





Latrine and shower room foundation in the guard camp uncovered by JCCH volunteers in 2011, Honouliuli Internment Camp.
Photo: Jeffery Burton.

CHAPTER 4: SUITABILITY

This section describes the National Park Service analysis of whether nationally significant sites are suitable for inclusion in the national park system.

Introduction

To be considered suitable for addition to the national park system, an area must represent a natural or cultural resource type that is not already adequately represented in the national park system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector. Adequacy of representation is determined on a case-by-case basis by comparing the potential addition to other comparably managed areas representing the same resource type, while considering differences or similarities in the character, quality, quantity, or combination of resource values. The comparative analysis also addresses rarity of the resources, interpretive and educational potential, and similar resources already protected in the national park system or in other public or private ownership. The comparison results in a determination of whether the proposed new area would expand, enhance, or duplicate resource protection or visitor use opportunities found in other comparably managed areas.

For the purposes of this analysis only the sites found to be nationally significant in Hawai'i (Honouliuli Internment Camp and the U.S. Immigration Station) are analyzed compared to the U.S. mainland incarceration sites. Honouliuli Internment Camp and the U.S. Immigration Station are analyzed in comparison with the history and conditions of mainland incarceration sites and other similarly themed sites throughout the United States. In addition, this chapter analyzes Honouliuli Internment Camp and the U.S. Immigration Station in the context of other national park system units and sites related to similar themes of peopling places, creating social institutions, expressing cultural values, shaping the political landscape, and the changing role of the United States in the world community.

Comparative Analysis of U.S. Mainland and Hawai'i Incarceration Sites

This section compares the history, sites, quality and quantity, and opportunities for interpretation and education between the U.S. mainland and Hawai'i incarceration sites during World War II. Several mainland incarceration sites are designated units of the national park system or are national historic landmarks, and this section documents the similarities and differences between these mainland sites and Honouliuli Internment Camp and the U.S. Immigration Station.

DIFFERENCES BETWEEN THE HISTORY OF THE INCARCERATION OF CIVILIANS ON THE U.S. MAINLAND AND IN HAWAI'I

The incarceration of civilians during World War II has been determined to be a nationally significant episode in American history. In Chapter 3: Resource Significance, the section Significance of Events: Incarceration of Civilians in the United States during World War II provides a complete description of the differences between the incarceration of civilians in Hawai'i and on the U.S. mainland. The following description provides a summary of the key differences to set the context for the suitability analysis and determinations.

First, the legal mechanism used to authorize incarceration in Hawai'i was martial law, as opposed to Executive Order 9066 on the mainland. Martial law was declared in the Hawaiian Islands on December 7, 1941 immediately following the attack on Pearl Harbor. Martial law gave the U.S. military jurisdiction over the islands and became the mechanism for incarcerating Japanese and European American citizens until October 24, 1944. Immediately before martial law was lifted, President Roosevelt signed Executive Order 9489, modeled after Executive Order 9066, that authorized Hawai'i's military to intern enemy aliens and expel from the islands any U.S. citizen who were considered a security threat.

Second, although the threat of sabotage, aiding and abetting, and espionage was potentially much greater in Hawai'i than on the mainland, less than 2 percent of the Nikkei

in Hawai'i were incarcerated as compared to the mass incarceration of all people of Japanese descent from the mainland's West Coast. Nikkei composed 37% of Hawai'i's population and were well integrated into the social, political, and economic life of Hawai'i. A mass incarceration was not only logistically impossible but also would have crippled the economy and social order of the islands. In addition, the more strategic approach to incarceration allowed Nikkei in Hawai'i to contribute fully to the war effort in civilian roles and through the all-Nisei military units.

Third, although the more limited incarceration in Hawai'i was less damaging to the morale of the general population, it may have had even more insidious effects on the targeted individuals. Incarceration on the mainland was psychologically and financially devastating for the entire Japanese American population. In Hawai'i, to be designated a possible traitor and

imprisoned was arguably more stigmatizing for those involved. Residents of German and Italian descent were similarly labeled and incarcerated.

Fourth, the level of public understanding and awareness about the history of incarceration of civilians during World War II is drastically different. On the mainland during World War II, the mass incarceration was well known on the West Coast because all Nikkei were excluded and confined, and the media promulgated wartime hysteria and broadcasted the many aspects and events of the mass incarceration. The mainland incarceration has also been well documented, and there is a growing level of public awareness about this history. In contrast, the incarceration in Hawai'i was largely kept secret during World War II, and this history is only now the subject of recent scholarship and public awareness campaigns.



Japanese American heads of family and persons living alone wait outside the Civil Control Station, San Francisco, in response to Civilian Exclusion Order Number 20. Photograph by Dorothea Lange, April 25, 1942. Photo: National Archives and Records Administration.

DIFFERENCES BETWEEN THE U.S. MAINLAND AND HAWAI'I INCARCERATION SITES

The incarceration sites—their operation, physical locations, structural layout and composition, and imprisoned populations were markedly different between the mainland and Hawai'i sites.

Mainland Incarceration Sites

On the mainland, the incarceration process and sites were operated by several government departments and agencies. These included the War Department through the Western Defense Command and its Wartime Civil Control Administration; the Department of Justice and its agencies—the Federal Bureau of Investigation and Immigration and Naturalization Service; and the War Relocation Authority (WRA). The WRA was established by executive order to administer the mass incarceration of all Nikkei from the West Coast at the WRA centers. Generally, the War Department and Justice Department ran internment camps for individuals deemed enemy aliens, while the WRA operated camps for the mass incarceration of Nikkei, two-thirds of whom were American citizens.

Soon after the bombing of Pearl Harbor on December 7, 1941, thousands of West Coast Issei leaders were arrested and taken to local immigration stations. After processing, most of them were then sent to internment camps throughout the U.S. These small camps were designed for individuals who were singled out by the government as potentially dangerous, deemed disloyal, and for those requesting repatriation or expatriation to Japan. These camps included, but were not limited to, citizen isolation centers, temporary detention stations, and Department of Justice internment camps. These facilities housed mostly men and ranged in size from imprisoning fewer than a hundred individuals to a few thousand. They were generally located in remote areas and set up as prisons guarded by Border Patrol agents.

Once Executive Order 9066 was signed by President Roosevelt on February 19, 1942, all West Coast Nikkei were forcibly removed from their homes and sent to one of fifteen temporary detention facilities, called “assembly centers” run by the Wartime Civil Control

Administration. These facilities were generally located in converted fairgrounds, racetracks, and exposition centers. Their function was to hold the incarcerated Japanese Americans while the more permanent WRA centers were being constructed in remote locations.

The mainland WRA centers (including Manzanar, Minidoka, and Tule Lake) were located on desolate and expansive tracts of government land. The camps were massive, covering tens of thousands of acres and composed of hundreds of barracks and temporary buildings. The camp layouts were organized into dozens of blocks of cramped communal quarters with WRA operations and staff areas separated for functionality and perceived security. Large areas of open space often surrounded the camps—these areas were used for agriculture to enable the camps to be sustainable during wartime.

The ten massive WRA camps were the temporary residences for 120,000 Japanese Americans of all ages and backgrounds, including women, children, and the elderly and infirm. In time, the incarcerated Nikkei transformed the WRA camps into largely self-sustaining communities, functioning as small towns with their own schools, places of worship, community organizations, and recreational leagues. Incarcerated Nikkei established businesses, such as general stores, banks, and barbershops. Many worked in and around the camps, whether in a professional capacity as doctors or teachers, or to support nearby agriculture or supply the military with materials for the war effort.

Many of the mainland incarceration sites have received designations as national park system units, national historic landmarks, national register of historic places properties, and state historic designations.

Units of the national park system that represent the history of incarceration on the mainland:

MANZANAR NATIONAL HISTORIC SITE (INDEPENDENCE, CALIFORNIA)

Manzanar National Historic Site is located in the Owens Valley of eastern California and protects and interprets the historical, cultural, and natural resources associated with the mass incarceration of Japanese Americans during

World War II. Manzanar was the first camp to open and the first to be administered by the WRA. The camp held 10,046 internees for 44 months—second only to Tule Lake in the length of its occupation. Manzanar National Historic Site is considered the best preserved of the mainland incarceration camps (NPS 2012, 136).

MINIDOKA NATIONAL HISTORIC SITE (JEROME COUNTY, IDAHO)

Minidoka National Historic Site, in Jerome County, Idaho, was established to preserve the historic features and interpret the history of the former Minidoka Relocation Center, which held 13,000 Nikkei from Washington, Oregon, California, and Alaska during World War II. Located in the high desert of the Snake River Plain, it became the seventh most populous region in Idaho during World War II, due to the size of the camp. Minidoka was known for having a high number of Nisei who served in the U.S. military during the war.

NIDOTO NAI YONI MEMORIAL (BAINBRIDGE ISLAND, WASHINGTON)

A satellite unit of Minidoka National Historic Site, the Nidoto Nai Yoni Memorial marks the location of the Eagledale ferry dock on Bainbridge Island. Here, on March 30, 1942, 227 residents of Japanese descent—two-thirds of them American citizens—were rounded up to board a ferry as they were forcibly removed from the island and sent to Manzanar. They were the very first Nikkei to be exiled from the West Coast; approximately one year later, the majority of these Bainbridge Island residents were transferred to Minidoka. *Nidoto Nai Yoni* means “Let It Not Happen Again.”

TULE LAKE UNIT OF WWII VALOR IN THE PACIFIC NATIONAL MONUMENT (NEWELL, CALIFORNIA)

The Tule Lake Unit, in rural Newell, California, preserves and interprets the history and setting of the incarceration and later segregation of Nikkei at Tule Lake during World War II. Tule



This photograph of Manzanar, taken by Ansel Adams in 1943, illustrates the exposed, remote conditions of the majority of mainland incarceration sites. Photo: Library of Congress.



Photographs of Tule Lake reveal key differences between Hawaiian and mainland incarceration sites. **Above:** Internees contribute to a large-scale agricultural operation typical of mainland sites. **Below:** Women pose outside a barber shop at Tule Lake. Mainland WRA camps were often self-sustaining communities, where internees developed their own businesses, civic organizations, and recreational leagues. Both photos c. 1942–43, Library of Congress.

Lake was the largest of the ten WRA camps, incarcerating approximately 29,000 people over the duration of the war. It was also the longest in operation, closing in March 1946. In 1943, the government administered an ill-conceived “loyalty” questionnaire to distinguish “loyals” from “disloyals.” Those who answered “no,” refused to answer, or gave qualified answers were deemed “disloyal.” In summer 1943, the camp was converted to the segregation center. “Loyals” at Tule Lake were given the option to move to another camp, while simultaneously, all “disloyals” from the other camps were transferred to Tule Lake. The level of security intensified, culminating in November 1943 when the camp was placed under martial law, surrounded by tanks and cavalry. Tule Lake may be the best example of what President Roosevelt called concentration camps in the United States during World War II.

Ten miles from the segregation center is Camp Tulelake—one of three areas that compose the Tule Lake Unit in northern California. While the Tule Lake Unit’s most recognized history is related to the mass incarceration of Nikkei during World War II, Camp Tulelake also played a significant role in incarcerating Nikkei as well as prisoners of war.

National Historic Landmarks that represent the history of incarceration on the mainland:

ROHWER RELOCATION CENTER MEMORIAL CEMETERY (DESHA COUNTY, ARKANSAS)

Located 5 miles west of the Mississippi River in southeastern Arkansas, the Rohwer Relocation Center operated between September 1942 and November 1945, holding a maximum population of 8,475. The site differs from many of the other camps in its riparian setting, once forested and now primarily devoted to crops and housing. Though few visible remnants of the camp exist today, the cemetery is one of only three remaining incarceration camp cemeteries.

GRANADA RELOCATION CENTER (PROWERS COUNTY, COLORADO)

Sited on an exposed prairie in southeastern Colorado, the Granada Relocation Center was also called Amache. The smallest of the WRA centers, Granada held 7,597 people at its peak in October 1942. Most Nikkei came from



Photos (top to bottom): **1.** Remnants of a storage building for the camp cooperative store, Granada Relocation Center. Photo: Nathan W. Armes, Armes Photography. **2.** The Rohwer Relocation Center Memorial Cemetery. Photo: Arkansas State University.

agricultural areas in California's central valleys, and Granada was notable for its significant agricultural production. Almost all of the building foundations, roads, and landscaping survive, and the archeological resources are among the most intact of all of the WRA camps.

HEART MOUNTAIN RELOCATION CENTER (PARK COUNTY, WYOMING)

The Heart Mountain Relocation Center was built 12 miles northeast of Cody in northwestern Wyoming, on land previously managed by the Bureau of Reclamation. At its peak in January 1943 it held 10,767 inhabitants. When the draft was re-opened to Japanese Americans, Heart Mountain experienced the highest rate of draft resistance among the ten camps. Eighty-five men were imprisoned for resisting the draft and protesting the confinement of Japanese American citizens.

CENTRAL UTAH RELOCATION CENTER/TOPAZ (MILLARD COUNTY, UTAH)

Set in the high desert of west central Utah, the camp was also called the Topaz Relocation Center, for its view of Topaz Mountain. Unlike some other states, Utah welcomed the presence of Nikkei because it viewed the camps as a source of much-needed agricultural labor during wartime shortages. The population (8,130 at its maximum) produced much of its own food, despite punishing climatic conditions. No buildings remain in the central area, however many foundations, roads, and pathways are still intact.

POSTON ELEMENTARY SCHOOL, UNIT 1, COLORADO RIVER RELOCATION CENTER (LA PAZ COUNTY, ARIZONA)

The Colorado River Relocation Center, also called the Poston Relocation Center, was the second camp to open, in May 1942. It was also the second largest camp with a peak occupancy of 17,814. Built on tribal land on the Colorado River Reservation, it held a unique position in the system due to its administration by the Office of Indian Affairs during 1942 and 1943. The center was constructed despite the objections of the Tribal Council of the Colorado River Indian Tribes, and it included three units, each separated by 3 miles. The Poston Elementary School was designed by Japanese American architect Yoshisaku Hirose



Photos (top to bottom): **1.** The Heart Mountain Interpretive Center commemorates the incarceration of more than 14,000 Japanese Americans. Photo: Stevan Leger, Heart Mountain, Wyoming Foundation. **2.** The site of the Central Utah Relocation Center today. Photo: Thomas H. Simmons, Front Range Research Associates, Inc. **3.** Remains of the Unit 1 Auditorium Building, Poston Elementary School, Colorado River Relocation Center. Photo: Thomas H. Simmons, Front Range Research Associates, Inc.

and built by incarcerated. It is the only standing elementary school within a former incarceration camp.

Other designated sites that represent the history of incarceration on the mainland:

Appendix C: Japanese American Wartime Incarceration Properties provides the names of properties, their locations, and status of federal and state designations of all known incarceration sites. This table was adapted from the *Japanese Americans in World War II Theme Study*.

HONOULIULI INTERNMENT CAMP

In contrast to the designated mainland incarceration sites, Honouliuli Internment Camp was run by the U.S. military. The Honouliuli Internment Camp was much smaller than the massive WRA centers. At Honouliuli, the approximate maximum occupancy was 4,000 prisoners.

Arguably more akin to the WRA and DOJ's smaller incarceration and internment camps on the mainland, Honouliuli Camp also had

one remarkable difference. Honouliuli Camp was both an internment camp and a prisoner of war camp, suggesting that the military—at least in some respects—viewed enemy soldiers and civilian detainees in a similar light. As the war progressed and with U.S. forces advancing toward Japan, the number of POWs increased at Honouliuli, ultimately totaling approximately 4,000 POWs from Korea, Okinawa, Taiwan, Japan, and Italy. Simultaneously, the number of incarcerated civilians decreased, as these individuals were transferred to the mainland WRA and DOJ camps or paroled. The size of the imprisoned population at Honouliuli changed frequently, with the size of the camp increasing as the need arose.

Rather than the remote locations and vast landscapes that characterized the majority of the incarceration sites on the mainland, Honouliuli was situated just a few miles from the largest population center (Honolulu) in the Pacific. It was isolated at the bottom of a deep gulch that trapped heat and moisture and bred mosquitoes. Because of these qualities, the internees called it *jigoku dani*, or “hell valley.” The prisoners were effectively hidden



Aqueduct leading through the prisoner of war area, Honouliuli Internment Camp, Honouliuli Day of Remembrance, February 27, 2011. Photo: NPS.

from view, and the segregation imposed by the landform only reinforced the inhabitants' sense of imprisonment.

The differing and variable population influenced Honouliuli's physical and social organization: it was divided into compounds separating prisoners of war from civilian internees. Inmates were housed in barracks and tents spread along the Honouliuli Stream's basin. At Honouliuli, the sole compound dedicated to civilian internees was located in the middle of a long, narrow valley. Four POW compounds were located to the north, and a fifth POW compound plus the guard camp area was located to the south. The population at Honouliuli was predominantly male and housed in groups of 11 or 12 (Burton and Farrell 2011, 10), unlike barracks in mainland camps that typically held several families each in one room.

Honouliuli functioned as a temporary prison mostly relying on materials and goods brought in from the outside. In contrast, the WRA intended for the mainland centers to be self-sufficient with vast agricultural lands, chicken and hog farms, and internal businesses, schools, and activities. While the internees at Honouliuli occasionally cultivated vegetables and reportedly improved the site with the introduction of trees, shrubs, and flower beds with rock borders (Burton and Farrell 2011, 6), the large-scale agricultural production that

took place on lands surrounding mainland WRA centers would not have been possible. Honouliuli Internment Camp was therefore much less self-sufficient and never intended to function as an independent unit.

Honouliuli's unique and intact landscape setting, as well as the camp composition and circumstances of incarceration, represent a distinct, often overlooked aspect of the story of civilian incarceration in the U.S. during World War II. In particular, the camp's importance as the largest detention site for prisoners of war in Hawai'i sets it apart from the civilian WRA centers on the mainland.

Of the mainland sites within the national park system, Camp Tulelake of the Tule Lake Unit of World War II Valor in the Pacific National Monument is most comparable to Honouliuli Internment Camp. Similarities include its isolated location and the fact that both civilians and prisoners of war were incarcerated at these camps.

