The assistance to be extended to such minor children shall be along the lines suggested by Administrative Instruction No. 65, Section VI, Paragraph D.
- d. Health problems, including serious emotional problems of a member of the family group may make it unwise to move the family at the present time, although they might move later.

- e. Wage earners in some cases will have already left for outside employment and the family will not know what to do. This would be the group that is economically dependent on the WRA in the absence of the member who is out on indefinite leave.
- f. The question will also be raised as to whether the decision to go or not to go will affect the welfare of the family group adversely in the future. It should be pointed out that, though transfer to the segregation center is not a punishment, it is nevertheless a very serious thing, and a matter to be considered carefully, particularly since it will be very difficult to relocate on the outside after going, even voluntarily, to the segregation center.
- g. The question also will be asked by the citizen group as to whether accompanying their families to the segregation center will affect their citizenship. It will not, as far as any present law is concerned.
- h. In some instances the family will want assistance in communicating with relatives in other centers concerning the transfer of certain family members to them rather than to the segregation center.

- i. It should be kept in mind that the Welfare Section interviews are a service function and are not hearings. The families are free to make their own decisions with whatever guidance can be given through a counseling service. The interviews serve only these purposes: They provide a centralized method of learning about the helping with and keeping a record of the human problems involved, and provide an administrative method of eliminating as many future problems as possible.
- j. Advice or assistance given will, of course, be in line with policy rules and regulations. It will be the duty of all welfare advisers to familiarize themselves with all parts of this Manual, as well as Administrative Instruction No. 100, carefully, so that advice can be given on all matters that are covered by them.

(d) The following rewritten material shall be inserted in the Manual as Section VII B (4) 4:

4. The Washington Office shall be kept fully advised of the number of persons who are to go from each relocation center to the segregation center, and the reasons in each case. The individual record of each

segregant shall also include a statement of the reasons for his being sent to the segregation center.

- a. At the end of each week the Project Director will fill out Form WRA _____, Summary of Evacuees to be Segregated (Exhibit II), with an original and two copies. (Supplies of this form should be duplicated at the centers, following this sample.) Cases should not be listed on this weekly summary until after Welfare Section interviews determining what family members are to reside in the segregation center are held, and the Summary list should include such family members. The original and one copy will be sent to the Washington Office by air mail. There will be attached to the Summary report one copy of each Interview Sheet. A letter will also be attached, explaining the cases for which there are no Interview Sheets. These will ordinarily be those cases which the Project Director, because of previous interviews, has determined need not be interviewed anew, plus all expatriates and repatriates. The letter should identify those on the summary list who are expatriates or repatriates and those who have been previously interviewed, and on separate sheets there should if possible be set out for each of those previously interviewed substantially the same information as is given on the

Interview Sheets for the cases in which interviews were held currently. Family members, other than segregants, going to the segregation center should be identified as such on the summary lists.

- b. With the exception of the segregation center, the deadline for completing the review operations and the decisions thereon is August 20. The deadline for the segregation center will be September 10, but as much should be done before that time as possible.
- c. The "Segregation List" will consist of the cumulative reports, week by week, on Form WRA _____ (Exhibit II). These reports will represent the total number of evacuees to be segregated, when all interviews have been completed.

(e) Because of the insertion of Parts 3 and 4, appearing just above, other sub-sections of Section VII B (4) of the Manual, following immediately thereafter, will have to be renumbered.

Philip M. Glick
Chairman

center?

MINUTES: SPECIAL SEGREGATION COMMITTEE

JULY 20, 1943
TUESDAY 11:15 AM
AT MR. ERNST'S OFFICE

Present: Mr. Ernst, Mr. Hughes, Mr. Bankson, Mr. Barnhart,
Miss Yoshii, Mr. Lafabreque, Mr. Lamb representing
Mr. L. Bell.

Mr. Ernst presided. He read to the committee the proposed Administrative Instruction No. 100, advance copy of which had just been received by him from the Washington, D.C., offices. He also read the confidential memorandum to project directors and discussed its instructions in detail.

Copies of the mimeographed pamphlet "Report of Special Committee on Segregation Hearing Procedure" was also distributed to those present with a request that they digest its contents and be able to report at a later meeting.

Mr. Ernst announced that Mr. George Lafabreque, head of the Community Welfare Unit, would become segregation executive in charge of the entire segregation program and answerable directly to the project director. He was requested to assume active charge at once and to prepare as quickly as possible an outline of the setup for handling the entire segregation program. He was given carte blanche authority to name his own aides and to divide the work among them in such a way that all would be reported to him and all functions of the segregation program would be centralized in his office.

Another meeting is called for Wednesday afternoon following the regular Planning Board meeting.

Original signed by
R. A. Bankson

Russell A. Bankson