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STUDY PROCESS AND PUBLIC INVOLVEMENT



Superintendent Neil King, Minidoka Internment National Monument, meets with members of the full planning team to discuss community-based planning, which recognizes the importance of public participation in developing long-range management alternatives.



Regional Director Pacific Western Region Jon Jarvis met with members of the core team on June 3, 2004, to discuss partnership concepts. *From left to right:* Erica Varga, Dr. Stephanie Toothman, Dr. Fred York, Jon Jarvis, Clarence Moriwaki, Anna Tamura, Dr. Frank Kitamoto (foreground).

Photos courtesy Jones & Jones

The National Park Service's Management Policies states, "Public participation in planning and decision-making will ensure that the Park Service fully understands and considers the public's interest in the parks, which are part of their national heritage, cultural traditions, and community surroundings." Minidoka's Superintendent Neil King outlined the NPS view of community-based planning when he specified to the planning team that the Service's approach to this study would be to "manage the process not the outcome." With this directive, the team developed, from the beginning of its work, a strategy to involve actively the public, including:

- Recognizing the importance of public participation in developing long-term management alternatives.
- Incorporating the lessons learned in the planning for Manzanar and Minidoka.
- Creating a full team study group comprised of local governmental officials, representatives of the Japanese American community, and interested citizens from the community. As part of the full team, a core team made up of local and federal officials and planning professionals provided overall leadership for the full team and coordination of the planning process. In addition, the Suquamish Tribe, the Environmental Protection Agency and the U.S. Army Corps of Engineers were invited to participate in full team meetings.
- Team meeting dates were established to correspond with the demands of the coordinated planning effort as outlined in the planning schedule. Seven full team meetings were held, which integrated the team's input into the basic analysis, public involvement, and accountability of the decision-making process needed to create an alternatives study.

Study Process and Public Involvement

- Two public meeting periods were scheduled to solicit input and ideas for the creation of a draft *Study of Alternatives*, and to consider the applicability of the proposal presented in the draft plan. For each of these phases of the study, public comment periods were established to meet the requirements of the National Environmental Policy Act (NEPA), the National Historic Preservation Act (NHPA), and National Park Service policy. The meetings were scheduled to reach as many people as possible for each phase. Two meetings were held on Bainbridge Island, one in the afternoon and one in the evening,



During the course of the study, the full planning team carefully evaluated several management alternatives. When their analysis was complete, the team had narrowed the possible long-term management alternatives to three.

Photo courtesy Jones & Jones

and one was held in Seattle the following evening.

- Two newsletters and a “Public Scoping Briefing Paper” were prepared for public distribution.
- The first newsletter informed the public about the purpose of the study, how it was to be conducted, and the parties involved. It was followed by a “Public Scoping Briefing Paper” that analyzed the public meeting input and rated the ideas and concerns on a numeric basis. The comments received indicated the public was most concerned about providing interpretation by almost a 2:1 ratio. The next major grouping of concerns addressed partnerships and management; transportation/access/parking issues followed. Other concerns that ranged from recognition of the Woodward family to keeping the beach access at Taylor Avenue to proceeding quickly to establish a memorial.
- The second newsletter informed the public of the availability of the draft

study, advised the public of the time and location of the public meetings scheduled to discuss the draft study, and provided a brief summary of the study.

The local paper, the *Bainbridge Review*, assisted in the distribution of the newsletters. Coverage by the Seattle-area electronic and print media was also supportive and continuing during the study process. When the draft and final alternative studies are complete they will be made available to the public via the NPS and Minidoka websites.

In all cases, the spirit and intent of the NPS Management Policies were followed to assure that public participation in the development of the alternatives study would be met. The complexity of planning with the local government and private-sector groups, all on different time schedules, made this an exciting and challenging assignment. The dedication of the public and local government to the creation of a memorial to the Bainbridge Island Nikkei was obvious from the beginning and was extremely helpful in the execution of the public participation program.

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CRITERIA FOR DESIGNATION

Since 1872, the National Park Service has grown to include 388 areas that preserve the natural, cultural and recreational assets of the United States of America. New additions to the National Park System must meet a clearly defined process which screens all proposals.