There are also several differences, however, the greatest being the historical differences listed above (legal mechanisms justifying the incarceration, number of those incarcerated overall, and personal and social impacts resulting from the incarceration). Other differences include:



A 1940 photograph of Camp Tulelake, looking northeast, when the camp was being used by the Civilian Conservation Corps. Photo: National Archives and Records Administration.

- Camp Tulelake was constructed in the 1930s for Civilian Conservation Corps purposes. It was later converted to an incarceration site during World War II to imprison first Japanese Americans and then German and Italian prisoners of war. Honouliuli Internment Camp was constructed during World War II for the express purpose of serving as an internment camp.
- During World War II, Camp Tulelake was sited in a remote, arid landscape and included two dozen wooden buildings on 66 acres. Honouliuli was substantially larger (160 acres), more developed, and significantly more fortified. It was set within a deep gulch, hidden from view, with 175 buildings, 14 guard towers, and over 400 tents.
- The population at Camp Tulelake changed three times, with groups never overlapping in their occupancy. First, 100 men who refused to answer the “loyalty” questionnaire were incarcerated there before being returned to the Tule Lake Segregation Center or moved to DOJ camps. The second population included 243 Nikkei from other WRA centers who came to Tule Lake as strikebreakers and were employed to harvest crops. The third group included approximately 800 prisoners of war of German and Italian ancestry. In contrast, Honouliuli’s population transitioned from serving as an internment camp for civilians, predominantly of Japanese heritage, to a prisoner of war camp for soldiers and conscripts from Korea, Okinawa, Taiwan, Japan and Italy. These overlapping groups were all housed at Honouliuli but were segregated into different compounds. The POW population at Honouliuli was also significantly larger, totaling nearly 4,000 individuals.
- The POWs at Camp Tulelake worked to improve the camp and then provided critical agricultural labor to neighboring onion and potato farmers. Following World War II, several of the German POWs stayed in the local area, integrating into the rural agricultural community. The POWs at Honouliuli were isolated from Hawai‘i’s population and returned to their homelands following the war.

While similarities exist between Camp Tulelake and Honouliuli, the many differences are essential to understanding the national significance and suitability of the Honouliuli Internment Camp in the context of U.S. mainland incarceration sites.

U.S. IMMIGRATION STATION, HONOLULU

The role of the U.S. Immigration Station in Hawai‘i’s World War II incarceration history is entirely different than both the mainland WRA and DOJ facilities and the Honouliuli Internment Camp. The U.S. Immigration Station was not a “camp” built to imprison individuals for large stretches of time. Rather it was an existing facility and detention site where prisoners were held, interrogated, and tried in hearings run by the U.S. military before being released or sent to Sand Island, Honouliuli Internment Camp, or the mainland incarceration sites.

Honolulu’s U.S. Immigration Station played a similar but different role to U.S. immigration stations along the West Coast during World War II. The mainland stations, such as the U.S. Immigration Station at Angel Island in the San Francisco Bay (a National Historic Landmark and part of Angel Island State Park) and the U.S. Immigration Station at Ellis Island in New York (part of the Statue of Liberty National Monument) functioned as prisons in the months following Pearl Harbor where individuals deemed a threat to national security were temporarily imprisoned. In contrast, the Honolulu U.S. Immigration Station played a more central role in the incarceration history of Hawai‘i, being used continuously throughout World War II to imprison and try citizens and foreign nationals in military run courts. It served as a holding and hearing center for all civilians arrested on O‘ahu and for every resident arrested in the Hawaiian Islands and transferred to Honolulu. The U.S. Immigration Station was a transfer point for internees before being sent to other incarceration sites in Hawai‘i or shipped to the mainland, and as a point of reentry, where internees were required to complete compulsory paperwork before release.

In addition, the U.S. Immigration Station in Honolulu served as a primary portal for immigrants entering the United States from Asia and the Pacific throughout its history and assisted in shaping the rich multicultural

identity of Hawai‘i. An examination of the U.S. Immigration Station’s role in the immigration history of Hawai‘i and the U.S. is needed to determine its national significance related to this theme.

National park system units and National Historic Landmarks that represent the dual history of incarceration and immigration on the mainland:

ANGEL ISLAND IMMIGRATION STATION (SAN FRANCISCO BAY, CALIFORNIA)

Known as the “Ellis Island of the West,” the immigration station at Angel Island processed one million immigrants between 1910 and 1940, the majority of whom came from China and Japan. The Angel Island Immigration Station enforced the Chinese Exclusion Acts of the late 19th and early 20th centuries, as well as the Immigration Act of 1924, all of which restricted the number of Asian immigrants who could enter the United States. During World War II, Angel Island Immigration Station was used as a temporary prison and transfer point for internees and POWs of Japanese, German, and Italian ancestry. All internees who were transferred to the mainland from Hawai‘i were interned at Angel Island before being sent to WRA and DOJ camps.

ELLIS ISLAND, STATUE OF LIBERTY NATIONAL MONUMENT (NEW YORK, NEW YORK)

From 1892 to 1924, Ellis Island was America’s largest and most active immigration station, where over 12 million immigrants were processed. For the vast majority of immigrants, Ellis Island truly was an “Island of Hope”—the first stop on their way to new opportunities and experiences in America. For the rest, it became the “Island of Tears”—a place where families were separated and individuals were denied entry into this country. During World War II, Ellis Island was used for the detention of Japanese, German, and Italians deemed enemy aliens from the East Coast, and it became a transfer point between incarceration camps. At its peak in December 1941, it likely held over 600 people of Japanese, German, and Italian ancestry.



Photos (top to bottom): **1.** The U.S. Immigration Station at Angel Island served as a temporary detention center for internees and POWs during World War II. From 1910–40, harsh and restrictive immigration policies intended to exclude Asians resulted in the long-term detention of many potential immigrants here. Photo: Roger Wagner. **2.** Young visitors to the U.S. Immigration Station, Angel Island, stand in front of poetry carved into walls by detainees. Photo: Brian Turner, National Trust for Historic Preservation. **3.** Closer view of carved poetry, U.S. Immigration Station, Angel Island. Photo: Jacquie Klose.

COMPARISON OF QUALITY AND QUANTITY

A comparative analysis of resource quality and quantity is required to determine the suitability of a potential addition to the national park system.

When evaluated against mainland incarceration sites, Honouliuli Camp and the U.S. Immigration Station possess a distinct quality and increased quantity of resource values. Honouliuli contains a large number of extant components, including building foundations, circulation routes, water and wastewater infrastructure, and retaining walls (Burton and Farrell 2007, 16, 73) in comparison with many of the mainland incarceration sites. These remnants, as well as archeological resources, have been protected by the site's natural isolation and are currently overgrown with a thick layer of largely invasive plant material. Besides this overgrowth, the site of the camp has remained "virtually unchanged since World War II" (Burton and Farrell 2011, 35). Further archeological research may yield additional resources. Moreover, Honouliuli is remarkably well-preserved when compared to mainland POW camps, most of which have been substantially altered by modern developments (Burton and Farrell 2011, 35).

The U.S. Immigration Station is exceptionally well-preserved and looks much as it did during World War II. The fountain constructed by Alfredo Guisti, and the holding cells and courtyard where civilian Japanese and Europeans were held are still extant. The intact historic buildings at the Honolulu U.S. Immigration Station are comparable to the quality and quantity of resources at Angel Island and Ellis Island.

OPPORTUNITIES FOR INTERPRETATION AND EDUCATION

The proximity of internment sites on O'ahu to significant World War II-related resources, especially World II Valor in the Pacific National Monument, offers an exceptional opportunity to interpret Hawai'i's incarceration history within the broader context of World War II. Honouliuli Internment Camp and the U.S. Immigration Station are located within a 10-mile radius of the Pearl Harbor Visitor Center, part of World War II Valor in the Pacific

National Monument. Japanese American history during World War II is further supported by the nearby Japanese Cultural Center of Hawai'i, the U.S. Army Museum, and the Brothers in Valor Memorial in Waikiki, which commemorates Japanese Americans who served in the armed forces during the war.

This concentration of related resources is a tangible representation of the impact of the war at island, national, and international scales. The experience of the war on O'ahu was unlike anywhere else in the United States, and to date the full breadth of this history has received little interpretation. Educational programs that engage both the story of Pearl Harbor and its aftermath—as manifested by the U.S. Immigration Station and Honouliuli Internment Camp—would allow for a more comprehensive and complex portrait of the island's strategic importance in the war and its impact on civil liberties and military and civilian life.



Photos (top to bottom): **1.** Dr. Suzanne Falgout, anthropologist at the University of Hawai'i–West O'ahu, leads a multidisciplinary research and education project at Honouliuli. Photo: Valentino Valdez. **2.** Honouliuli Day of Remembrance, 2011. Photo: NPS.

A comparison of the U.S. Immigration Station alone to interpretive and educational opportunities at Angel Island and Ellis Island yields different findings. Both Angel Island and Ellis Island have been preserved for their national significance associated with U.S. immigration, contain authentic historic buildings and features, and are managed as historic sites. Both Angel Island and Ellis Island have interpretive staff and offer a wide variety of interpretive and educational information through various media (exhibits, websites, tours, etc.). Visitors come to Angel Island and Ellis Island to learn about the sites' stories. In 2012, Ellis Island received 1.89 million visitors, and approximately 200,000 people visit Angel Island. In contrast, Honolulu's U.S. Immigration Station is still in use today by the Department of Homeland Security. There are limited opportunities for onsite interpretation and education because of its use as an active immigration station. Despite these limitations, the U.S. Immigration Station's history could be interpreted for the public through a variety of offsite media and outreach and limited onsite exhibits and waysides.

NPS Thematic Framework— Cultural Themes

In evaluating the suitability of cultural resources within or outside the national park system, the NPS uses its “thematic framework” for history and prehistory. The framework is an outline of major themes and concepts that help us to conceptualize American history. It is used to help identify cultural resources that embody America's past and to describe and analyze the multiple layers of history encapsulated within each resource.

The framework draws upon the work of scholars across disciplines to provide a structure for capturing the complexity and meaning of human experience and for understanding that past in coherent, integrated ways. Through eight concepts that encompass the multifaceted and interrelated nature of human experience, the thematic framework reflects a more interdisciplinary, less compartmentalized approach to American history. Five of the eight concepts apply to the civilian incarceration at Honouliuli Camp and the U.S. Immigration Station, as well as to the mainland incarceration sites described above. These five concepts are:

- Peopling Places
- Creating Social Institutions
- Expressing Cultural Values
- Shaping the Political Landscape
- The Changing Role of the United States in the World Community

Each of the concepts identified rest on a framework of topical sub-themes that are used to describe and explain the significance of the primary theme.

Each of the concepts is described along with how Honouliuli Internment Camp and the U.S. Immigration Station are relevant to the theme. Similar national park system units and national historic landmarks are described as comparisons. The sites selected as comparisons are drawn from historic sites with themes related to World War II, Asian American and Pacific Islander history, places of forced confinement, and cultural resilience in the face of discrimination. In addition, the comparable sites may be nationally significant related to other concepts described in this section. The five concepts also apply to the mainland incarceration sites, though they are not repeated below for the purposes of reducing repetition.

PEOPLING PLACES

This theme examines human population movement and change through prehistoric and historic times. It also looks at family formation; at different concepts of gender, family, and sexual division of labor; and at how they have been expressed in the American past. While patterns of daily life—birth, marriage, childrearing—are often taken for granted, they have a profound influence on public life.

Life in America began with migrations many thousands of years ago. Centuries of migrations and encounters have resulted in diverse forms of individual and group interaction, from peaceful accommodation to warfare and extermination through exposure to new diseases. Communities, too, have evolved according to cultural norms, historical circumstances, and environmental contingencies. The nature of communities is varied, dynamic, and complex.

Distinctive and important regional patterns join together to create microcosms of America's history and to form the "national experience."

Topics that help define this theme include family and the life cycle; health, nutrition, and disease; migration from outside and within; community and neighborhood; ethnic homelands; and encounters, conflicts, and colonization.

For the purposes of this study, the topics of 1) migration from outside and within and 2) encounters, conflict, and colonization are most appropriate to the stories of internment in Hawai'i.

Relevance of the Theme to the Sites

Honouliuli Camp illustrates that population movement can occur both through voluntary immigration and forced migration. The social and cultural networks established by immigrants to Hawai'i were adversely impacted by the incarceration of community leaders: for those interned, these stable communities gave way to temporary settlements in the camp, where imprisonment severely disrupted accepted social and cultural structures. Likewise, prisoners of war from Korea, Okinawa, Taiwan, Japan, and Italy were forcibly moved to the camp and experienced it only a short time before they were transferred again to POW camps on the mainland.

The U.S. Immigration Station in Honolulu is a testament to the experience of immigration and the U.S. government's treatment of immigrants in times of peace and conflict. The station played a direct role in welcoming immigrants to the United States, while its wartime use as a temporary detention center and point of transfer for internees illustrates the ambivalent relationship that existed between Hawai'i's government and immigrant communities.

Many of the comparably managed sites that are most relevant to Honouliuli and the U.S. Immigration Station and that reflect the theme of Peopling Places are concentrated on the West Coast and reflect America's diverse cultures, specifically Asian American heritage.

Units of the national park system that reflect the theme of Peopling Places:

WING LUKE MUSEUM OF THE ASIAN PACIFIC AMERICAN EXPERIENCE NPS AFFILIATED AREA (SEATTLE, WASHINGTON)

Founded in 1967, the Wing Luke Museum is located in Seattle's Chinatown-International District, a National Register-listed historic district. It offers a uniquely American story of Asian Pacific people and how they came to thrive in the United States, illustrating how initially temporary immigrant settlements were made permanent through the creation of community and the nurturing of social and cultural values.



Photos (top to bottom): **1.** Wing Luke Museum, Seattle. Olson Kundig Architects. **2.** The installation *Letter Cloud*, in the Wing Luke Museum, evokes the experience of Asian Pacific emigrants to the United States and shares hundreds of individual stories about building a life in a new country, far from loved ones. Created by artists Erin Shie Palmer and Susie Kozawa, the exhibit suspends reproductions of letters home, handwritten by immigrants. Photos © Lara Swimmer / www.swimmerphoto.com.

KALAUPAPA NATIONAL HISTORICAL PARK (MOLOKAI, HAWAII)

Kalaupapa National Historical Park honors the mo‘olelo (story) of individuals with Hansen’s disease (leprosy) who were forcibly exiled to a remote peninsula between 1866 and 1969. Kalaupapa, once a community in isolation, now serves as a place for education and contemplation, where past suffering has given way to personal pride about accomplishments made in the face of great adversity.

National Historic Landmarks and National Register Districts that reflect the theme of Peopling Places:

AUBURN—CHINESE SECTION (AUBURN, CALIFORNIA)

This site was home to Chinese laborers working on the transcontinental railroad in the 1850s and contains buildings associated with the Chinese community. The Auburn Chinese Section is listed on the Historic American Buildings Survey.

CREATING SOCIAL INSTITUTIONS AND MOVEMENTS

This theme focuses on the diverse formal and informal structures such as schools or voluntary associations through which people express values and live their lives. Americans generate temporary movements and create enduring institutions in order to define, sustain, or reform these values. Why people organize to transform their institutions is as important to understand as how they choose to do so. Thus, both the diverse motivations people act on and the strategies they employ are critical concerns of social history. This category also encompasses temporary movements that influenced American history but did not produce permanent institutions.

Topics that help define this theme include clubs and organizations, reform movements, religious institutions, and recreational activities.

Topics relevant to this study are 1) clubs and organizations, 2) reform movements, and 3) recreational activities.

Relevance of the Theme to the Sites

Honouliuli Internment Camp was a government-created and -forced social institution that incarcerated many prominent leaders in the Japanese American community. These individuals had worked to create organizations to uphold Japanese cultural values, and their internment disrupted both the social configuration of the community and its value systems. Though Honouliuli did not possess the social and recreational institutions that existed in mainland sites, internees arranged athletic activities in a designated field to help alleviate the tedium and discomfort of life in the camp (Territory of Hawaii n.d., 2). Also, while at Sand Island, detainees organized their own evening entertainment, known as the “Blackout Show” (Sugita 1978, 2); similar internee-created programs may also have occurred at Honouliuli Camp. These actions represent an attempt to transform a government-imposed institution and illustrate the perseverance of internees in the face of adversity. Today the site strengthens Japanese cultural values and reaffirms constitutional values through pilgrimages, days of remembrance, and educational programs that acknowledge government wrongdoing.

Like Honouliuli, the U.S. Immigration Station in Honolulu was purposefully used to break down Japanese American cultural and social institutions by removing their leaders. Individuals who were arrested, questioned, and detained at the station suffered the stigma of having been singled out as potentially disloyal. Furthermore, their forced absence created a leadership vacuum in their home communities, resulting in long-term adverse effects.

Units of the national park system that reflect the theme of Creating Social Institutions and Movements:

ALEUTIAN WORLD WAR II NATIONAL HISTORIC AREA (AMAKNAK ISLAND, ALASKA)

This National Historic Area preserves and interprets the deadly Aleutian Campaign of World War II, including the forced removal of Unangan (Aleut people) from nine villages in the Aleutian Islands. In 1942, in the face of increased Japanese aggression in the islands, the U.S. government uprooted and sent 881



Photos (top to bottom): **1.** One of the few remaining U.S. Army defense structures in the Aleutian World War II National Historic Area, Amaknak Island, Alaska. Photo: David Wessel, Principal, Architectural Resources Group. **2.** The church in the Aleutian village Kashaga in 1938, photographed by Alan G. May during a Smithsonian Institution Archeological Expedition to the Aleutian Islands. It was never permanently resettled after the villagers were removed in 1942. Photo: Alan G. May papers, University of Alaska Anchorage. **3.** Unangan children forcibly removed from their homes and relocated to Southeast Alaska. Photo: George Dale, 1942, Alaska State Library.

Unangan to squalid camps in Southeast Alaska, where 74 people died. Despite the horrors of this experience, the Unangan sought jobs in nearby towns, built new living quarters, and even erected a makeshift church to replace the church that had been destroyed during the evacuation.

