

# Public Law 109-441: Preservation of Japanese American Confinement Sites

National Park Service  
U.S. Department of the Interior



Artwork by George Yano, courtesy of Manzanar NHS

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## Public Input Vital to Establishment of Grant Program

Thank you for your continued interest and support of Public Law 109-441. We would like to especially thank those who were able to participate in our national meetings in Los Angeles, California on January 17, 2008 and online via webcast.

Through 20 listening sessions, two formal written comment periods, and one national meeting, your comments have helped us make our Report to Congress a consensus document—one that reflects the hopes and aspirations of a broad array of organizations, educational institutions, and state, local, and tribal governments—all committed to the preservation of Japanese American World War II confinement sites.

### Report Presented to Congress

The National Park Service (NPS) is very pleased to announce that the Department of the Interior presented the report to Congress on May 21, 2008. This report outlines the legislative requirements, project categories, evaluation criteria, and program administration guidelines for the grant program. The subsequent pages contain the report, which was requested by Congress and submitted to the Appropriations Subcommittee.

Here are some of the key elements of the grant program:

### Highlights of the Grant Program

✧ Eligible **grant applicants** must be non-profit organizations, educational institutions, public entities, or state, local or tribal governments.

✧ Eligible **project categories** include: documentation, interpretation and education, preservation, collection of oral histories, capital projects, planning, and real property acquisition exclusive to Jerome, Rohwer, Topaz, and Honouliuli (as stipulated in the law).

✧ Projects will be **evaluated** based on how well the proposal demonstrates the following criteria: need for project, long-term impact, sustainability, feasibility, support for project from stakeholders and partners, and capacity of applicant to manage project.

✧ Applicant must have demonstrated **2:1 federal to non-federal match** (example \$100 federal to \$50 partner).

✧ **Minimum grant award is \$5,000; Maximum grant award is no more than \$3.8 million** (or 10% of congressionally authorized amount of \$38 million), over the entire life of the grant program.

### Future of the Grant Program

As of June 2008, Congress has not yet appropriated funding for this grant program. However, the NPS is working with various groups and individuals to further preservation and interpretation at confinement sites across the country. We encourage you to contact an NPS regional representative and the appropriate State Historic Preservation Office or Tribal Historic Preservation Office to discuss potential projects.

We hope that the grant program provides new opportunities to learn about and to preserve this important chapter of our nation's history.

For more information on P.L. 109-441, please visit the following website: <http://parkplanning.nps.gov/imro>. You may also call or write the following NPS regional contacts:

#### PACIFIC WEST REGION

*California, Idaho, Nevada, Oregon, Washington*, and other states not listed below

Contact: Tom Leatherman  
Phone: 510-817-2701  
Email: tom\_leatherman@nps.gov

#### *Hawaii*

Contact: Frank Hays  
Phone: 808-541-2693 x723  
Email: frank\_hays@nps.gov

#### INTERMOUNTAIN REGION

*Wyoming, Colorado, Utah, Arizona, Montana, Texas, Oklahoma, New Mexico*

Contact: Kara Miyagishima  
Phone: 303-969-2885  
Email: kara\_miyagishima@nps.gov

#### MIDWEST REGION

*Arkansas, Missouri, Kansas, Nebraska, South Dakota, North Dakota, Minnesota, Iowa, Wisconsin, Michigan, Illinois, Indiana, Ohio*

Contact: Rachel Franklin-Weekley  
Phone: 402-661-1928  
Email: rachel\_franklin-weekley@nps.gov



# Report to Congress Pursuant to Public Law 109-441: Preservation of Japanese American World War II Confinement Sites

## Introduction

On December 21, 2006, President George W. Bush signed Public Law 109-441, which authorizes the National Park Service (NPS) to create a program to encourage and support the preservation and interpretation of historic confinement sites where Japanese Americans were detained during World War II. The Act also directs the NPS to consult with a variety of governmental, educational, and private nonprofit organizations in the development of a grant program to achieve the purposes of the Act.

On June 11, 2007, the House Committee on Appropriations directed the NPS to provide a report that describes how the agency will implement the grant program (H. Rpt. 110-187). Included within this report is a description of the consultation process used to engage the interested public in the development of this grant program; the proposed grant program guidelines and evaluation criteria; and the NPS strategy for implementing and administering the grant program.

## Background

Japanese American and local organizations, stakeholders, and individuals have worked for the preservation and interpretation of Japanese American World War II confinement sites over the last four decades. These grassroots efforts have led to improved recognition, appreciation, and preservation of many of these historic confinement sites. Today, several private nonprofit organizations, such as the Heart Mountain, Wyoming Foundation, the Topaz Museum, and the Friends of Amache, are actively engaged in the preservation of these sites and are dedicated to sharing the histories and lessons learned from the internment experience with new and diverse audiences. The NPS's participation in the identification, recognition, and preservation of these historic confinement sites formally began in 1992 when Congress directed the agency to conduct a thematic study and survey of historically important sites associated with the confinement of Japanese Americans during World War II. The resulting publications, *Confinement and Ethnicity: An Overview of World War II Japanese American Relocation Sites* (1999) and the National Historic Landmark thematic study, "Japanese Americans in World War II," (2005) provided detailed information about the confinement sites. Thus far, two sites have been

established as NPS units: Manzanar National Historic Site in California was established in 1992 and Minidoka Internment National Monument in Idaho was established in 2001. The NPS has cooperated with a number of nonprofit organizations and local communities to successfully nominate the Rohwer Relocation Center Cemetery (AR) and internment camp sites of Tule Lake (CA), Granada (CO), Topaz (UT), and Heart Mountain (WY) as National Historic Landmarks.