To be eligible for favorable consideration as a unit of the National Park System, a proposed site must:

- Possess nationally significant natural, cultural, or recreational resources.
- Be suitable and feasible addition to the National Park System.
- Require direct NPS management instead of protection by some other government agency or by the private sector.

If a unit being studied meets these criteria, it can be added to the National Park System by an act of Congress or by presidential proclamation in the case of creating National Monuments. The use of a presidential proclamation can only be applied to lands owned by the federal

government. Congressional committees usually hold hearings on proposed additions to the National Park System and ask the Secretary of the Interior for recommendations. Legislation authorizing a new area will explain the purpose of creating the area and outline specific directions for additional planning (if necessary), land acquisition, management and operations.

The criteria for designating an affiliated area, which is slightly different than a NPS unit, stipulate that the sites nominated must:

- Possess resources that have national significance and these resources must support interpretation of the story.
- Need some special recognition or technical assistance beyond what

is available through existing NPS programs.

- Document that a cooperative arrangement with NPS and adequate contributions from other sources will assure long-term protection of the resource and be able to establish and continue a standard of maintenance, operations, public service, and financial accountability consistent with requirements of NPS units.
- Managed by an organization with which the NPS has a formal cooperative relationship.

The study team created to develop the alternatives study, with participation from the public, reviewed the nomenclature of national park titles and recommended that two types be

considered for the Bainbridge Island Japanese American Memorial—an “Affiliated Area” or a “National Memorial.” An affiliated area is defined in law as cultural properties recognized by Congress or by the Secretary of the Interior that are neither federally owned nor directly administered by the National Park Service, but which utilize National Park Service assistance. In contrast, either a new unit or a unit of an existing National Monument could be memorialized and authorized by an Act of Congress and cooperatively managed by the National Park Service and partners, both public and private.

A national memorial is commemorative of a historic person or episode; it need not occupy a site historically connected with its subject.

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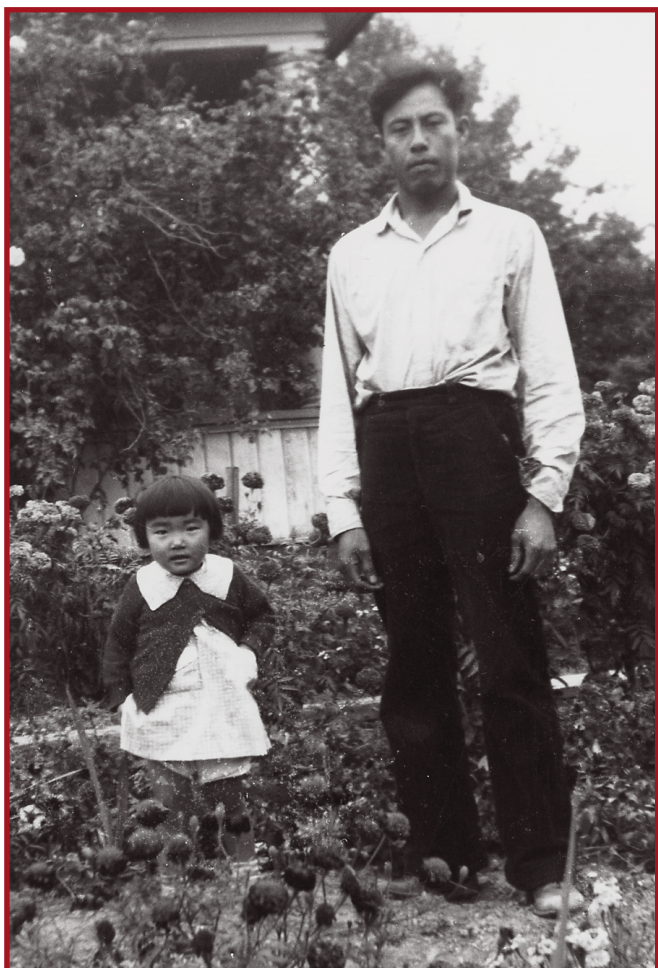
SIGNIFICANCE

The historical significance of the Bainbridge Island Japanese American Memorial site is supported by the fact that the memorial site is unique as the first location from which Japanese Americans were excluded after issuance of E.O. 9066. The memorial site also represents broad themes in the internment and incarceration story, and the experiences of the Bainbridge Island Japanese Americans are representative of the 120,000 internees during World War II.

