

section a

EXECUTIVE SUMMARY

Introduction

This *Study of Alternatives/Environmental Assessment* has been prepared by the National Park Service to meet the requirements of Public Law 107-363, the Bainbridge Island Japanese American Memorial Study Act of 2002. The law directed that a special resource study be conducted to examine the national significance of the site at the Eagledale Ferry Dock, Bainbridge Island, Washington, and the suitability and feasibility of designating it as a unit of the National Park System. The Bainbridge Island site is intended to educate the public about the internment and incarceration of the Japanese resident aliens and Japanese Americans (collectively known as Nikkei) during World War II and to commemorate and honor these Nikkei. This *Study of Alternatives* meets the requirements of P.L. 107-363.



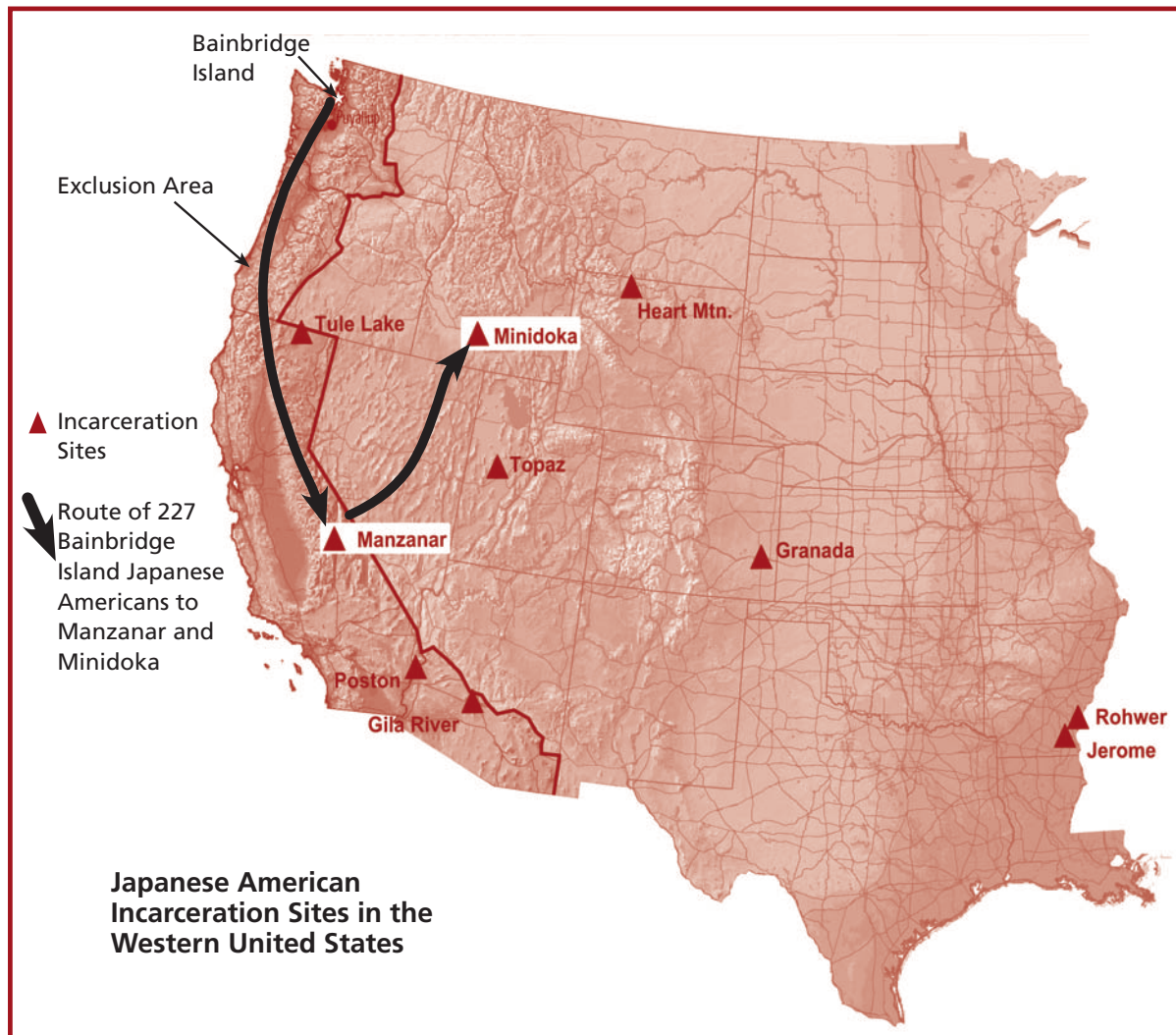
Taylor Avenue looking down the road to the historic location of the Eagledale Ferry Dock just to the left of the pump house structure. Access to a private marina is the opening in the trees, center of photograph.

Photo courtesy Jones & Stokes

Independent of the NPS study, the City of Bainbridge Island is developing a memorial site design in conjunction with the Bainbridge Island Japanese American Community (BIJAC) Memorial Committee. The City of Bainbridge Island has not formally decided the exact acreage that will be used for the memorial, but it is anticipated that the site will be approximately eight acres.