NEZ PERCE NATIONAL HISTORICAL PARK (IDAHO, MONTANA, OREGON, AND WASHINGTON)

The park's 38 sites, spreading across Idaho, Washington, Oregon, and Montana, commemorate the Nez Perce, who developed a distinct culture through more than 11,000 years of interaction with the environment and landscape of their traditional homeland. The park includes the Nez Perce National Historic Trail, which preserves the route followed by the Nez Perce tribe when they were forced from their homelands by the U.S. Army in 1877.

National Historic Landmarks and National Register Districts that reflect the theme of Creating Social Institutions and Movements:

DANCING RABBIT CREEK TREATY SITE (NOXUBEE COUNTY, MISSISSIPPI)

On September 27, 1830, the Choctaw tribe signed a forced treaty at this gathering place. The treaty gave up all claims to land east of the Mississippi River and ultimately led to the tribe's removal. The treaty later served as a model for similar pacts of removal for the Chickasaw, Cherokee, Creek, and Seminole nations.

EXPRESSING CULTURAL VALUES

This theme covers expressions of culture—people's beliefs about themselves and the world they inhabit. For example, Boston African American Historic Site reflects the role of ordinary Americans and the diversity of the American cultural landscape. This theme also encompasses the ways that people communicate their moral and aesthetic values.

Topics that help define this theme include educational and intellectual currents; visual and performing arts; literature; mass media; architecture, landscape architecture, and urban design; and popular and traditional culture.

For the purposes of this study, the topics of 1) visual and performing arts; 2) literature; 3) architecture, landscape architecture, and urban design; and 4) popular and traditional culture are most appropriate to the stories of internment in Hawai‘i.

Relevance of the Theme to the Sites

The World War II incarceration sites in Hawai‘i reflect the persistence of Japanese cultural ideals—including honor and perseverance—when faced with the loss and debasement of cultural identity in wartime. The effort of some internees to appeal their incarceration using legal channels also represents cultural values, such as perseverance and belief in the government and in the U.S. Constitution.

The art, poetry, and landscapes created by internees at Honouliuli Camp are a tangible expression of the experience of incarceration and reflect the cultural values of Japanese Americans and European Americans. According to the Swedish Vice-consul’s reports in 1943, detainees improved the conditions of the camp by “planting . . . trees and shrubs, arranging flower beds with rock borders and otherwise embellishing their surroundings with the materials at hand” (Burton and Farrell 2011, 6). Artists, such as Dan Toru Nishikawa, filled notebooks with drawings, and other internees composed poetry as a means both of passing time and documenting their experience. These first-hand expressions reveal detainees’ personal responses to the internment and convey a sense of day-to-day life in the camp.

The design of the U.S. Immigration Station illustrates its role as a gateway to the United States and articulates Hawai‘i’s identity as a geographic and cultural crossroads. Extant features such as the courtyard fountain, created by an Italian prisoner of war, reflect the persistence of cultural expression in the face of incarceration.

Units of the national park system that reflect the theme of Expressing Cultural Values:

CANE RIVER CREOLE NATIONAL HISTORICAL PARK (NATCHITOCHES PARISH, LOUISIANA)

The nearly three-hundred-year relationship between the Cane River Creoles and their homeland was shaped by the river. This

relationship was tested by flood, drought, war, and numerous other obstacles, but through resilience and resourcefulness, the Creole culture was able to endure and thrive. This park is part of the 40,000-acre Cane River National Heritage Area and demonstrates the history of colonization, frontier influences, French Creole architecture and culture, cotton agriculture, slavery, and social practices over almost three centuries.

NICODEMUS NATIONAL HISTORIC SITE (GRAHAM COUNTY, KANSAS)

Established by African Americans during the Reconstruction Period following the Civil War, the town of Nicodemus is symbolic of the pioneer spirit of people formerly enslaved, who dared to leave the only region they had been familiar with to seek personal freedom and the opportunity to develop their talents and capabilities. Nicodemus National Historic Site is composed of five discontinuous properties



Photos (top to bottom): **1.** The history of Prud’homme’s Store, in Cane River Creole National Historical Park, exemplifies the social and cultural significance of the local store to communities in the South in the late 19th and early 20th centuries. Photo: Kevin Stewart. **2** Extant school building at Nicodemus National Historic Site, Kansas. Photo: Will Pope, NPS.

containing some of the oldest surviving structures within the townsite: it is the oldest and only remaining Black settlement west of the Mississippi River.

National Historic Landmarks and National Register Districts that reflect the theme of Expressing Cultural Values:

PANAMA HOTEL (SEATTLE, WASHINGTON)

Designed by Japanese American architect Sabro Ozasa and built in 1910, the Panama was a working-class hotel that served generations of Japanese immigrants and international travelers. Located in the heart of Seattle's *Nihonmachi*, or Japantown, the basement of the building includes the best surviving example of an urban Japanese-style bath house, or *sento*. Found in virtually every Nihonmachi, sentos provided a cultural connection with a 1,200-year-old tradition, remade in an urban American setting. The hotel stored the belongings of many community members who were interned in WRA camps. The majority never returned for their possessions, and many of these trunks remain to this day.

KAM WAH CHUNG COMPANY BUILDING (JOHN DAY, OREGON)

The Kam Wah Chung Company Building is the best known example of a Chinese mercantile and herb store in the United States, representing the Chinese role in the post-Civil War expansion period of the American West. It is significant for its association with Chinese immigrants in the development of the American West.

SHAPING THE POLITICAL LANDSCAPE

This theme encompasses tribal, local, state, and federal political and governmental institutions that create public policy and those groups that seek to shape both policies and institutions. Sites associated with political leaders, theorists, organizations, movements, campaigns, and grassroots political activities all illustrate aspects of the political environment.

Topics that help define this theme include parties, protests, and movements; governmental institutions; military institutions and activities; and political ideas, cultures, and theories.



The Kam Wah Chung Company Building was the social, cultural, and commercial hub of the once-thriving Chinese immigrant community in John Day, Oregon. Photo: Mitch Darby / www.obsidianarchitecture.com.

The sub-themes that are most relevant to the history of incarceration in Hawai'i are 1) governmental institutions; 2) military institutions and activities; and 3) political ideas, cultures, and theories.

Relevance of the Theme to the Sites

Honouliuli Camp illustrates the impacts of enacting martial law on American soil during WWII, in particular the authorization of the internment of residents of Japanese, German, and Italian ancestry. Legal rulings associated with martial law and internment shaped the subsequent political landscape: for example, the U.S. Supreme Court in *Duncan v. Kahanamoku* decided that military tribunal jurisdiction over civilian criminal cases was unconstitutional, a ruling that established a significant legal precedent for the protection of civil liberties in times of war.

In addition to its direct role in shaping the ethnic, cultural, and political composition of Hawai'i, the U.S. Immigration Station was the site of all hearings for those arrested on O'ahu and possibly for all Hawaiian residents. It also served as a holding center; the point of departure for internees who were transferred to Sand Island, Honouliuli, and the mainland; and the point of reentry.

Recognition of the injustice of the internment has also shaped the political landscape of the United States: remembering and sharing the stories of the incarceration acknowledges the fragility of constitutional rights and reasserts the importance of our civil liberties.

Units of the national park system that reflect the theme of Shaping the Political Landscape:

**ANDERSONVILLE NATIONAL HISTORIC SITE
(ANDERSONVILLE, GEORGIA)**

The Camp Sumter military prison at Andersonville was one of the largest Confederate prisoner of war camps during the Civil War. During the 14 months the prison existed, more than 45,000 Union soldiers were confined here. Of these, almost 13,000 died. Today, Andersonville National Historic Site is a memorial to all American prisoners of war throughout the nation's history.

GOLDEN GATE NATIONAL RECREATION AREA (SAN FRANCISCO, CALIFORNIA)

Buildings 35 and 640 in the Presidio of San Francisco within the Golden Gate National Recreation Area played an important role related to the incarceration of Japanese Americans during World War II. The Military Intelligence Service Language School began classes in Building 640 on November 1, 1941 before the attack on Pearl Harbor. The language school's 60 students were predominantly Japanese Americans who would later be responsible for translating enemy documents and interrogating Japanese soldiers in the Pacific. The school was moved to Camp Savage in Minnesota in 1942. Lieutenant General John L. DeWitt, commander of the Western Defense Command and the U.S. 4th Army, issued the public proclamations and civilian exclusion orders that implemented Executive Order 9066 from Building 35.

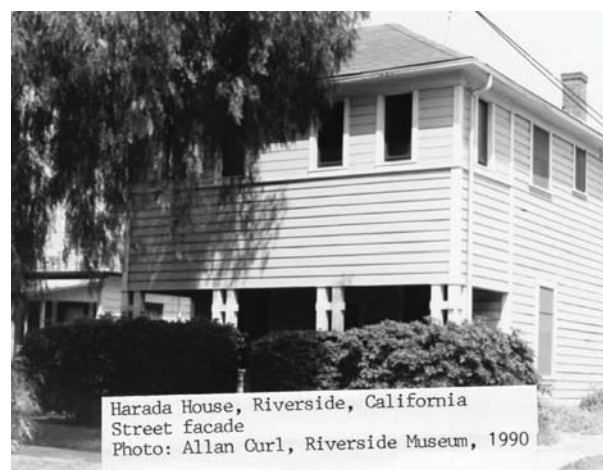
**ROSIE THE RIVETER / WORLD WAR II HOME
FRONT NATIONAL HISTORICAL PARK (RICHMOND,
CALIFORNIA)**

This park commemorates the efforts and sacrifices of American civilians on the World War II home front, an unprecedented scale of nationwide activity that resulted in profound changes to the country and its citizens. Women's roles were forever changed, minorities "cracked open" the door to equal rights, and employer-sponsored health care programs began to evolve. The country itself began to develop a more cohesive identity, as citizens migrated to new areas and intermingled with others from around the nation. Shipyards, day care centers, the first managed-health-care-hospital, war worker housing, and a liberty ship built in the shipyards are included in the park.

National Historic Landmarks and National Register Districts that reflect the theme of Shaping the Political Landscape:

HARADA HOUSE (RIVERSIDE, CALIFORNIA)

The Harada House was the object of the first test of the constitutionality of an alien land law in the United States. In *California vs. Harada* (1916–18), the right of native-born citizens of the United States, albeit minors, to own land was upheld. Directly associated with Japanese Americans, the case is important to all Americans of immigrant heritage. Though the Harada family was incarcerated during World War II, the house is still owned by a member of the family.



The Harada House was the subject of a California court decision that upheld the land ownership rights of U.S.-born children of immigrants. Photo: Allan Curl, National Historic Landmarks Program, NPS.

CHANGING ROLE OF THE UNITED STATES IN THE WORLD COMMUNITY

This theme explores diplomacy, trade, cultural exchange, security and defense, expansionism—and, at times, imperialism. The interactions among indigenous peoples, between this nation and native peoples, and this nation and the world have all contributed to American history. Additionally, this theme addresses regional variations, since, for example, in the eighteenth century, the Spanish southwest, French and Canadian middle west, and British eastern seaboard had different diplomatic histories.

America has never existed in isolation. While the United States, especially in the nineteenth and twentieth centuries, has left an imprint on the world community, other nations and immigrants to the United States have had a profound influence on the course of American history.

The emphasis in this category is on people and institutions—from the principals who define and formulate diplomatic policy, such as presidents, secretaries of state, and labor and immigrant leaders, to the private institutions, such as the Carnegie Endowment for International Peace, that influence America's diplomatic, cultural, social, and economic affairs. Topics that help define this theme include international relations, commerce, expansionism and imperialism, and immigration and emigration policies.

Relevant topics for Honouliuli Camp and the U.S. Immigration Station are 1) international relations and 2) immigration and emigration policies.

Relevance of the Theme to the Sites

As sites associated with the history of incarceration in Hawai'i, Honouliuli and the U.S. Immigration Station engage themes of security and defense, immigration policies, cultural exchange, and diplomacy. This is evidenced by the government's internment of immigrants—U.S. citizens as well as resident aliens—and its adherence to the Geneva Conventions in the humane treatment of prisoners of war.

Honouliuli Camp reflects the influence of martial law and illustrates the U.S. government's relations with other countries, particularly

enemy nations, during World War II. The site's role as a prisoner of war camp is central to its history and distinguishes it from other civilian incarceration sites. Regular reports by the vice-consul of the neutral Swedish government constitute a significant portion of the camp's historic record, and the comparatively humane treatment of prisoners of war in the camp would have a long-term beneficial impact on U.S.-Japanese relations.

The U.S. Immigration Station in Honolulu demonstrates the changing role of the United States in the world community in its function as the entry point for thousands of immigrants to Hawai'i, who arrived in search of a better life, as well as for its role in detaining, questioning, and imprisoning members of Hawai'i's immigrant communities. Still in active use today and administered by the Department of Homeland Security, the station continues to reflect the struggle to balance the ideal of America as a land of opportunity with concerns about internal safety and security.

Units of the national park system that reflect the theme of the Changing Role of the United States in the World Community:

WORLD WAR II VALOR IN THE PACIFIC NATIONAL MONUMENT (HONOLULU, HAWAII)

This monument preserves and interprets the stories of the Pacific War, including the events at Pearl Harbor, the internment of Japanese Americans, the battles in the Aleutians, and the occupation of Japan. The United States responded to the Pearl Harbor attack with a sweeping mobilization of economic and military resources that fundamentally changed the U.S. position on the world stage.

WAR IN THE PACIFIC NATIONAL HISTORICAL PARK (HAGĀTŊA, GUAM)

Only hours after Pearl Harbor was attacked, the Japanese began aerial bombings on Guam. Two days later the Japanese came ashore and the naval governor surrendered the American territory: the island remained under Japanese control until July 21, 1944. War in the Pacific National Historical Park was established to commemorate the bravery and sacrifice of those participating in the campaigns of the Pacific theater of World War II and to conserve and interpret outstanding natural, scenic, and

historic values and objects on the island of Guam for the benefit and enjoyment of present and future generations.

National Historic Landmarks and National Register Districts that reflect the theme of the Changing Role of the United States in the World Community:

ATTU BATTLEFIELD AND U.S. ARMY AND NAVY AIRFIELDS (ATTU ISLAND, ALASKA)

Attu was the site of the only World War II battle fought in North America. Its occupation by Japanese troops marked the peak of Japan's military expansion in the North Pacific. Its recapture by Americans in 1943 was costly for both sides. Afterward, Attu provided a base for bombing missions against Japanese territories.

Conclusion—Finding of Suitability

Honouliuli Internment Camp and the U.S. Immigration Station in Honolulu are nationally significant. While the mass incarceration of Nikkei on the U.S. mainland during World War II has been recognized as a significant episode in U.S. history, the story of internment in Hawai'i is little known. The experience of incarceration in the Hawaiian Islands was distinct from the mainland in that it was authorized by martial law and targeted a small group of civilians of Japanese, German, and Italian ancestry, singling them out as disloyal. Unlike mainland camps, in Hawai'i civilian detainees were confined alongside prisoners of war, whose experiences at sites like Honouliuli represent a unique and important aspect of Hawai'i's incarceration history.

The comparative sites described above represent various instances of forced confinement, loss and reaffirmation of civil liberties, preservation of culture in the face of adversity, and the influence of immigration and conflict on national politics and international relations. While some of the sites closely represent the history of Nikkei incarceration in the U.S., there are no sites that interpret the unique history of World War II internment in the Hawaiian Islands.

Honouliuli Camp and the U.S. Immigration Station offer a special opportunity to expand our nation's history of incarceration of civilians during World War II. The educational potential

of these sites is enhanced by their quality, or high level of integrity, as well as the quantity of their extant resources. Based on the analysis of comparable resources and interpretation already represented in units of the national park system, or protected and interpreted by others, this study concludes that Honouliuli Internment Camp and the U.S. Immigration Station depict a distinct and important aspect of American history associated with civil liberties in times of conflict that is not adequately represented or protected elsewhere, and are therefore suitable for inclusion in the national park system.



Photos (clockwise from top left): **1.** Pacific War map, World War II Valor in the Pacific National Monument. **2.** and **3.** The U.S.S. *Arizona* Memorial, part of World War II Valor in the Pacific National Monument, commemorates the December 7, 1941 bombing of Pearl Harbor. **4.** U.S. Marines visit War in the Pacific National Historical Park, where 70 years ago other Marines gave their lives to protect the United States. All photos: NPS.





Old road bed, looking west from Honouliuli to University of Hawai'i parcels. Photo: NPS, 2013.

CHAPTER 5: FEASIBILITY AND THE NEED FOR NPS MANAGEMENT

This section describes the National Park Service's analysis of whether nationally significant and suitable sites are feasible as a unit of the national park system and whether direct NPS management is clearly superior to other management options.

Introduction

FEASIBILITY

To be feasible as a new unit of the national park system, a resource must be (1) of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment, taking into account current and potential impacts from sources beyond proposed park boundaries, and (2) capable of efficient administration by the National Park Service (NPS) at a reasonable cost.

In evaluating feasibility, the NPS considers a variety of factors for a site(s), such as the following:

- Land use, current and potential site uses, ownership patterns, planning and zoning
- Access and public enjoyment potential
- Boundary size and configuration
- Existing resource degradation and threats to resources
- Public interest and support
- Social and economic impact
- Costs associated with operation, acquisition, development, and restoration

The feasibility evaluation also considers the ability of the NPS to undertake new management responsibilities in light of current and projected availability of funding and personnel.

An overall evaluation of feasibility is made after taking into account all of the above factors. These evaluations, however, may sometimes identify concerns or conditions, rather than simply reaching a yes or no conclusion. For

example, some sites may be feasible additions to the national park system only if landowners are willing to sell, or the boundary encompasses specific areas necessary for visitor access or state or local governments will provide appropriate assurances that adjacent land uses will remain compatible with the site or sites' resources and values (NPS 2006).

Evaluation of Feasibility Factors

The NPS identified and studied 17 known sites that played a role in the history of the incarceration and internment of civilians and resident aliens in Hawai'i during World War II. Located throughout the six main islands of Hawai'i, they include internment camp locations, the U.S. Immigration Station in Honolulu, small local jails, police stations, and military camps.

This analysis of feasibility focuses on the two sites determined to be nationally significant and suitable for inclusion in the national park system. These sites are the Honouliuli Internment Camp and the U.S. Immigration Station; both are located on the island of O'ahu. The following evaluation explores the feasibility of these sites as potential units of the national park system.