Historically and interpretively, the Eagle Lake Ferry Dock site is clearly nationally significant for its role as the first location where Japanese Americans were forcibly removed from their homes under Exclusion Order-1 after the issuance of Executive Order 9066. While each of the 120,000 internees' stories is unique, it is widely recognized that the experiences of the first 227 served as a training exercise for the military to set the wheels in motion for the eventual mass removal of all Japanese Americans from the West Coast.

Following the attack on Pearl Harbor, rumors within the Japanese American community were rampant about exactly who might be rounded up and removed. The rumor was that only Japanese

citizens, or Issei, would be ordered to leave. Within the community, it was believed that Nisei, first-generation Japanese Americans, would be protected from removal by their civil rights as American citizens. The Bainbridge Island event squelched those rumors, making it known that both Issei and Nisei would be forcibly removed, and that the criterion for removal was based solely on Japanese ancestry rather than American citizenship. For the federal government and the general public during World War II, racial and ethnic identifications and perceived loyalty to the enemy superseded the fact that the majority of the internees were American-born citizens with constitutional rights. This fact is the crux of why the site at the Eagle Lake Ferry Dock is nationally



This American story—the internment and incarceration of an entire ethnic group and their removal from the West Coast, 70% of whom were American citizens—cannot be understood and appreciated unless the public learns about the lives of the Nikkei, before and after their forced removal.

Photo courtesy Bainbridge Island Historical Society, #02BI

significant as the true beginning of the mass removal and incarceration of all Japanese Americans during World War II.

The U.S. government justified the mass removal and incarceration of Japanese Americans on the basis of national security. Bainbridge Island was selected as the first location to implement Executive Order 9066 because the island was home to Fort Ward, a primary naval intelligence listening post on the Pacific. This military location was considered highly sensitive and could be prone to infiltration or attack by Japanese. Hence, Japanese Americans living on the island were suspect and needed to be removed, according the federal government.

In 1982 the Commission on Wartime Relocation and Internment of Civilians concluded that it was NOT military necessity that underpinned the decision to forcibly remove all West Coast Japanese Americans. Rather, it was “race prejudice, wartime hysteria, and a lack of political leadership.” This finding concluded that the Bainbridge Island Japanese Americans did not pose a threat to the security of the United States;

rather it was the political and public will that made it necessary to uproot and incarcerate them during World War II. This is a key interpretive theme specific to the experiences of the Bainbridge Island Japanese Americans and to the memorial site.

Generally, for the 120,000 internees, the two most significant transitions during World War II were their forced removal from their home communities to the camps and then from the camps to restarting their lives after their incarceration. Thus, “where it began and where it concluded” for each person was unique. Most internees went from *Nihonmachis* (Japan-towns) and rural farming areas to the camps and then returned. Additionally, some Japanese Americans dispersed throughout the United States after their incarceration, and some chose to settle in Japan. For the first 227, it began on Bainbridge Island, and for most of them, it concluded on Bainbridge Island.

During the three-year period, internees often moved from camp to camp. Issei men, who were first incarcerated in

Department of Justice camps, moved into the WRA camps to join their families. The segregation of “loyal” and “disloyal” affected some 15,000 internees in moves between the WRA camps and the Tule Lake segregation center. Jerome and Rohwer in Arkansas were closed early, necessitating the move of thousands of internees to other WRA camps. Many thousands of internees transitioned between the WRA camps and seasonal labor camps. The Bainbridge Islanders were first sent to Manzanar, then to Minidoka, and finally returned to Bainbridge Island.