Background

After the attack on Pearl Harbor by Imperial Japanese naval forces, President Roosevelt, citing concern over the security of military areas on the West Coast's Western Defense Command, signed Executive Order 9066 on February 19, 1942. This Executive Order gave authority to the War Department to proscribe military areas from which



people could be excluded. In response, the War Department created exclusion zones from which Nikkei would be excluded. The zones included western portions of Washington, Oregon, California (later all of California was included), the southern portion of Arizona and all of Alaska. Because of the military importance of Bainbridge Island and the relatively small number of Japanese American families residing there, it became the first location where Nikkei families were forcibly removed from their homes under E.O. 9066 and sent to remote areas of the United States. Prior to the signing of E.O. 9066, the Federal Bureau of Investigation, had arrested 15 first-generation Japanese American farmers living on Bainbridge Island for possession of “suspicious materials” and interned them at the U.S. Army-run Fort Missoula camp in Montana.

On the morning of March 30, 1942, 227 Bainbridge Island Nikkei were assembled at the Eagledale Ferry Dock and transported to Seattle where they were placed on a train that sent them to the Owens Valley Reception Center, then

an assembly center, which was located at Manzanar, California. From Manzanar, now Manzanar National Historic Site, a unit of the National Park System, many of the Bainbridge Island Nikkei requested transfers to the Minidoka War Relocation Center to join other Nikkei being sent from Seattle and other Pacific Northwest areas. Manzanar records indicate the Bainbridge Island internees left for the Minidoka War Relocation Center (located in southern Idaho and now a unit of the National Park System) on February 24, 1943, where most remained until the end of the war. During the incarceration, island residents kept in touch with their Nikkei friends in the camps through the local paper, the *Bainbridge Review*, whose co-publishers, Walt and Milly Woodward, were unique among West Coast newspaper publishers, as they openly opposed the internment and incarceration of Japanese American citizens from their community.

After the war, about half of the Bainbridge Island Japanese Americans returned to the island to resume their lives, raise families, and again become contributing members of the community.

The remainder, concerned about trying to pick up their lives again, finding employment, acquiring farmland, and facing possible racial prejudice, elected not to return to the island.

Special Study Criteria

The National Park Service has established criteria for national significance, suitability, feasibility, and management alternatives to evaluate potential additions to the National Park System. Close examination and evaluation of the Eagledale Ferry Dock site reveals that it meets the criteria for addition to the System as an addition to an existing National Park Service unit. ***(A recommendation will be inserted here after the Public Meeting and Public Comment period has closed.)*** By adding the Bainbridge Island Japanese American Memorial site to an existing NPS area, the story of the internment and incarceration of the Japanese Americans can be told in a larger historical context. This addition would complement the interpretive stories presented at Manzanar and Minidoka. Japanese

American history on Bainbridge Island occurs in a setting that retains several extant historical properties, and history can be told in a physical and cultural context, from prior to World War II, during the war years, and after the war.

Management Alternatives

The planning team developed three long-term management alternatives for the approximately eight-acre site. Under all three draft alternatives, the memorial currently proposed by the community would be built and locally owned and managed. The Memorial Committee has proposed to divide the project into two phases. The first would involve removing overgrown vegetation from the site and installing an interpretive kiosk, interpretive panels, and construction of the memorial infrastructure. The second phase would focus on the actual construction of the memorial and a visitor interpretive facility. The study team concurred with the Bainbridge Island World War II Nikkei Internment and Exclusion Memorial Committee that the memorial should be named *Nidoto*

Nai Yoni Memorial, which translated from Japanese means “Let It Not Happen Again.” This title captures the heartfelt sentiments of those who have worked on the memorial. However, in this study, the title “Bainbridge Island Japanese American Memorial” is used throughout in reference to Public Law 107-363. (See Appendix D for full text of P. L. 107-363.)

The national significance of the site and story is recognized by scholars and residents of the Pacific Northwest. All three alternatives in this study recognize the importance of telling the story against the background of more than 100 years of Japanese American history on Bainbridge Island.

Alternative A is the “no federal action” alternative. Alternative B is the *Nidoto Nai Yoni* National Memorial, affiliated unit of the NPS. Alternative C is the *Nidoto Nai Yoni* Memorial, unit of Minidoka Internment National Monument. In the federal action alternatives B and C, the site is proposed for designation as a national memorial, recognizing the national significance of the story and the opportunity to commemorate it on the site where

its history unfolded. The site is not proposed as a national historic site, a National Historic Landmark (NHL), or a stand-alone NPS unit; therefore, it need not meet NHL criteria for integrity.

For alternatives B and C, according to the NPS designation of NPS units, “A national memorial is commemorative of a historic person or episode; it need not occupy a site historically connected with its subject.” There are national memorials within the National Park System that are located in their historic location, are commemorated through a physical memorial or monument, yet do not retain any physical remnants of the historic events that occurred there. Rather, it is through interpretation that the site and its significance are made known to the public. Examples of this type of NPS unit include Coronado National Memorial in Arizona, De Soto National Memorial in Florida, and Perry’s Victory and International Peace National Memorial in Ohio.