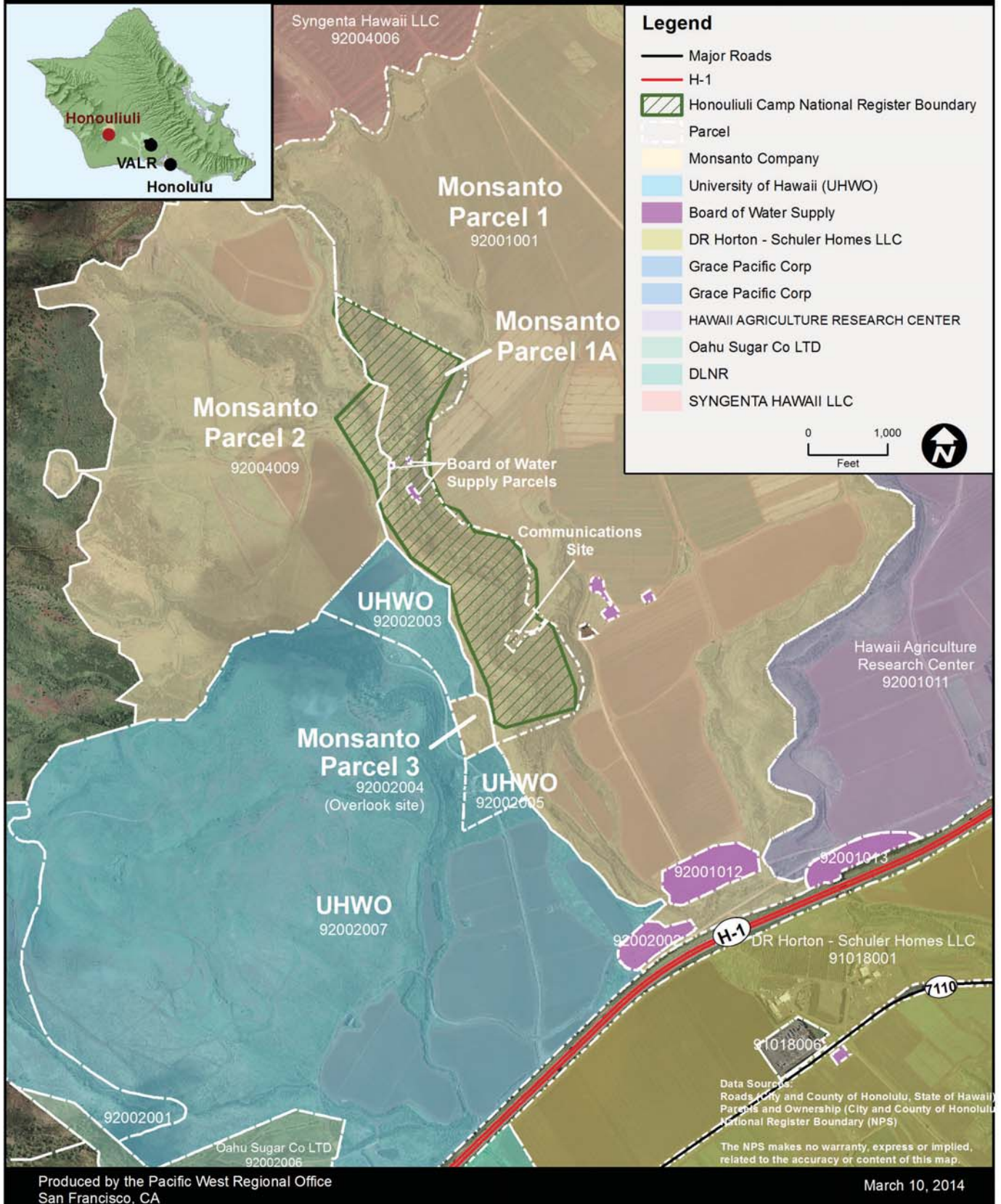
LAND USE, OWNERSHIP PATTERNS, PLANNING AND ZONING

Honouliuli Internment Camp

Honouliuli Internment Camp is located approximately 20 miles west of downtown Honolulu, east of Kunia Road and north of Interstate H-1. The historic site, defined by the boundary established by the National Register of Historic Places (122.5 acres), is located on portions of three separate parcels owned by the Monsanto Company, identified as Honolulu County tax map keys (TMKs) (1) 9-2-001-001 (Monsanto Parcels 1 and 1a) and (1) 9-2-004-009 (Monsanto Parcel 2). Parcel 1 is approximately 1,830 acres. The Monsanto Company has recently subdivided 116 acres of this parcel (Parcel 1A), which contains most of the historic camp features. Parcel 2 is 437 acres, nine of which include historic camp features. (See Map: Land Ownership–Honouliuli Internment Camp).

Honouliuli Gulch and Associated Sites Draft Special Resource Study

Land Ownership - Honouliuli Internment Camp



The Monsanto Company purchased the property from the James Campbell Company in 2007. James Campbell acquired the land in 1877. Prior to 1877, the area was located within the ahupua‘a of Honouliuli, one of 13 traditional land divisions of the Moku of Ewa. The Honouliuli ahupua‘a includes the entire watershed from Honouliuli Gulch into Kaihuopala‘ai, the West Loch of Pearl Harbor. Human habitation and farming date to as early as 400 A.D. (Burton and Farrell 2008).

O‘ahu Sugar Company leased the property from James Campbell and the successor James Campbell Estate starting in 1889 for use as a sugarcane plantation. Because of the steep topography along the edges of the Honouliuli Gulch, the area was not used for sugarcane or pineapple cultivation. The U.S. Army used the site for the internment camp from 1943–46. Following the war, O‘ahu Sugar Company resumed operations until the mid-1990s, when irrigable land above the gulch was converted to pineapple cultivation under Fresh Del Monte Produce Inc. Starting in 1958 and continuing until 2001, portions of uncultivated land in the gulch were leased for a cattle ranching operation (Integral Consulting, Inc. 2013). Since 2001, most of Honouliuli Gulch has not been actively used.

The City and County of Honolulu Board of Water Supply (BWS) owns three small parcels within the gulch. The parcels house three municipal water supply wells (Honouliuli II-1, II-2, and II-3), a concrete control building, and water treatment plant. The three separate parcels are currently fenced and maintained by BWS. Parcels include TMK (1) 92001008 (0.4 acres), TMK (1) 92001009 (0.1 acres), and TMK (1) 920010010 (0.1 acres). There is a recently paved access road entering the gulch from the east side across Monsanto property to access the BWS sites. BWS also operates two water reservoirs adjacent to the southernmost corner of the property near the H-1 Freeway (Honouliuli 228). BWS holds access easements over Monsanto Parcel 1.

The Board of Water Supply parcels within the gulch provide underground sources of drinking water for the public and require a Declaration of Restrictive Covenants limiting the treatment and disposal of wastewater within the gulch. This covenant would not preclude NPS

resource management or public enjoyment of the site. However, it would limit the types of facilities permitted in the historic site.

Large satellite dishes owned by the KITV television station are located within a fenced enclosure in the southeastern area of the gulch on Monsanto Parcel 1 (Integral Consulting, Inc. 2013).

All adjoining properties have historically been in ranching or agricultural use. The nearest residential development is located east of Kunia Road, approximately one mile from Honouliuli Gulch. The property adjacent to the Monsanto Company to the south and southwest is primarily owned by the state of Hawai‘i as part of the new campus of the University of Hawai‘i—West O‘ahu (UHWO). These parcels include TMK (1) 9-2-002-003 (38 acres), (1) 9-2-002-005 (12 acres), and (1) 9-2-002-007 (860 acres). Currently zoned for agricultural uses, UHWO has identified these parcels for either future campus expansion



Photos (top to bottom): **1.** City and County of Honolulu Board of Water Supply water treatment plant, Honouliuli. **2.** City and County of Honolulu Board of Water Supply well, Honouliuli. Photos: NPS, 2013.



Photos (clockwise from top left): **1.** Overlook site (Monsanto Parcel 3), Honouliuli. Photo: NPS, 2013. **2.** Western access road traveling north, Honouliuli. Photo: NPS, 2013. **3.** Aerial view of Honouliuli Gulch looking south, showing both Monsanto lands (left) and University of Hawai'i–West O'ahu lands (right) and Board of Water Supply facilities in the foreground. Pearl Harbor is visible in the upper left. Photo: Monsanto Company. **4.** KITV satellite dishes visible from access road, Honouliuli. Photo: NPS, 2011.

or university-related development, which could include educational, scientific, and research activities. UHWO will be conducting master planning for its campus lands west of Honouliuli to identify more specific future uses for the properties.

Nestled between parcels 9-2-002-003 and 9-2-002-005 is a separate 7-acre parcel owned by the Monsanto Company, TMK (1) 9-2-002-004. This 7-acre parcel (also referred to as the “overlook site”) is relatively level and offers expansive views of Pearl Harbor, downtown Honolulu, and Diamond Head. Previously used for agricultural purposes, it is currently fallow.

Western access to the Honouliuli Internment Camp is through the UHWO parcels. The Monsanto Company parcels have a terminable right of entry over existing dirt roads that traverse UHWO lands, providing southern and western access routes to the site. The Monsanto Company also has a non-exclusive easement for ingress and egress over 9-2-002-007 (Easement 6134). A separate easement (Easement 51) across UHWO parcel (1) 9-2-002-007 provides access to the H-1 Freeway via Kapolei North-South Road.

In light of the interest in a potential unit of the national park system, the Monsanto Company has subdivided Parcel 1 and Parcel 2 to create three separate conservation easements that it could potentially transfer to the NPS. The Monsanto Company is also creating a new standalone fee parcel (Parcel 1A, 116 acres) over the historic site to transfer for conservation purposes. (See Map: Honouliuli Internment Camp–Historic Resources and Conservation Easements). The Monsanto Company has also expressed a desire to transfer title to the 7-acre overlook site (Parcel 3) to the National Park Service.

ZONING

State land use law (Chapter 205, Hawai‘i Revised Statutes) establishes an overall framework of land use management whereby all lands in the state of Hawai‘i are classified into one of four districts. The Monsanto Company and UHWO parcels are zoned for agricultural use, for which parks, community facilities, and sites of historical interest are considered permissible uses as specified in

Chapter 205 of Hawai‘i Revised Statutes (§205-4.5 (a)(6)(8)) (See Map: Honouliuli Internment Camp–Zoning).

U.S. Immigration Station

LAND USE AND OWNERSHIP

The U.S. Immigration Station complex at 595 Ala Moana Boulevard is located in downtown Honolulu adjacent to Honolulu Harbor. As described in Chapter 3: Significance, the U.S. Immigration Station was listed in the National Register of Historic Places in 1978. The U.S. Immigration Complex site is 4.5 acres located on two separate parcels. The larger parcel (TMK 2-1-015-018) contains all but one of the four buildings associated with the complex and is currently occupied by the U.S. Department of Homeland Security’s Immigration and Naturalization Service. The smaller parcel (TMK 2-1-015-019) is owned by the Hawai‘i Community Development Authority (See Map: Land Ownership–U.S. Immigration Station).

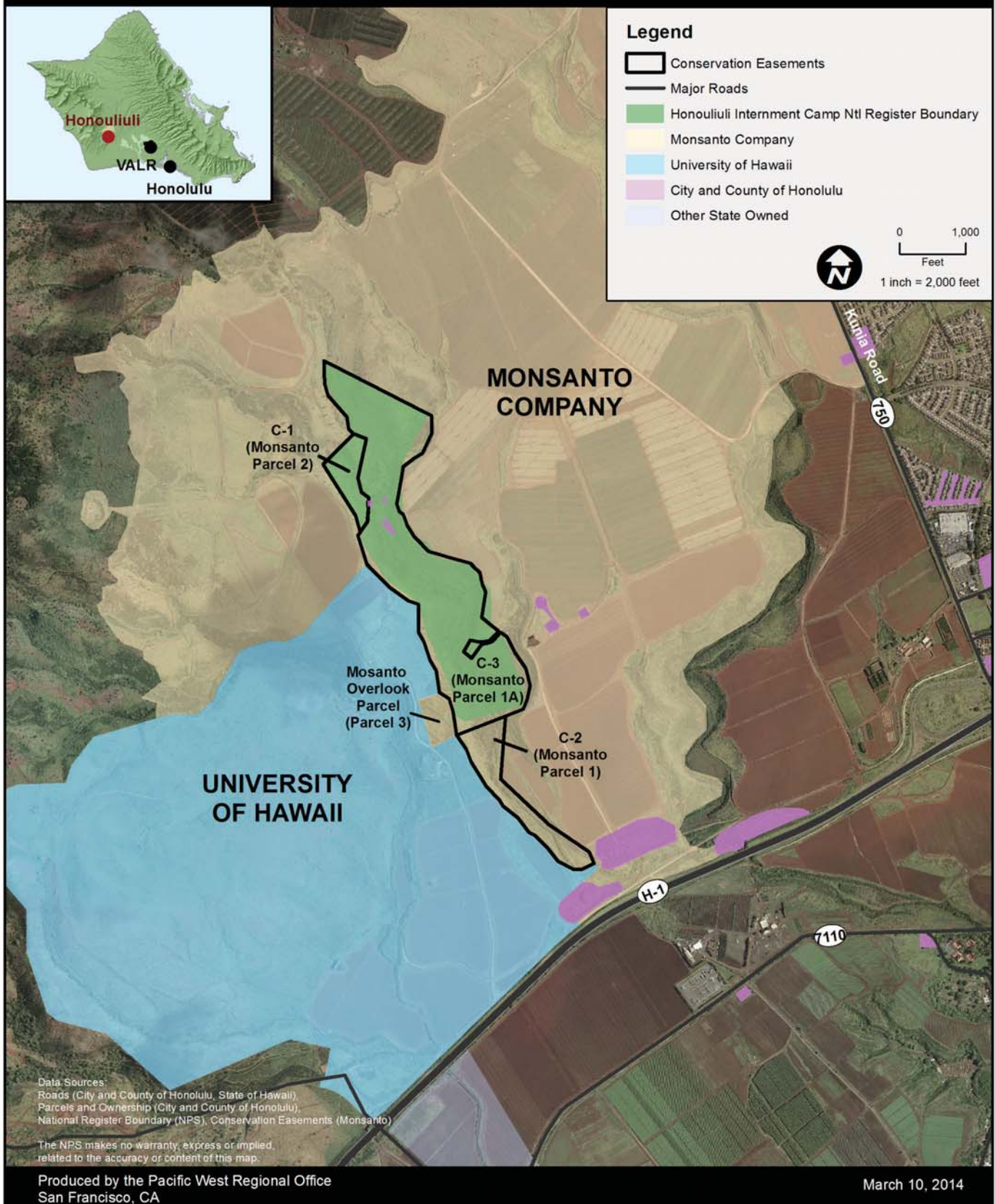
Three of the four buildings associated with the complex—the former administration building, lounging shed, and garage/waiting shed—are currently used by Department of Homeland Security for general office functions. These structures are not open to the general public. The fourth structure, the former Detention Building, was at one point determined surplus by the federal government and subsequently transferred to the Hawai‘i Community Development Corporation. This two-story building is currently occupied by the Hawai‘i Department of Public Health.

ZONING

The U.S. Immigration Station parcels are located within an urban district under state land use law. Urban districts are typically regulated by county ordinances. The U.S. Immigration Station is within the City and County of Honolulu’s public use precinct of the Kakaako Special Design District. The intent of the Kakaako Special Design District is to guide growth towards a mix of residential, commercial, and industrial uses and to ensure that the area includes public and private developments that are sensitive to the physical environment and will encourage diversification. The purpose of the district’s public use precinct is to set aside lands to meet public requirements

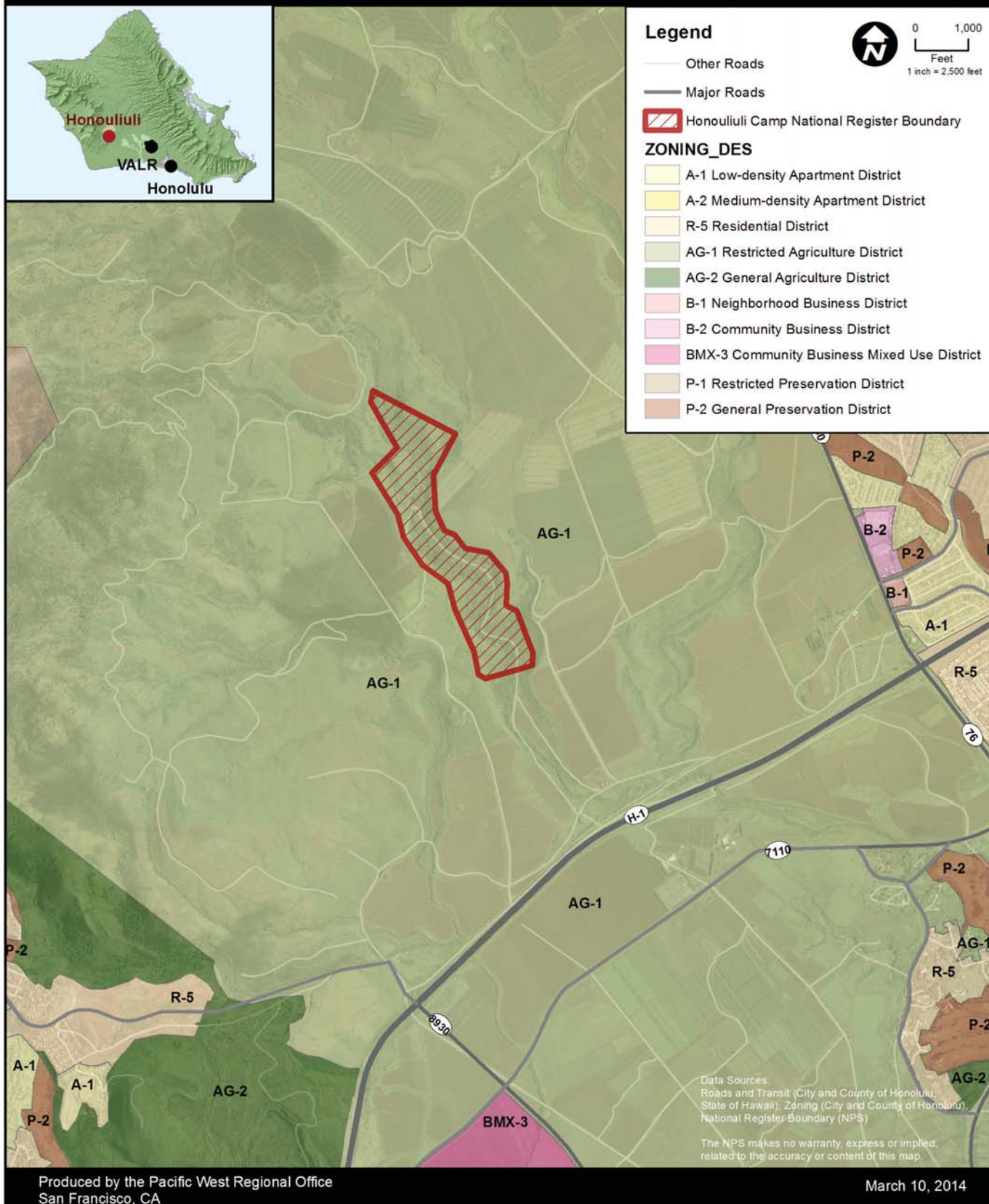
Honouliuli Gulch and Associated Sites Draft Special Resource Study