Thus, the stories of these 227 people provide a typical or common Japanese American experience during World War II: The memorial site was the home base from which they left and then returned. A unique aspect of the memorial story is the strong ties that were maintained between internees and their friends on Bainbridge Island during the war. They communicated through letters, and these letters were then published in the local *Bainbridge Review* newspaper. The editor of the *Bainbridge Review* became nationally known for his



Islanders gathered in the ferry parking lot (center) to say farewell to their Japanese American friends and neighbors while Taylor Avenue (foreground) was secured by soldiers, prior to the ferry's arrival.

Photo courtesy National Archives and Records Administration

outspoken opinions about the injustice of the internment and incarceration; a fictionalized account of his activity was captured in the national bestseller *Snow Falling on Cedars* by David Guterson. Walt and Milly Woodward's active opposition to the removal of their neighbors represents another unique aspect of the story to be told at the memorial.

Interpretively and physically, the Bainbridge Island site provides the missing link in the story—the link being “where it began and where it concluded.” In addition to the Taylor Avenue corridor, a 2001 draft National Register of Historic Places multiple property document prepared for the Pacific West Region (PWR) identified sites associated with the four eras of pre-war Nikkei settlement on Bainbridge Island. These sites, which range from protected archeological sites to farmhouses and commercial buildings, extend the opportunities for interpretation offered by the memorial site. The survival of a strong Japanese American community integrated into the larger Bainbridge Island community likewise provides strong links to both the pre- and post-

Ex parte Milligan 71 U.S. 281 (4 Wallace 2) (1866)

In a landmark case *ex parte Milligan* (sometimes mistakenly referred to as “Mulligan”), the Supreme Court of the United States overturned the actions of President Abraham Lincoln who had abrogated the constitutional rights of American citizens during the Civil War. Justice Davis delivering the opinion of the Court said:

“No graver question was ever considered by this court, nor one which more nearly concerns the rights of the whole people, for it is the birthright of every American citizen when charged with crime to be tried and punished according to law.

“The Constitution of the United States is a law for rulers and people, equally in war and peace, and covers with the shield of its protection all classes of men,

at all times and under all circumstances. No doctrine involving more pernicious consequences was ever invented by the wit of man than that any of its provisions can be suspended during any of the great exigencies of government. Such a doctrine leads directly to anarchy or despotism, but the theory of necessity on which it is based is false, for the government, within the Constitution, has all the powers granted to it which are necessary to preserve its existence, as has been happily proved by the result of the great effort to throw off its just authority.”

Milligan was used by the lawyers for the Japanese American internees for the loss of their constitutional rights in the various lawsuits against the U.S. government after World War II.

war stories associated with the World War II internment. These type of resources are not adequately represented by other related sites.

A comparative analysis of the Bainbridge Island Japanese American Memorial site with other locations along the West Coast supports the significance of the memorial site as worthy of national attention and NPS designation. An inventory of significant Japanese American sites was conducted for the PWR region by Dr. Gail Dubrow and the Historic Preservation Program of the University of Washington. The National Historic Landmark theme study proposal developed from this inventory indicates that the other sites that could

be comparable to the memorial in their ability to tell the “beginning and end” story are the *Nihonmachi* along the West Coast, such as the Seattle, Portland San Francisco, San Jose, and Los Angeles *Nihonmachis*. Japanese American farming communities also served as *Nihonmachi*, although they were more dispersed over larger areas. Before World War II, these *Nihonmachi* were thriving Japanese American communities with businesses, residences, community centers, and schools. Following the forced removal of Nikkei from their homes, these *Nihonmachi* were closed up and abandoned for three years. Following the war, many Japanese Americans did not return to their pre-war homes for various reasons. The *Nihonmachi* were never able

to be revived into their former pre-war communities. World War II effectively dismantled these communities, although some of them still exist as relics of the pre-war communities. As pre-war sites and post-war relics, these *Nihonmachi* can tell an aspect of the “beginning and end” of the internment and incarceration to some degree. The memorial site, however, with its national significance as the first site from which Nikkei were interned under E.O. 9066; its ability to tell significant aspects of the internment and incarceration story *in situ*; and as a venue from which a typical Japanese American experience prior to and after World War II can be told *in situ*, best meets the criteria for inclusion in the National Park System.