Under Alternative B the site would be an affiliated unit of the NPS with strong partnerships to ensure the long-term preservation and management of the

national memorial. This arrangement would be necessary to ensure that the site could receive technical assistance from the NPS, as well as collaboration with NPS units that interpret this history, such as Minidoka and Manzanar. Examples of national memorials that are affiliated units include Father Marquette National Memorial in Michigan, Port Chicago Naval Magazine National Memorial in California, and the AIDS Memorial Grove National Memorial in California. These affiliated areas are managed by cooperating entities, and the NPS provides technical support and offers limited funding opportunities.

For Alternative C, the *Nidoto Nai Yoni* Memorial would be an addition to an existing NPS unit and need not fully meet NHL criteria assigned to a stand-alone unit, according to the Washington Office of Parks Planning and Special Studies. Under this concept, the memorial site would function as a satellite location in which to interpret the internment and incarceration stories in concert with the unique significance of the memorial site. A boundary change for Minidoka Internment National Monument would be recommended to

incorporate memorial site into the park as a cooperatively managed site. As a satellite unit of Minidoka Internment National Monument, the public could learn about this American history in close proximity to a major metropolitan area and from where the internment began and concluded. An example of this type of satellite unit is Cape Henry Memorial, a unit of Colonial National Historical Park in Virginia.

The long-term, cooperative management of the memorial site as an affiliated unit or satellite unit of Minidoka would allow national and broader stories of the internment and incarceration to be told at the site. This national emphasis, rather than a place-specific emphasis, is a function that only the NPS could sustain because of its direct management of Minidoka and Manzanar, and its resources to network with related sites. Direct collaboration between the site, the Bainbridge Island community's resources, and Manzanar and Minidoka on interpretation, education, and outreach would be imperative to tell effectively the full story of the internment and incarceration of Nikkei during World War II.

Financing

Under the conditions of Alternative A, there would be no federal financing for the memorial. The local entities through local, state, and private sources would fund preservation and operation of the site. The site would be eligible to compete for NPS technical assistance and grant programs where applicable.

Alternative B, the affiliated area concept, would limit to a one-time basis the participation of the National Park Service support for development of interpretive exhibits with costs ranging up to \$300,000. Operational costs would be dependent on local public and private funds and augmented by the extensive use of volunteers with a modest or no contribution from the National Park Service.

Designating the memorial as a satellite unit of an existing area of the National Park System, Alternative C changes the funding dynamics and allows the NPS to participate as a partner with the local entities to protect, develop, and interpret the site. Under Phase II, the development costs would include those

of Alternative B, up to \$300,000 for interpretive media, but there would be an additional expenditure of \$800,000 to \$1 million for shared infrastructure costs. The annual NPS contribution to site operations would run from \$150,000 to \$200,000. The suggested NPS staffing would consist of one full-time and a few seasonal interpretive employees who would augment locally provided staff.

Partnerships

The key to success in protecting and interpreting this site lies in establishing and maintaining sustainable partnerships. The Bainbridge Island Japanese American Community Memorial Committee, the City of Bainbridge Island, the Bainbridge Island Park & Recreation District, and the Bainbridge Island Historical Society, together with the National Park Service and others would develop a Memorandum of Understanding that would specify the roles and responsibilities for the long-term management of the area. It is envisioned that the day-to-day operations of the memorial would be the responsibility

of the local partners with the NPS contributing modest staffing and operational planning expertise.

Environmental Consequences

An Environmental Analysis (EA) was prepared for this NPS alternatives study under the National Environmental Policy Act. The EA addresses each of the three management alternatives and examines the cultural resources, natural resources, and socioeconomic conditions that would be affected by each alternative. The EA states that all three alternatives would positively affect cultural resources by memorializing the events that occurred on Bainbridge Island. Impacts on natural resources would occur from the construction of the facilities associated with the memorial. Several acres of upland forest and associated wildlife habitat would be affected to construct the memorial facilities. Project designs need to avoid or minimize impacts to a wetland that occur in the nearshore environment along the project area. Project designs must incorporate measures to minimize

impacts on certain aquatic species if an in-water or over-water dock is constructed as part of the project. However, NPS participation is limited to analyzing alternatives to manage the site, and the NPS is not proposing specific site development plans. NPS participation in the management of the memorial site does not affect the City of Bainbridge Island's plan to develop the site. This action by the City continues regardless of NPS participation in management.

Socioeconomic conditions would improve slightly from alternative to alternative because of the anticipated increase in visitors to the memorial and other Bainbridge Island businesses. Increased involvement by the National Park Service is expected to broaden the recognition of the memorial to a larger number of potential visitors.

In summary, it appears that the development of the Bainbridge Island Japanese American Memorial at the Eagledale Ferry Dock site would result in positive cultural and socioeconomic impacts and would be an asset to the community.

Most Effective and Efficient Alternative

(This section will be completed after the public meetings on the draft plan are held and public comments have been provided to the team.)

Conclusion

(The conclusion will be completed after the public meetings and the public comment period closes and will summarize the public comments.)

An electronic version of this study is available on the internet at

<http://parkplanning.nps.gov/pwro>