Honouliuli Internment Camp - Historic Resources and Conservation Easements



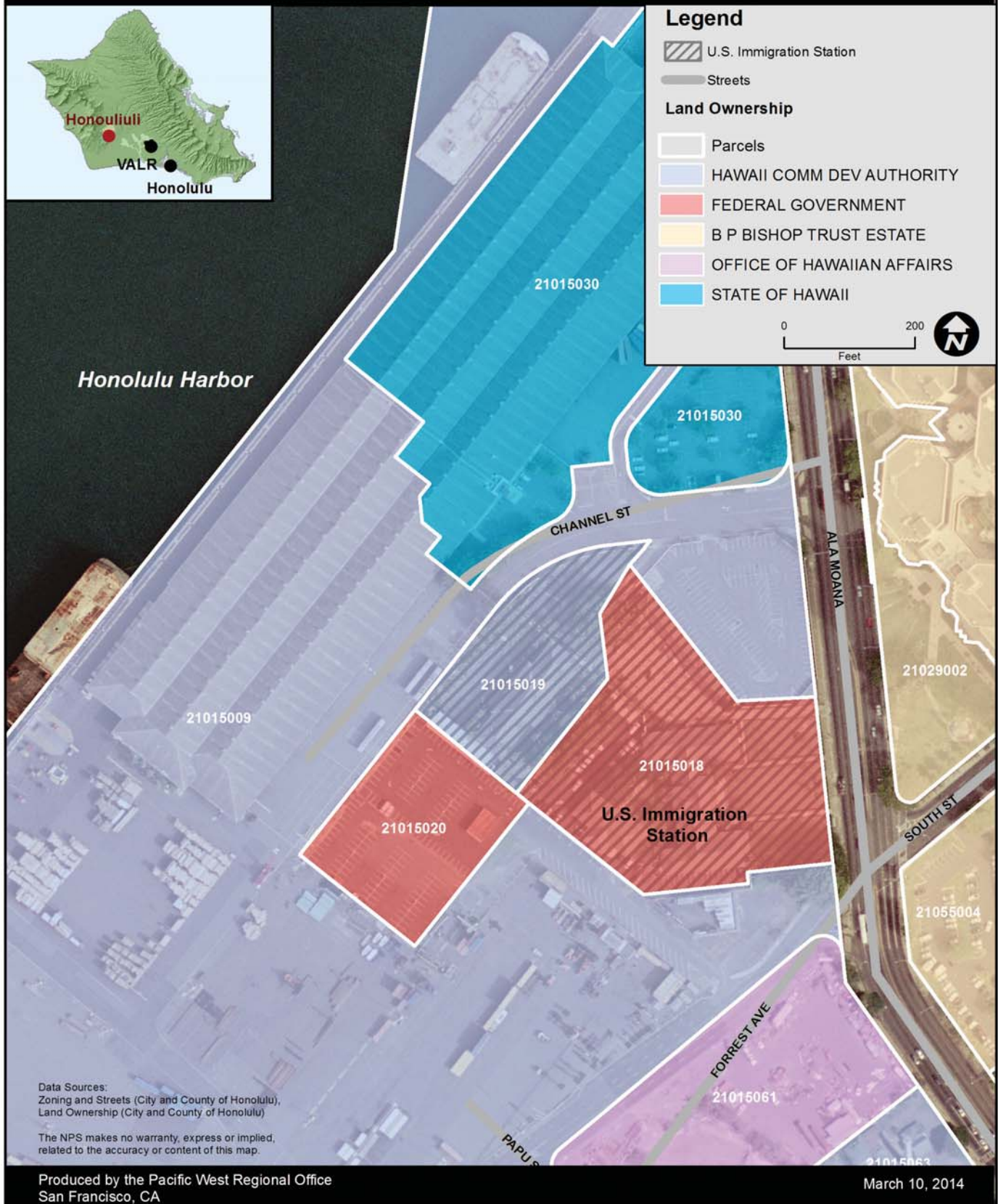
Honouliuli Gulch and Associated Sites Draft Special Resource Study

Zoning - Honouliuli Internment Camp



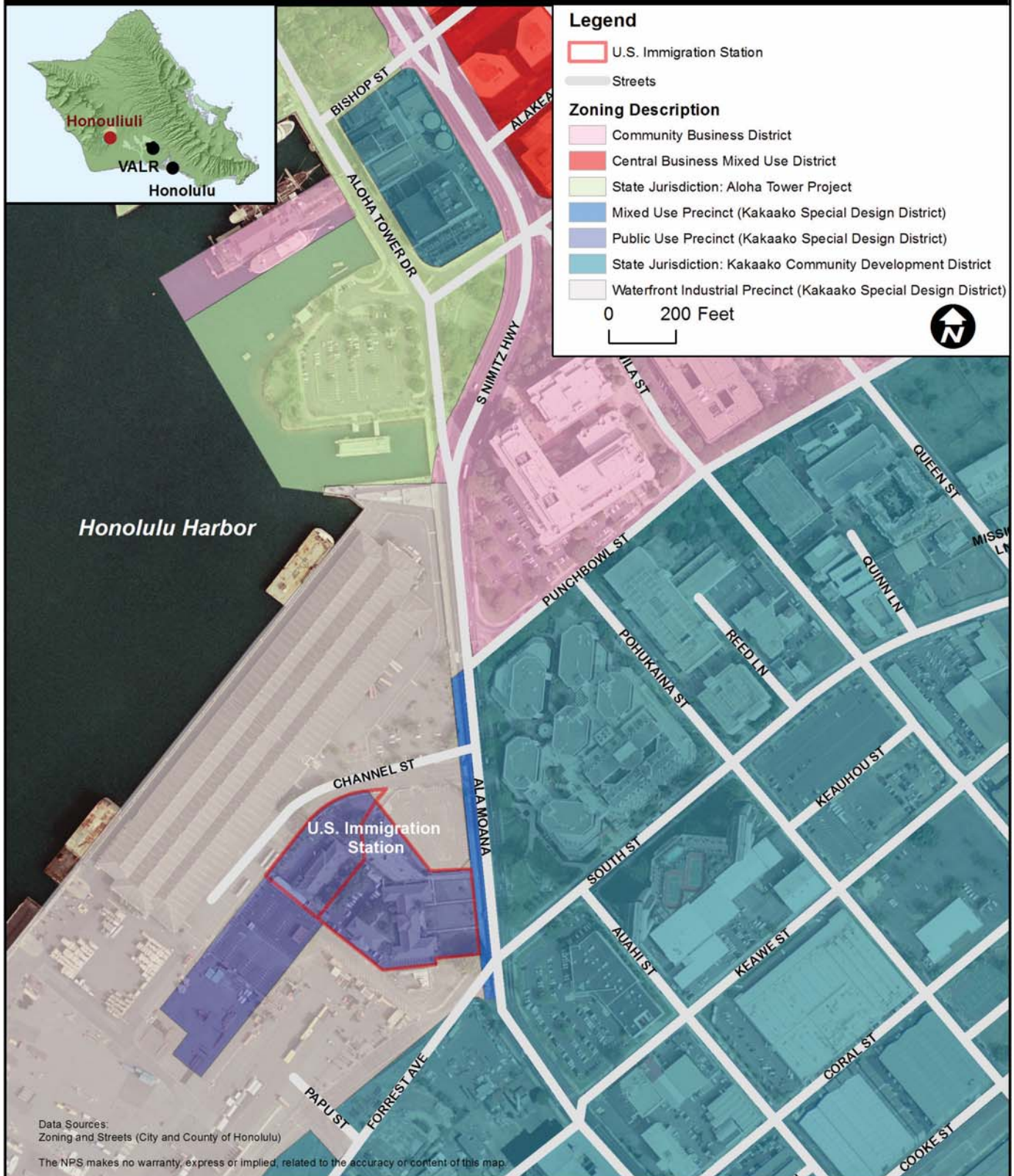
Honouliuli Gulch and Associated Sites Draft Special Resource Study

Land Ownership - U.S. Immigration Station



Honouliuli Gulch and Associated Sites Draft Special Resource Study

Zoning - U.S. Immigration Station



Produced by the Pacific West Regional Office
San Francisco, CA

March 10, 2014

and the recreation and open space needs of the district. Public uses and structures are permitted (Honolulu Revised Ordinances, Section 21-F.4 (e)). Surrounding land use is primarily commercial, public, and industrial (port) (see Map: Zoning–U.S. Immigration Station).

Conclusion—Land Use, Ownership Patterns, Planning and Zoning

Current land use, ownership patterns, and zoning associated with Honouliuli Internment Camp would not conflict with management of a national park unit. Primary resources associated with the camp are located on property owned by the Monsanto Company. Monsanto has expressed its interest in donating portions of the property to the NPS for establishment of a national park unit (Parcels 1A and 3). Surrounding lands are currently in agricultural use which is compatible with the camp's historic setting. Current land use, ownership, and zoning would be compatible with direct NPS management and ownership of the Honouliuli Internment Camp as a national park unit.

Existing use of the U.S. Immigration Station by the U.S. Department of Homeland Security and Hawai'i Department of Public Health would not be compatible with use as a national park unit. However, if at any time in the future the U.S. Department of Homeland Security no longer needed the facilities, zoning and ownership would not conflict with management of a national park unit. The U.S. Immigration Station complex would not be feasible for direct NPS management and ownership as part of a national park unit at this time.

ACCESS AND PUBLIC ENJOYMENT POTENTIAL

Honouliuli Internment Camp

ACCESS

Honouliuli Gulch is within a 30-minute drive of Honolulu and the major tourist areas of Waikiki, Ko'Olina, and Pearl Harbor. Although existing transit systems do not currently provide stops near the site, the planned Hawai'i Rail Transit (HRT) system will provide rail passenger services to two nearby stops at University of Hawai'i—West O'ahu and Ho'opili (See Map: Access and Circulation–Honouliuli Internment Camp).

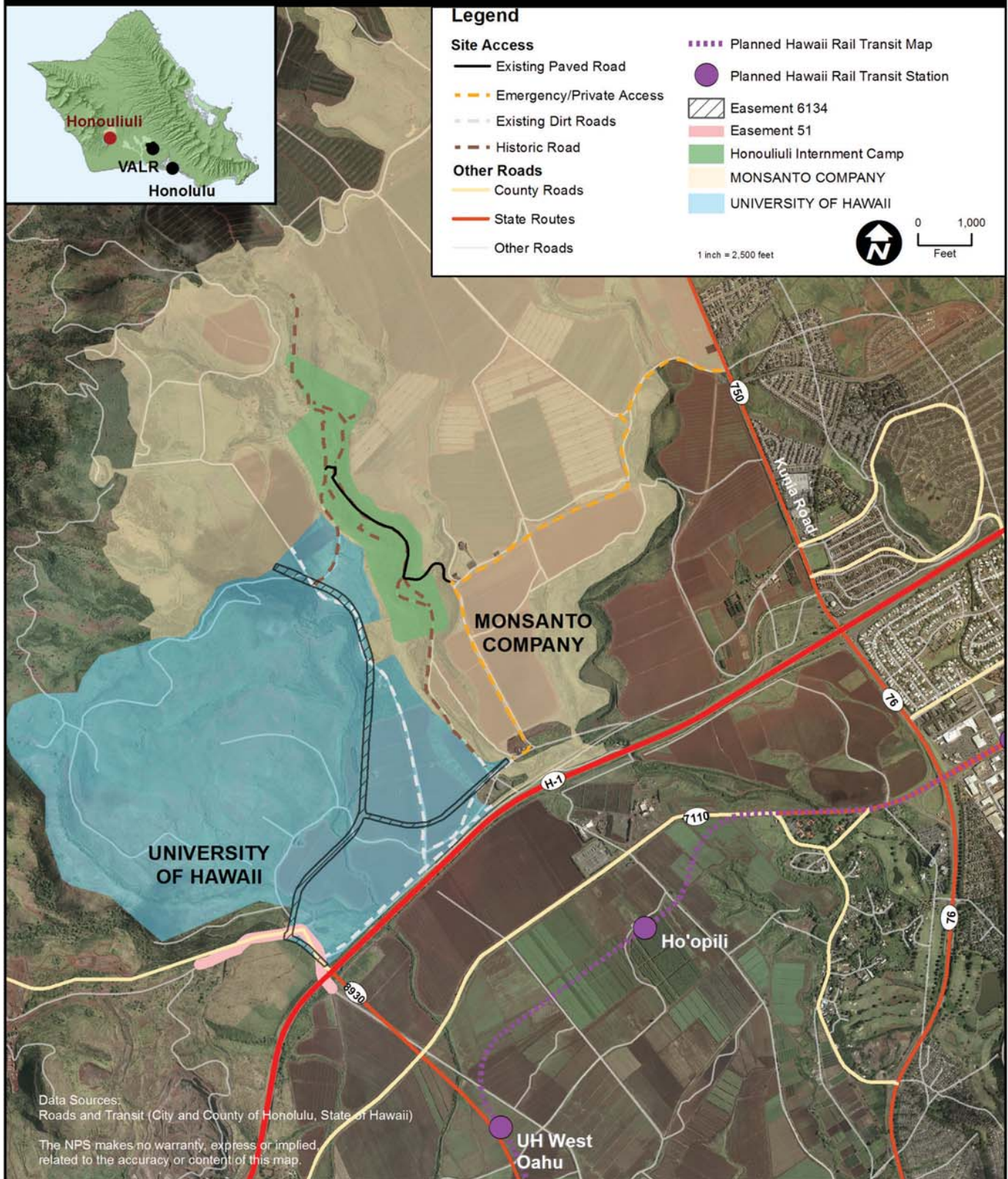
Honouliuli Internment Camp is currently located on private land that is inaccessible to the public. There is no dedicated parking area onsite, and vehicular access is via narrow unpaved and paved roads. Monsanto employees and other agencies and private organizations with interests and activities in the vicinity of Honouliuli Internment Camp access the site through privately maintained roads that are secured by locked gates. Most of the existing access routes are agricultural roads which have steep grades and unstable surfaces, and some areas are overgrown with vegetation (United States Department of Transportation 2013).

There are two main access points to reach Honouliuli Internment Camp. The first access route is from the east via Kunia Road along a recently paved road through the Monsanto Company offices and agricultural fields. The paved road extends north to the Board of Water Supply parcels within the gulch. Along this road at an intersection west of the satellite dish site, an older overgrown dirt road heads south along the gulch to a former dumping site. Public access on the Monsanto Company property east of the gulch would not be compatible with Monsanto employees' use of these roads for agricultural research activities.

The second access point is from the west via the H-1 Freeway at Kapolei North-South Road. From this point the historic site can be accessed across UHWO-owned parcels on unpaved agricultural roads that are controlled by multiple locked gates. The western access route traverses the 7-acre overlook site, a relatively flat parcel that could function as a staging area with parking, drop-off areas, and trail access into Honouliuli Gulch. This route would appear to be the most feasible route for public use of the site, assuming rights of access can be obtained. Existing roads have a steep surface, uneven grade, and overgrown vegetation and would require varied amounts of resurfacing, restoration, rehabilitation, and in some cases may require realignment. The roads would thus require considerable improvement to meet NPS standards for a Class II Connector Park Road. A Class II Connector Park Road is one that provides access within a park to areas of scenic, scientific, recreation or cultural interest such as overlooks, campgrounds, etc. (United States Department of Transportation 2013).

Honouliuli Gulch and Associated Sites Draft Special Resource Study

Access and Circulation - Honouliuli Internment Camp



Produced by the Pacific West Regional Office
San Francisco, CA

March 10, 2014

The site is also accessible from the west via an undeveloped appurtenant easement (“Easement 6134”). Presently, UHWO and Monsanto use the existing agricultural roads to access land along the west side of the gulch. In the event a park unit was designated and NPS were to acquire an interest in the gulch site prior to development of Easement 6134, NPS would need to obtain a right to use existing roads on UHWO land. NPS would need to ensure use of the existing roads until such time as the easement was adequately developed for public access.

Administrative access could be feasible from the southern end of the gulch along a road that runs north-south from the H-1 Freeway area. There is no legal access to the highway from this north-south road. Therefore, the road would still need to be accessed via UHWO parcels and access roads from the west.

In summary, current access to Honouliuli Internment Camp is through private, undeveloped agricultural roads. Access from the west over UHWO lands is the most feasible route for providing long-term public access

to the historic site. Rights of access from UHWO would be necessary to secure public access to the historic site. Considerable road improvements would also be required to provide for public access.

PUBLIC ENJOYMENT POTENTIAL

As described in the suitability section, Honouliuli Internment Camp provides excellent opportunities to convey the story of World War II incarceration and internment in Hawai‘i. The experience in Hawai‘i is markedly different from mainland incarceration sites. Protection of Honouliuli Internment Camp as a national park site would also expand and enhance interpretive opportunities for visitors to World War II Valor in the Pacific National Monument at Pearl Harbor which interprets the Japanese attack on O‘ahu on December 7, 1941 and the broader Pacific War story. Public visitation to Honouliuli Internment Camp could be accommodated with site improvements to provide vehicle access, parking, trails, and interpretative features where appropriate.



Paved eastern access road and gate, Honouliuli. Photo: NPS, 2011.

Within the historic site, visitors can experience the physical confinement afforded by the topography of Honouliuli Gulch. Although expansive views to Honolulu and Diamond Head exist just outside of the historic site at the top of the gulch, internees and prisoners had no visual access to areas beyond.

Contemporary uses of the historic site such as the communications facilities and the Board of Water Supply wells and treatment plant would not detract from the overall visitor experience. From most areas within the historic camp area, these features are obscured by dense vegetation.

Visitor facilities within the historic site would be limited to protect the integrity of the resources. Restrictive covenants that prevent the treatment and disposal of wastewater within the gulch, given current use of the site for municipal water supply, also limit site development. Appropriate facilities within the gulch could include primitive access roads, trails, waysides, or vault toilets, to the extent that such features are sited in a way that would not affect the integrity of the historic site.

Although most of the site is overgrown with vegetation, the Japanese Cultural Center of Hawai'i (JCCH) has been taking care of the vegetation cutting to provide access for occasional guided tours in a small area of the site. Additional clearance would be necessary to provide access and public enjoyment opportunities to other areas of the historic site.

The 7-acre overlook site, located just west of the historic site at the top of the gulch, provides a suitable location for primary visitor access and facilities. The overlook site is relatively level, affording opportunities for parking and drop-off areas, visitor contact facilities, interpretive features, and restrooms. The historic site can be accessed from here via a historic road alignment that is visible in aerial photos of the Honouliuli Internment Camp during World War II. The overlook site also features expansive views encompassing surrounding agricultural lands, Pearl Harbor, and Honolulu, which provide greater context and setting for interpreting the World War II internment in Hawai'i. The Monsanto Company has offered to donate this parcel to the NPS, in addition to areas included in the National Register of Historic Places boundary.



Photos (top to bottom): 1. Honouliuli Day of Remembrance, 2011. 2. Bus stop outside the U.S. Immigration Station, 2013. Photos: NPS.

Partnership opportunities with organizations such as JCCH and UHWO could further enhance public enjoyment opportunities. JCCH and UHWO have an interest in the site for research, education, and for remembrance and commemoration. The JCCH provides a variety of public education and interpretation programs about Honouliuli, including staffing occasional tours of the site and holding an annual day of remembrance at Honouliuli Internment Camp.

Honouliuli Gulch and Associated Sites Draft Special Resource Study

Access and Circulation - U.S. Immigration Station





Aerial view of the U.S. Immigration Station, 2013. A cruise ship dock is on the upper left, and downtown Honolulu is to the right. Base photo: Google Earth imagery.

U.S. Immigration Station

ACCESS

Located on Ala Moana Boulevard, a main thoroughfare in downtown Honolulu, the U.S. Immigration Station site is currently accessible via car and transit and is in walking distance to areas in downtown Honolulu. Honolulu's Department of Transportation buses (lines 8 and 20) stop directly in front of the complex. However, current use of the building by the U.S. Department of Homeland Security and the State of Hawai'i Department of Public Health does not allow for general public access (See Map: Access and Circulation–U.S. Immigration Station).

PUBLIC ENJOYMENT POTENTIAL

Given current uses of the U.S. Immigration Station, direct public access to the area is not currently feasible. To provide for limited public information about the U.S. Immigration Station's history, waysides or other information materials could be provided along the sidewalk in front of the complex or at the bus stop located directly in front of the buildings on Ala Moana Boulevard.

Conclusion—Access and Public Enjoyment Potential

Public access from the west to Honouliuli Internment Camp would be feasible if permanent rights of access could be obtained over adjacent lands and with considerable road improvements. Additional improvements at the 7-acre site above the gulch for parking, trails and walkways, and interpretative features would enhance the feasibility of park operations. Without these lands, given the limited development that could occur in the historic site, visitor staging facilities would likely be located at a more remote location. Trails, walkways, and interpretive features within the gulch would also be required to facilitate public enjoyment opportunities on the site.

At the present time, public access to the U.S. Immigration Station buildings is not feasible. However, given the building's prominent location in downtown Honolulu, interpretive features located in near the sidewalk and bus stop on Ala Moana Boulevard could provide information about this site's historical significance. Additional analysis of public

enjoyment potential would be warranted if the facilities were no longer needed by federal and state agencies.

BOUNDARY SIZE AND CONFIGURATION

An acceptable boundary for an envisioned unit of the national park system takes into consideration:

- inclusion and protection of the primary resources,
- sufficient surrounding area to provide a proper setting for the resources or to interrelate a group of resources, and
- sufficient land for appropriate use and development.

Honouliuli Internment Camp

A suitable national park unit boundary for Honouliuli Internment Camp would include the area within the national register boundary and parcels west of the national register boundary to provide for site access and facilities to accommodate visitor use.

The 122.5-acre area in the National Register of Historic Places boundary for Honouliuli Internment Camp (national register boundary) contains over 130 features related to the internment and incarceration of American civilians, resident aliens, and prisoners of war during World War II. Remaining features include scattered artifacts and remnants of structures such as building foundations, guard towers, aqueducts, walkways, and roads (Burton and Farrell 2011).

The 122.5-acre historic site is currently bounded on four sides by the steep slopes of Honouliuli Gulch. Outside of the gulch the area is surrounded by agricultural lands, which are consistent with the surrounding land use during the site's period of significance (Burton and Farrell 2011).

In addition to the lands within the national register boundary, a suitable boundary would include parcels owned by UHWO and the Monsanto Company that provide current road access and opportunities for visitor facilities such as parking, restrooms, and interpretive features. This includes the 7-acre overlook site to the west, currently owned by Monsanto,

and UHWO parcels to the north (38 acres) and south (12 acres) of the overlook site. Portions of the large UHWO parcel (285 acres) west of the overlook site would also be included to provide for public access. These parcels are agricultural lands either actively farmed or fallow. Although the primary purpose of including UHWO lands to the west would be for public access, the NPS could also seek to work with the UHWO to pursue conservation easements on some portion of these lands. The NPS would not need to directly own or manage UHWO lands to achieve these purposes.

U.S. Immigration Station

The 4.6-acre site boundary in the U.S. Immigration Station National Register of Historic Places designation consists of four main buildings located around an inner courtyard. Each of the four structures identified in the national register nomination remain on site, in their original locations, and the structures and grounds maintain their historic integrity.

A boundary that would include, at a minimum, the federally owned parcel of U.S. Immigration Station complex would be sufficient to protect the significance of the buildings and their setting as they relate to the incarceration of civilians and resident aliens during World War II and would allow for appropriate use and development of the site as a national park unit. However, this property is not currently available to NPS.

Conclusion—Boundary Size and Configuration

Honouliuli Internment Camp and the U.S. Immigration Station sites each provide for the inclusion and protection of the primary resources, in this case, nationally significant resources associated with the incarceration and internment of civilians, alien residents, and prisoners of war in Hawai'i during World War II. Both sites include sufficient surrounding area to provide a proper setting for the resources. For Honouliuli Internment Camp, there is sufficient land available for appropriate use and development of the site on parcels that lie to the west. The U.S. Immigration Station is located in a highly developed area adjacent to an active port and a mix of other commercial uses. Its



Remaining structures, Honouliuli Internment Camp. Photo: NPS, 2010.

location, structures, and site arrangement would allow for protection of resources and appropriate public use of the site.

EXISTING RESOURCE DEGRADATION AND THREATS TO RESOURCES

The two nationally significant sites and resources are generally of high quality and have a high degree of integrity. Nevertheless, development plans and underutilization may pose a threat to some of these resources.

Honouliuli Internment Camp

An environmental site assessment was conducted for the historic site of the Honouliuli Internment Camp in May 2013 to identify “recognized environmental conditions.” “Recognized environmental conditions” include the presence of hazardous substances or petroleum products on the property from the property itself and from surrounding lands. No recognized environmental conditions were identified for the property. Pesticide and herbicide compounds remaining from former sugar cane and pineapple cultivation and potential Monsanto agricultural operations

were found to be below regulatory levels. Although two World War II-era incinerator remnants were documented in archeological surveys, the environmental site assessment found no evidence of environmental impacts associated with metals and organic compounds typically associated with incinerator ash (Integral Solutions, Inc. 2013).

The remains of the foundations and other features at Honouliuli Gulch face threats from erosion and other sources of deterioration. Although no major actions are proposed for the property, current uses of the site have the potential for ground disturbance and potential impacts to archeological resources.

The area surrounding Honouliuli Gulch is one of the fastest growing areas on O‘ahu. However, surrounding areas are primarily zoned for agricultural use. Agricultural zoning does allow for development of structures for agricultural, educational, or recreational purposes. Future development of such facilities on surrounding lands would likely have a minimal impact on the visitor experience within the historic site as the steep sides of the gulch and dense visitation greatly limit views to the surrounding landscape.

Development could also be sited away from Honouliuli Gulch to minimize impacts on park operations, visitor access, and experience.

U.S. Immigration Station

At the U.S. Immigration Station, most of the remaining historic structures are located on federal property, and therefore must comply with preservation standards as required by the National Historic Preservation Act, Section 106 and 110 requirements. Section 106 requires federal agencies to take into account the effects of their undertakings on historic properties.

It should be noted that the NPS study team was only able to conduct a brief visual inspection of the U.S. Immigration Station for purposes of this special resource study. During this visit, facilities appeared to be in good condition with a high level of historic integrity. Although some modifications have been made to the building to accommodate current uses, such modifications are reversible and the overall integrity of the site and structures is high. If ownership and public access to the structures were to become feasible in the future, further analysis and evaluation of the facility conditions would be necessary to determine whether there are threats or resource degradation that would preclude NPS management of the site.

Conclusion—Existing Threats and Resource Degradation

There are no current threats to Honouliuli Internment Camp that would preclude management of the site as a unit of the national park system. Honouliuli Internment Camp contains resources with integrity sufficient for national historic landmark designation and NPS designation.

The U.S. Immigration Station is currently owned and maintained by federal and state agencies. While historic integrity appears high, additional analysis would be needed to evaluate potential threats or resource degradation that would preclude NPS management.

PUBLIC INTEREST AND SUPPORT

Public involvement efforts conducted in 2011 identified strong public support for the idea of establishing of a unit of the national park system that would preserve and interpret resources associated with the incarceration of

Japanese Americans and European Americans in Hawai'i during World War II. Most public comments conveyed a desire for NPS management and for preservation of the sites and interpretation of the history, particularly at the Honouliuli Internment Camp. This would include developing key partnerships necessary to preserve the sites and leverage funding, interpreting the broader story through educational programs and designating a national park unit.

While commenters as a whole supported recognition of sites significant to the World War II internment in Hawai'i, some expressed concern as to whether such recognition would have any adverse effects on local sites and communities. More detailed information about public scoping comments is included in Chapter 8: Consultation and Coordination.

Local organizations and institutions have been active in documentation, preservation, and interpretation efforts for Honouliuli Internment Camp. The JCCH conducted research that uncovered the location of historic site which was found as recently as 2002. The JCCH is also the largest repository of archives and collection items related to Honouliuli and the internment history in Hawai'i. UHWO faculty are actively researching the history of Honouliuli. UHWO also participates with the Monsanto Company and JCCH on summer archeology field school programs at Honouliuli Internment Camp.

The state of Hawai'i has been supportive of efforts to preserve and interpret Honouliuli Internment Camp. The Hawai'i legislature commissioned a group, called the Honouliuli Park Site Advisory Committee, to support preservation of the Honouliuli site. The committee is directed to: 1) provide state support toward preservation of the Honouliuli site; 2) establish a mechanism to leverage county, state, federal, and private funding for an educational resource center at the site; and 3) memorialize the struggle for civil rights by Hawai'i's people.



Photos (top to bottom): **1.** Flag marking the Japanese Cultural Center of Hawai'i interpretive tour route, Honouliuli, 2013. **2.** Honouliuli Day of Remembrance, 2011. **3.** Remnants of stone steps in the guard camp compound, Honouliuli. All photos: NPS.

Conclusion—Public Interest and Support

Outreach for this study has demonstrated significant public interest and support for an NPS park unit at Honouliuli Gulch in partnership with other organizations and local communities.

SOCIAL AND ECONOMIC IMPACT

O'ahu/Honolulu County Socioeconomic Setting

POPULATION

O'ahu is the most populous island of Hawai'i, with over 970,000 residents, almost 70% of the state's population. Racial and ethnic diversity on O'ahu is high. Approximately 43% identify themselves as Asian; while most others identify themselves as white (22%) or Native Hawaiian (10%). Over 20% identify themselves as representing two or more races (U.S. Census Bureau 2013).

EMPLOYMENT AND INCOME

The median household income in Honolulu County is approximately \$71,263 per year. Over 9% of the population lives in a household with income below the federally-determined poverty threshold (U.S. Census 2012). Almost 5% percent of the county's labor force was unemployed in June 2013 (U.S. Department of Labor: Bureau of Labor Statistics 2013).

TOURISM

Tourism in Hawai'i is an \$11 billion dollar industry, representing one-third of Hawai'i's Gross State Product. O'ahu is the state's primary economic and tourism center, with Honolulu and Waikiki being the primary destination, with over four million annual visitors. The island had over 34,000 visitor units in 2009, including hotels, condominium hotels, timeshares, bed and breakfast, and individual vacation units. An estimated 81,000 visitors are on O'ahu on any given day. Demand for eco, cultural and historical tourism, in particular, continues to increase (Helber Hastert and Fee Planners, Inc. 2010). Additional context on the socioeconomic environment of West O'ahu is included in Chapter 7: Environmental Consequences.

Potential Impacts

Social and economic impacts of NPS designation could vary depending on the size and scope of the park unit, management approach and external variables such as local, regional and national economic forces, and actions of local public and private organizations and individuals.

Recognition or designation of a national park unit would likely have beneficial economic and social impacts on the area. Possible socioeconomic beneficial effects could include: expenditures from park operations and park staff, expenditures by visitors at local businesses, sales and hotel tax revenues from visitor expenditures, and growth in visitor-related businesses such as tourism. Additional analysis of social and economic impacts is provided in Chapter 7: Environmental Consequences.

Conclusion—Social and Economic Impact

The social and economic impacts of NPS designation or other support/coordination role appear to be largely beneficial and would support the feasibility of NPS designation.

COSTS ASSOCIATED WITH OPERATION, ACQUISITION, DEVELOPMENT, AND RESTORATION

Costs associated with a national park unit include annual operations costs and periodic costs of land acquisition, development of facilities, and resource restoration. Because the U.S. Immigration Station would not be feasible for direct public access and NPS management, costs are only analyzed for Honouliuli Internment Camp.

Land Acquisition Costs

The Monsanto Company has expressed the intent to donate lands associated with Honouliuli Internment Camp and the 7-acre overlook site to the National Park Service, should such a unit be established. The Monsanto Company has subdivided the land associated with the historic site into transferable interests at its own expense. No land acquisition costs are anticipated other than the administrative costs associated with land acquisition due diligence (title review, environmental compliance, etc.).

Development and Restoration Costs

Development costs of new national park units vary widely, depending on existing and desired conditions and facilities. New national park units frequently inventory and document the resources in the park; develop management or treatment plans for those resources; and plan for the desired visitor use, resource protection objectives, and facilities to support visitors and park operations. It is difficult to provide detailed cost estimates for facilities prior to specific site planning that would occur following designation. However, since expenditures on site access would be necessary under any scenario, broad estimates for such costs are included in this section.

Assets that the NPS would manage include over 130 features related to the incarceration of American civilians, resident aliens, and prisoners of war during World War II. These features include two standing buildings, numerous building foundations, rock walls, fence remnants, artifact scatters, and other features. There are a several non-contributing features at the site, primarily from previous ranching and other agricultural uses. This includes corrals, a loading chute, remnants of a chicken farm, a road, and a rock wall. Board of Water Supply parcels and associated facilities would remain as inholdings and would continue to be managed by the City and County of Honolulu for municipal water supply. The communications site would not be included in the land available for donation to the NPS.

There may be opportunities for sharing facilities with partner organizations such as UHWO and JCCH for public access, visitor interpretation, museum collections, and storage. Specific visitor and operational facilities would be determined through future management planning for the national historic site or monument.

VISITOR AND ADMINISTRATIVE ACCESS

The primary development costs for operation of a national park unit at Honouliuli Gulch would be for visitor and administrative access. The Federal Highway Administration (FHA) analyzed several scenarios for public access to Honouliuli Internment Camp across UHWO parcels using existing road alignments. The study also analyzed administrative access to the gulch from the south along existing agricultural

roads. The administrative access evaluated would enter the site near the H-1 Freeway and provide access to the middle of the historic site.

Because evaluation was cursory without the benefit of a full survey of existing roads, the FHA and NPS study team was unable to determine how much reconstruction and realignment of existing roads would be necessary. Estimates were provided for both 3R work (resurfacing, restoration, and rehabilitation) and 4R (resurfacing, restoration, rehabilitation, and reconstruction, or realignment). Reconstruction and realignment adds considerably to the cost for road improvements. The costs analyzed are based on standards for an NPS Class II Park Connector Road for public access from the west and an NPS Administrative Road Standard for the road from the south.

The analysis made several assumptions about public access: 1) easements would allow access to the site, 2) public access would be controlled via a gate, 3) the public access road would be paved, and 4) parking would be provided for less than 20 vehicles including bus stalls and turn around areas at the overlook site (Monsanto Parcel 3). Estimated costs range from \$3 to \$20 million for construction. The higher end of the range would be incurred if additional reconstruction or realignment is necessary for a portion of the road improvements (U.S. Department of Transportation 2013).

TRANSIT SCENARIOS

The Federal Highway Administration also evaluated potential costs for transit options to Honouliuli Gulch originating from World War II Valor in the Pacific National Monument at Pearl Harbor (VALR) and UHWO. Costs to operate a bus connection from VALR three times per week was estimated at \$25,000 to 30,000 annually. A second scenario evaluated transit service between UHWO and Honouliuli Gulch. It was assumed that the close proximity to the campus and the future light rail stop planned for that location could increase demand to visit the site. The total cost for this scenario was estimated at \$91,000 to \$112,000 annually.

VEGETATION REMOVAL

With the exception of the Board of Water Supply facilities and the KITV satellite dish site, Honouliuli Gulch has not been actively used for over ten years. Thus thick vegetation, primarily nonnative, invasive species such as Guinea grass (*Panicum maximum*), haole koa (*Leucaema* sp.), and Chinese banyan trees (*Ficus microcarpa*) have populated the site, obscuring roads and historic features and inhibiting access. Significant vegetation clearance would be necessary to make the site accessible for visitation. Further evaluation of the site as a cultural landscape would inform appropriate measures for vegetation clearance in keeping with the site's historic setting.

Operational Costs

Operational costs of national park units vary widely, depending on site management, partnership opportunities, the amount and type of resources managed, number of visitors, level of programs offered, and many other factors. Given the close proximity of Honouliuli Internment Camp to existing NPS operations at World War II Valor in the Pacific at Pearl Harbor, some park operations could be shared with and supported by this existing park unit.

This section provides comparative budget figures for the operational costs of national park units that would be similar to those at Honouliuli Internment Camp. Comparable examples include national historic sites which share administration and resources with other nearby national park units. These examples include: 1) Minidoka National Historic Site located near Twin Falls, Idaho, 2) Eugene O'Neill National Historic Site in Danville, California, and 3) Muir Woods National Monument in Marin County, California. Manzanar National Historic Site is also provided for comparison, as a national park unit that interprets incarceration history during World War II.

Minidoka National Historic Site, established in 2001, preserves the features and history of the former Minidoka Relocation Center, which held 13,000 Nikkei from Washington, Oregon, California, and Alaska during World War II. Administration and operations for Minidoka are currently based out of the Hagerman Fossil Beds National Monument

headquarters, located 40 miles from the Minidoka site in Hagerman, ID. Hagerman Fossil Beds provides support to Minidoka for administration, operations, and planning efforts. The second comparable unit is Eugene O'Neill National Historic site in Danville, CA, which was established as a memorial to Nobel Prize-winning playwright Eugene O'Neill and a park for the performing arts and related education programs. Eugene O'Neill NHS shares administrative staff and resources with three other park units located in the East San Francisco Bay Area. These parks include Rosie the Riveter World War II Homefront National Historical Park, Port Chicago Naval Magazine National Memorial, and John Muir National Historic Site. Similarly, Muir Woods National Monument, established in 1908 to protect an uncut stand of old-growth redwood, receives operational and administrative support from the Golden Gate National Recreation Area, headquartered in San Francisco, CA.

Operational and visitation information for World War II Valor in the Pacific National Monument, Pearl Harbor is also provided because this national park unit would likely

support operations at Honouliuli. It is also likely that some percentage of visitors to Pearl Harbor would also visit Honouliuli, which is currently interpreted through exhibits on display at the national monument.

Visitation numbers are also provided for comparison purposes. It should be noted that visitation at Minidoka National Historic Site is much lower than visitation at Manzanar National Historic Site, an internment camp in southern California. This is primarily because Minidoka National Historic Site is still in the process of developing facilities to accommodate visitors on site.

Staffing requirements for the Honouliuli National Historic Site or National Monument would depend upon the configuration of the site. Staffing approaches are described in Chapter 6: Alternatives. Based on evaluation of comparable park units, the annual operating base budget for the NPS could range from \$450,000 to \$750,000. More specific operational costs would be identified through completion of a management plan for the site.

Table 5-1: Operating Budgets for Comparable and Related National Park Units (FY 2012)

<i>National Park Unit</i>	<i>FTE (Full Time Equivalent Staff)</i>	<i>Acres</i>	<i>Annual Visitation</i>	<i>FY2012 NPS Annual Operating Budget</i>
Muir Woods National Monument	13	554	972,300	\$446,000
Eugene O'Neill	8	13	2,800	\$687,000
Minidoka National Historic Site	3	201	4,060*	\$438,000
Manzanar National Historic Site	16	814	72,831	\$1,309,000
World War II Valor in the Pacific National Monument, Pearl Harbor	30	59	1,751,200	\$3,529,00
Source: (NPS 2013)				
* Data is from 2010, updated information is pending				

Conclusion—Costs

With support from World War II Valor in the Pacific National Monument at Pearl Harbor, operational costs for establishing a national park unit appear to be feasible. Land acquisition costs would be minimal and limited to the administrative costs associated with a land transfer to the NPS. Cost would also be incurred from developing the infrastructure necessary to support public access to the site.

Feasibility Conclusion

This study finds that Honouliuli Internment Camp is feasible as an addition to the national park system conditional upon securing public access to the site. Current land use, ownership patterns, and zoning associated with the Honouliuli Internment Camp are compatible with management of a national park unit. Primary resources associated with the historic site are located on property owned by the Monsanto Company, which has expressed interest in donating the property to the NPS. There are exceptional opportunities for public enjoyment of the site provided that public

access can be secured from neighboring landowners. An appropriate boundary configuration would include the historic camp area and lands sufficient to provide site access and public staging facilities such as parking. Costs for establishing a national park unit at Honouliuli Gulch are feasible provided that the national park unit would be supported with operational capacity at World War II Valor in the Pacific National Monument, Pearl Harbor.

The U.S. Immigration Station complex is not feasible as a national park unit because of existing uses by the U.S. Department of Homeland Security and the State of Hawai'i Department of Health. However, if at any point in the future the U.S. Department of Homeland Security were to no longer need the facilities, zoning and ownership would not conflict with management of a national park unit. The public enjoyment potential of the facilities is high given its accessible and prominent location in downtown Honolulu. If the facilities were no longer needed by federal or state agencies, additional analysis would be needed to determine the feasibility of management options and associated costs.



Honouliuli Day of Remembrance. Photo: NPS, 2011.

Table 5-2: Feasibility Analysis, Summary Table

<i>Feasibility Factors</i>	<i>Issues and Conclusions</i>
Land use, current and potential site uses, ownership patterns, planning and zoning	Current land use, ownership patterns, and zoning associated with Honouliuli Internment Camp would support NPS management of a national park unit. Existing use of the U.S. Immigration Station complex by the U.S. Department of Homeland Security and State of Hawai'i Department of Public Health make it incompatible with NPS management as part of a national park unit. If the U.S. Immigration Station buildings were no longer used by the U.S. Department of Homeland Security, and were to become available to the NPS, management as a national park unit would be compatible with current zoning and ownership patterns.
Access and public enjoyment potential	There is a high potential for public enjoyment at Honouliuli Internment Camp. However, public visitation to the site is only feasible if public access to the site can be secured. Site improvements to provide for vehicle access, parking, trails/walkways, interpretative features, and other facilities would also be necessary. Currently, public access to the U.S. Immigration Station buildings is not feasible. However, given the site's prominent location in downtown Honolulu, interpretive features located in publicly accessible areas could provide information about its historical significance.
Boundary size and configuration	Honouliuli Internment Camp and the U.S. Immigration Station sites each provide for the inclusion and protection of nationally significant resources associated with the incarceration and internment of civilians, alien residents, and prisoners of war in Hawai'i during World War II. Both sites include sufficient surrounding area to provide a proper setting for the resources and opportunities for visitor services and facilities.
Existing resource degradation and threats to resources	There are no current threats to Honouliuli Internment Camp that would preclude management of either site as a unit of the national park system. The historic site contains resources with integrity sufficient for national historic landmark designation and national park unit designation. The U.S. Immigration Station buildings appear to be in excellent condition with high levels of historic integrity. However, additional analysis would be needed to determine whether any threats or resource degradation would preclude NPS management.
Public interest and support	Outreach for this study has demonstrated significant public interest and support for a national park unit at Honouliuli in partnership with other organizations and local communities.
Social and economic impact	The social and economic impacts of NPS designation appear to be largely beneficial and would support the feasibility of NPS designation.
Costs associated with operation, acquisition, development, and restoration	Costs for establishing a national park unit at Honouliuli Gulch appear to be feasible, provided that national historic site or national monument would be supported with operational capacity at World War II Valor in the Pacific National Monument. Partnership opportunities could also be pursued to support NPS operations and programs.

Determination of Need for NPS Management

The need for direct NPS management is the final criterion for evaluating resources for potential designation as a new unit of the national park system. The criterion requires a finding that NPS management would be superior to alternative management arrangements by other entities.

Evaluation of the need for NPS management pertains to those resources that are determined to be nationally significant, suitable, and feasible for inclusion in the national park system. Based on these findings, the need for NPS management focuses on Honouliuli Internment Camp. Associated sites would continue to be owned and operated by nonprofit organizations, private property owners, and other government agencies. The owner of the Honouliuli site, the Monsanto Company, has expressed interest in donating the site to the United States for its long-term preservation. Other organizations have not been identified that would be willing to take on direct ownership and management of the site for public use, or to which Monsanto would be willing to transfer the site.

The incorporation of Honouliuli Internment Camp into the national park system would offer a visitor experience that allows the broadest understanding of the resources and stories relating to the internment of Japanese Americans and European Americans in Hawai‘i during World War II. NPS planning and research capabilities, as well as historic preservation, cultural resource management and interpretive and educational programming expertise, would offer superior opportunities for the site to be preserved and interpreted.

In addition, NPS partnerships with organizations and private property owners of the associated sites would provide enhanced opportunities for interpretation and coordinated site management. Development and cooperative management of interpretive programs and comprehensive visitor services with the NPS would be beneficial.

NEED FOR NPS MANAGEMENT CONCLUSION

The NPS finds that there is a need for NPS management in partnership with others to fully protect resources and to enhance visitor appreciation of the nationally significant resources and important stories associated with the Honouliuli Internment Camp. The incorporation of Honouliuli Internment Camp into the national park system would offer a visitor experience that allows the broadest understanding of the resources and stories relating to the internment of Japanese Americans and European Americans in Hawai‘i during World War II. Although local organizations have been active in pursuing preservation of the historic site, no other agency or organization has been identified that could take on direct management and ownership for public enjoyment and long-term conservation of the resources.





Participants, Honouliuli Internment Camp Field Study, July 2010. Photo: Valentino Valdez.

CHAPTER 6: ALTERNATIVES

This chapter describes the range of management alternatives analyzed in the study.

Introduction

The legislation authorizing this study directs the NPS to determine whether any of the sites evaluated meet the criteria for inclusion in the national park system and the appropriate methods for preserving and interpreting such sites. The methods for management are described as alternatives for the purposes of this study.

Overview of the Alternatives

The study team developed two alternatives based on information gathered from public and stakeholder input, internal NPS discussions, evaluation of special resource study criteria, historical research, and NPS management models. The two alternatives considered include a “No Action” alternative, which serves as a baseline for comparison, and an “action” alternative, which is also the preferred alternative.

- **Alternative A:** Continuation of Current Management (No Action)
- **Alternative B:** Honouliuli National Historic Site or National Monument—A Unit of the National Park System

For each alternative there is a description of the overall concept and key elements of the alternative, including management approaches, resource protection, visitor services, and the role of organizations and public agencies. Maps of the alternatives are included to illustrate the alternatives.

Management Alternatives No Longer Under Consideration

Two alternative approaches to preservation and interpretation of sites were initially considered: a national park unit consisting of all the sites contributing to the World War II incarceration and internment history in Hawai‘i, and a national affiliated area for Honouliuli Internment Camp that would be owned and

operated by a private nonprofit. A national park unit consisting of all of the sites evaluated in this study was dismissed because only two sites met the NPS criteria for national significance, and only one site, Honouliuli Internment Camp, met NPS criteria for significance, suitability, and feasibility. Affiliated area status for Honouliuli Internment Camp was dismissed from consideration because no organization was identified that would be able to take on direct management of the site.



Chinese banyan tree in the gulch, 2010. Photo: Valentino Valdez.

Description of the Alternatives

ALTERNATIVE A: CONTINUATION OF CURRENT MANAGEMENT (NO ACTION ALTERNATIVE)

Concept: Sites, organizations, and programs significant to the internment history in Hawai‘i would continue to operate independently by existing landowners, agencies, or organizations without additional NPS management or assistance other than what is currently available through existing authorities and grant programs.

Definition

Under a “no action” alternative, current management of resources would continue. Existing programs and policies of federal, state, county, and nonprofit organizations would remain in place.

Management of Sites Related to Internment in Hawai‘i

Sites related to World War II internment in Hawai‘i would continue to be managed separately by their public and private landowners. With the exception of the Kilauea Military Camp at Hawai‘i Volcanoes National Park, there would be no NPS staffing or operational support at sites identified in the study other than technical assistance under existing authorities if requested. Organizations and programs devoted to commemorating and preserving Hawai‘i’s internment history would continue to operate independently without NPS management or assistance other than that available through existing authorities. Table 6-1: Existing Management of Sites Evaluated in the Study, includes a summary of current management and visitor opportunities for each of the sites evaluated in the study.

HONOULIULI INTERNMENT CAMP

Under the no action alternative, Honouliuli Internment Camp would remain in private ownership and would continue to be inaccessible to the general public. Interest by the existing landowner, public agencies, educational institutions, nonprofit organizations, and individuals may result in additional

opportunities to interpret the site (See Map: Alternative A—Continuation of Current Management).

Although the site would not be managed expressly to provide visitor opportunities, existing landowners may continue to allow the Japanese Cultural Center of Hawai‘i’s (JCCH) site tours and educational activities on occasion when permission is granted by the landowner. The University of Hawai‘i—West O‘ahu (UHWO) would continue to conduct field schools at Honouliuli Internment Camp, as allowed by the current landowner.

OTHER ASSOCIATED SITES

Sites identified as potentially eligible for national historic landmark (NHL) nomination or nomination to the National Register of Historic Places (NRHP) would continue to be owned by various public and private entities. These sites would continue to function for private and public uses, most of which are not related to World War II internment history. Interpretation and conservation of such sites would be uncoordinated and at the discretion of the current landowner.

Partner organizations and agencies would take the lead in developing interpretation and education materials and visitor opportunities. Such opportunities would occur at locations such as the JCCH.

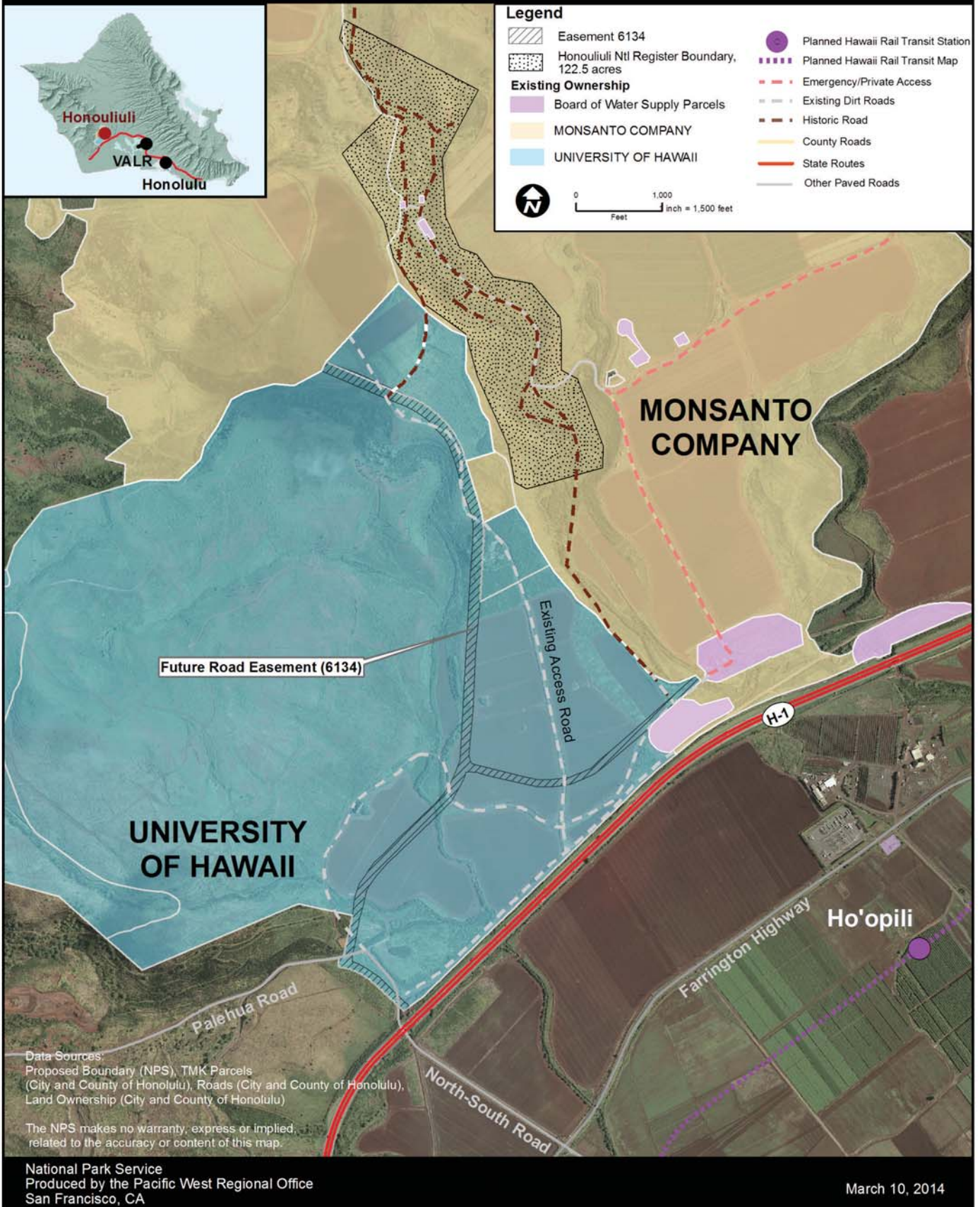
Resource Protection

The primary responsibility for preserving nationally significant and associated sites would fall to the current owners and managers of those sites. Resource protection would be voluntary and dependent upon property owners’ initiative.

Sites in federal ownership would be managed in compliance with the National Historic Preservation Act (U.S. Immigration Station, Kilauea Military Camp). Sites not in federal ownership and currently listed in the National Register of Historic Places, such as the Honolulu Police Department, Yokohama Specie Bank, Kaua‘i County Courthouse, and Maui County Courthouse and Police Station, would have some opportunities for technical assistance and grants for preservation.

Honouliuli Gulch and Associated Sites Draft Special Resource Study

Alternative A: Continuation of Current Management (No Action)



For sites not listed on the NRHP nor protected by local preservation ordinances, any efforts for preservation would be at the discretion of existing landowners. Resources could suffer from a loss of integrity due to changes in use or ownership in accordance with local planning and zoning ordinances over time. Existing owners may also lack funding to maintain or preserve sites.

Visitor Experience

Organizations that provide visitor opportunities to learn about the internment history could continue to provide such opportunities. The JCCH could continue to provide visitor opportunities at the annual pilgrimage to Honouliuli, if the property owner was willing. Hawai'i Volcanoes National Park could provide interpretation at Kilauea Military Camp in coordination with the U.S. Army. World War II Valor in the Pacific National Monument at Pearl Harbor would continue to interpret the internment experience in Hawai'i as one component of the larger Pacific War story that it is mandated to convey.

Most other associated sites identified as significant to internment in Hawai'i are not managed expressly to provide visitor opportunities to learn about or experience these sites.

Japanese American Confinement Sites (JACS) Grant Program

Honouliuli Internment Camp and other associated sites would continue to be eligible for grants through the Japanese American Confinement Sites (JACS) Grant Program. Public Law 109-441 (16 USC 461) established the JACS Grant Program for the preservation and interpretation of U.S. confinement sites where Japanese Americans were incarcerated during World War II. The law authorized up to \$38 million for the life of the grant program to identify, research, evaluate, interpret, protect, restore, repair, and acquire historic confinement sites in order that present and future generations may learn and gain inspiration from these sites and that these sites will demonstrate the nation's commitment to equal justice under the law.

Grants are awarded to organizations and entities working to preserve historic Japanese American confinement sites and their history, including

private nonprofit organizations; educational institutions; state, local, and tribal governments; and other public entities. Grants are awarded through a competitive process and require a two-to-one federal to non-federal match (\$2 federal to \$1 non-federal). The JACS Grant Program has awarded approximately \$12.4 million dollars in grants as of fiscal year 2013.

To date, JCCH has received five grants totaling \$375,700. Projects funded include a documentary film, educational tours, a youth program, traveling exhibits, and multimedia virtual tours. The University of Hawai'i has received four grants to date, totaling \$168,700. Projects funded include collection of oral histories, archival research, and archeological field schools. Under the no action alternative, organizations would continue to apply for JACS grants for the life of the program.

Operations

Operations and maintenance of existing sites would be assumed to remain at existing levels. With the exception of Kilauea Military Camp in Hawai'i Volcanoes National Park, there would be no NPS staffing or operational responsibilities at nationally significant or potential NHL or NRHP sites associated with internment in Hawai'i.



Japan America Society tour of Honouliuli in 2012. Photo: University of Hawai'i—West O'ahu Archeological Field School.

Table 6-1: Existing Management of Sites Evaluated in the Study

<i>Site</i>	<i>Site Type</i>	<i>Ownership and Management</i>	<i>Current Visitor Opportunities or Interpretation</i>
Nationally Significant Sites			
Honouliuli Internment Camp	Primary, O‘ahu	Private	Currently not accessible to the general public. Site tours and use for educational purposes occur on occasion with landowner permission.
U.S. Immigration Station	Primary, O‘ahu	Public, Department of Homeland Security and Hawai‘i Department of Public Health	None. Currently not accessible to the general public.
Sites Listed or Potentially Eligible for Listing in the National Register of Historic Places			
Honolulu Police Department	Secondary, O‘ahu	Public, City and County of Honolulu	None
Kaua‘i County Courthouse	Secondary, Kaua‘i	Public, County of Kaua‘i	None
Kilauea Military Camp	Primary, Island of Hawai‘i	Public, National Park Service	Active military recreation camp. However, opportunities for interpretation exist.
Maui County Jail, Courthouse, and Police Station	Primary, Maui	Public, Maui County	None
Yokohama Specie Bank	Secondary, O‘ahu	Private	None
Lāna‘i City Jail and Courthouse	Secondary, Lāna‘i	Private	None
Potentially Significant Sites—Additional Research Needed			
Waiakea Prison Camp	Secondary, Island of Hawai‘i	Exact Location Unknown	None
Hilo Independent Japanese Language School	Secondary, Island of Hawai‘i	Unknown	None
Lihue Plantation Gymnasium	Secondary, Kaua‘i	Privately-owned structure adjacent to Isenberg Park	None
Kalaheo Stockade	Primary, Kaua‘i	Private	None
Haiku Military Camp	Secondary, Maui	Private	None
Other Related Sites—No Integrity Remaining			
Sand Island Detention Camp	O‘ahu	Public, State of Hawai‘i	None/Non-Extant
Wailua Jail	Kaua‘i	Public	None/Non-Extant
Waimea Jail	Kaua‘i	Public	None/Non-Extant
Kaunakakai Jail and Courthouse	Molokai	Public	None/Non-Extant
<p>“Primary” sites are those that housed at least 10 prisoners, generally for more than several weeks. “Secondary” sites are those that were used as prisons for fewer prisoners, usually for shorter periods of time. Also included in the “secondary” category are sites where no internees were imprisoned, but where activities related to the internment occurred, such as hearings. Note: The Honolulu Police Department was inadvertently omitted from the printed versions of this table in the newsletter and draft report.</p>			

ALTERNATIVE B: HONOULIULI NATIONAL HISTORIC SITE OR NATIONAL MONUMENT—A NEW UNIT OF THE NATIONAL PARK SYSTEM

Concept: Congress would establish Honouliuli National Historic Site as a new unit of the national park system. Alternatively, a national monument managed by the National Park Service could be established. The national historic site or national monument would include the historic site of the Honouliuli Internment Camp and adjacent lands that provide road access and opportunities for visitor facilities. The National Park Service would preserve the site and interpret the internment of Japanese Americans and European Americans in Hawai‘i during World War II. The national historic site or monument would be supported by operational capacity at World War II Valor in the Pacific National Monument, Pearl Harbor. The National Park Service could provide technical assistance for the preservation and interpretation of other sites, features, and stories related to internment in Hawai‘i during World War II.

Definition

A national historic site usually contains a single historical feature that is directly associated with its subject. National historic sites preserve places and commemorate persons, events, and activities important in the nation’s history. Examples of national historic sites include Minidoka in Idaho and Manzanar in California, both of which protect resources related to the mainland incarceration of Japanese Americans during World War II. A national monument is intended to preserve at least one nationally significant resource. It is usually smaller than a national park and lacks its diversity of attractions.

National park units are typically established by an act of Congress. However, the Antiquities Act of 1906 gives the President of the United States the authority to establish national monuments on federally owned lands.

Proposed Area

The Honouliuli National Historic Site or National Monument would total approximately 440 acres. The historic Honouliuli Internment Camp and the adjacent overlook parcel (approximately 123 acres) would be acquired by the NPS through a donation by the Monsanto Company. Additional Monsanto-owned lands (31 acres) with related resources would be protected through conservation easements or land acquisition. Adjacent parcels (285 acres) owned by the University of Hawai‘i would also be included in the boundary of the historic site to provide flexibility in establishing public access to the site (NPS can only expend funds on roads within an authorized boundary unless Congressional legislation authorizes the use of funding for road maintenance on non-federally owned lands). Options for the University of Hawai‘i parcels could include the University of Hawai‘i maintaining ownership of the property, granting an easement to the NPS, or transferring ownership to the NPS by donation, exchange, or sale. Conservation easements could also be obtained for parcels directly adjacent to Honouliuli Internment Camp. Future development of road Easement 6134 could also provide opportunities for site access. All private property rights would be respected.

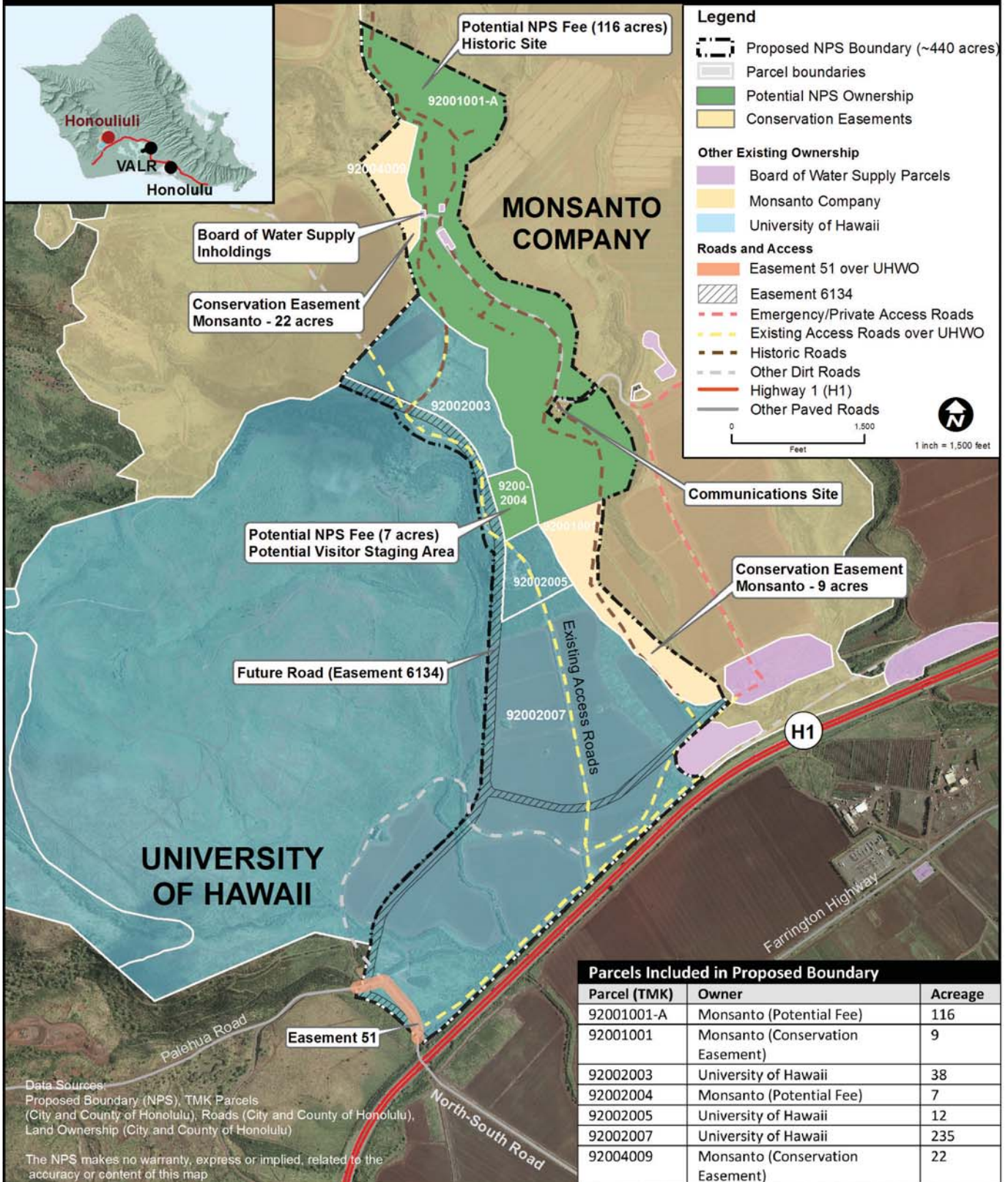
Several parcels owned by the City and County of Honolulu Board of Water Supply would be inholdings within the proposed area and would remain under current ownership and management. The communications site would not be included in the proposed boundary.

Management

The NPS would have direct management responsibility for the Honouliuli National Historic Site or National Monument including: 1) interpretation and education associated with the Honouliuli Internment Camp and its resources, including the development of interpretive media and programs; 2) resource management for the historic site; and 3) operational facilities and infrastructure such as roads, restrooms, and trails.

Honouliuli Gulch and Associated Sites Draft Special Resource Study

Alternative B: Proposed Boundary, Honouliuli National Historic Site or Monument



National Park Service
 Produced by the Pacific West Regional Office
 San Francisco, CA

March 10, 2014

Resource Protection

NPS staff would protect and preserve the resources and setting of Honouliuli Internment Camp. Management plans would guide appropriate historic preservation documentation and treatments. The NPS would seek out partnership opportunities with existing organizations that have conducted research and documentation of the site. These include the Japanese Cultural Center of Hawai‘i, which maintains the largest repository of archives and collection items related to Honouliuli and the internment in Hawai‘i, and the University of Hawai‘i—West O‘ahu, whose faculty and students have been actively involved in researching the history of the site and conducting archeological field schools at Honouliuli.

Visitor Experience

Visitors would have opportunities to learn about Honouliuli Internment Camp, World War II internment in Hawai‘i, martial law, civil liberties, and peace and reconciliation through a wide variety of interpretive and educational programs onsite and at offsite locations. Interpretation would be accessible and relevant to diverse audiences and multiple generations. Virtual visitor experiences would be explored so that people could learn about and experience Honouliuli and related sites without actually visiting the sites. Programs could be provided by NPS rangers, partners, and volunteers. Information could be presented in multiple languages.

Partnerships

The NPS would explore, develop, and maintain partnerships for the preservation and interpretation of Honouliuli Internment Camp and related sites, features, and stories in Hawai‘i.

There are substantial opportunities for partnerships related to Honouliuli National Historic Site or Monument with public agencies, educational institutions, nonprofit entities, and individuals. Potential partnership projects are numerous and could include the development of educational programs, development of facilities, resource stewardship activities such as preservation of historic features and vegetation clearing, and research projects. Partnerships could also include shared facilities

for interpretation, curatorial storage, operations, and maintenance. Possible partners include but are not limited to the University of Hawai‘i—West O‘ahu and the Japanese Cultural Center of Hawai‘i.

Technical Assistance

Internment sites in Hawai‘i other than Honouliuli Internment Camp would continue to be owned and managed by their respective public and private owners. The associated sites illustrate the broad-reaching effects of internment on the six major islands in Hawai‘i and are essential in accurately interpreting this history.

The NPS could work cooperatively with associated site owners and managers to explore opportunities for interpretation and/or preservation of the associated sites. For example, the U.S. Immigration Station played a central role in the internment process. Almost every person interned passed through the U.S. Immigration Station either for initial detention, processing for transfer to internment camps on O‘ahu and the mainland, or for hearings and trials. The NPS could contribute to further evaluation of the U.S. Immigration Station as a national historic landmark and explore opportunities to interpret its significance through waysides and exhibits.

Where appropriate, the NPS could also conduct research and provide assistance to related sites that have yet to be identified.

OPERATIONS

STAFFING

Management of Honouliuli National Historic Site or Monument would be through World War II Valor in the Pacific National Monument at Pearl Harbor, given its close proximity and related history. Some staff positions at World War II Valor in the Pacific National Monument would be shared. However, management of the site would require additional staff as funding became available. A management plan would identify priorities, management emphases, and required staffing for a 15 to 20 year timeframe.

Based on comparisons of staffing levels for existing national historic sites of similar scale and management models, the following types of staff would be recommended:

- Site manager
- Cultural resource specialist
- Interpretive specialist
- Interpretive ranger (2)
- Law enforcement ranger
- Maintenance (2)
- Exotic plant management technician

Positions could be permanent, temporary, or seasonal. In addition, partner organizations could provide staff or volunteers, with types and numbers dependent upon the functions provided.

OPERATIONAL AND VISITOR FACILITIES

Comprehensive management planning would guide the development of facilities for Honouliuli National Historic Site or National Monument. Facilities would be needed to support public access, circulation, orientation, and learning about the history of internment in

Hawai'i. The 7-acre overlook site could serve as an excellent location for a visitor staging area with ample space to provide for parking, visitor drop-off, interpretive features, and restrooms. The site is located just outside of the historic camp and offers views to Pearl Harbor, downtown Honolulu, and Diamond Head. Within the gulch, visitor facilities would be minimal to preserve the site's historic integrity. Facilities might include trails, interpretive waysides, primitive roads, and vault toilets.

Public access to Honouliuli Internment Camp does not currently exist because it is located on private property. Rights of access would be required to provide public access to the 7-acre parcel and historic site. Existing roads would require considerable improvement to accommodate visitor access.

The Federal Highway Administration (FHA) estimated construction costs for public and administrative access using existing road alignments would range from \$3 to \$20 million.



Matching historic photograph to existing conditions, Honouliuli. Photo: Burton and Farrell 2007.

This dollar amount would also include parking and turnaround areas for buses. The higher end of the range would be incurred if additional reconstruction or realignment is necessary for road improvements. Costs would need to be reevaluated after a formal site survey and through completion of a comprehensive management plan.

Shuttle or bus service from either World War II Valor in the Pacific National Monument or UHWO was also evaluated by the FHA. Costs to operate a bus connection from World War II Valor in the Pacific National Monument three times per week were estimated at \$25,000 to \$30,000 annually. Costs to operate a bus or shuttle from University of Hawai'i—West O'ahu twice daily were estimated at \$91,000 to \$112,000 annually.

NPS management of a national historic site at Honouliuli Gulch would be funded through federal appropriations as part of the annual NPS budget and through potential partners and grants. The national historic site or monument could share administrative, visitor, and operational facilities with World War II Valor in the Pacific National Monument or partner entities.

Non-federal entities would continue to be eligible for the grants through the Japanese American Confinement Sites Grant Program for preservation, interpretation, and documentation projects associated with Honouliuli Internment Camp.

Based on the size and scope of this site, and the types of services and assistance proposed, the annual cost of NPS operations for the national historic site could be expected to be \$400,000 to \$750,000. The estimated operational budget would primarily fund NPS staff, programs, projects, and outreach.

Specific costs would be reevaluated in subsequent, more detailed planning for the unit. Planning would consider facility design, detailed identification of resource protection needs, and changing visitor expectations. Actual costs to the NPS would vary depending on timing and implementation and contributions by partners and volunteers. It is assumed that meeting the long-range financial needs of Honouliuli National Historic Site or Monument would not just rely upon federally appropriated funds. A variety of other public and private funding sources could be sought by the NPS to assist in implementation efforts. Other NPS units have successfully found partners to help with funding major projects, and some of the costs associated with actions in the alternatives may prove to be less expensive when donated materials, labor, and other support are forthcoming.