The NPS continues to work in partnership with a number of stakeholders and organizations to preserve and interpret Japanese American World War II confinement sites. On December 21, 2006, the NPS's role in preserving and interpreting these historic sites expanded with the enactment of Public Law 109-441, which authorized a new grant program directly targeting historic sites identified in the NPS report, *Confinement and Ethnicity*.

This Act defines the role of the NPS in implementing the grant program in Section 1(a) as follows:

The Secretary [of the Interior] shall create a program within the National Park Service to encourage, support, recognize, and work in partnership with citizens, Federal agencies, State, local, and tribal governments, other public entities, educational institutions, and private



Photo courtesy of the Bancroft Library,  
University of California, Berkeley



This map is based upon the 1999 NPS publication *Confinement and Ethnicity*. It is not meant to be a comprehensive list of sites. Additional sites may be identified as determined by the Secretary of the Interior.



nonprofit organizations for the purpose of identifying, researching, evaluating, interpreting, protecting, restoring, repairing, and acquiring 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.

## Civic Engagement

In preparation for a congressional appropriation and in response to the directive from the House Committee on Appropriations, the NPS initiated a comprehensive and rigorous six-month civic engagement process to gain valuable public input to assist in the development of this grant program. The Act contained specific guidance regarding the consultation process and directed the NPS, at a minimum,

to consult with “State, local, and tribal governments, other public entities, educational institutions, and private nonprofit organizations (including organizations involved in the preservation of historic confinement sites).” The NPS’s communication strategy to share information and obtain diverse public input involved preparing two newsletters, hosting 20 public listening sessions and two national meetings, developing an NPS public comment website and communicating frequently with local, regional, and national media sources.

The first step in the process was preparing and mailing a “scoping” newsletter, sent to more than 12,000 individuals, organizations, academic institutions, and governmental entities, providing basic information about Public Law 109-441. In addition to those entities identified in the Act, the NPS also contacted former internees, their families, and



other concerned parties interested in the creation of the grant program. The newsletter posed three key questions:

1. What are your hopes and expectations for this grant program?
2. What types of projects do you think should receive funding through this program?
3. What should the evaluation criteria be for determining which proposals receive consideration for funding, when it is available, through the grant program?

These same questions were also asked at 20 public listening sessions hosted by the NPS during September and October of 2007. The listening session locations were selected to encourage participation from key stakeholders and former internees and their families. The listening sessions were located primarily in the western United States, where the majority of the historic sites are located and where most key constituencies reside. Listening sessions were hosted in the following locations:

- Glendale, Arizona
- Dumas, Arkansas
- Little Rock, Arkansas
- Gardena, California
- Los Angeles, California
- Sacramento, California
- San Diego, California
- San Francisco, California
- San Jose, California
- Denver, Colorado
- Washington, D.C.
- Honolulu, Hawaii
- Chicago, Illinois
- St. Paul, Minnesota
- Las Vegas, Nevada
- Portland, Oregon
- Salt Lake City, Utah
- Bainbridge Island, Washington
- Seattle, Washington

In addition, the NPS developed the public comment website to provide information about the Act and ask for public comment with regard to the future of the grant program. Through the listening sessions, newsletter, and NPS website, more than 800 people participated and provided useful input to help shape the development of the grant program.

After analyzing the public comments, the NPS prepared draft grant program guidelines and evaluation criteria.



Listening Session in Glendale, Arizona - NPS Photo

These two components of the grant program became the core of a second newsletter, which the NPS mailed to the public in December 2007. This newsletter asked for feedback on the draft grant program guidelines and evaluation criteria.

Finally, on January 17, 2008, the NPS hosted two national listening sessions at the National Center for the Preservation of Democracy in Los Angeles, California. These sessions focused on the draft grant program guidelines and evaluation criteria, while further engaging the public about the key components of the grant program. These national listening sessions were broadcast live via the internet to increase public access and participation. More than 80 people participated in these sessions and the NPS received more than 175 written comments by mail and through the NPS public comment website.

Throughout the entire process, the NPS engaged more than 1,000 individuals representing more than 40 organizations, governmental entities and academic institutions. These groups included the Amache Historical Society, Amache Preservation Society, Bainbridge Island Historical Society, Colorado Preservation, Inc., Colorado River Indian Tribes, Densho: The Japanese American Legacy Project, Friends of Amache, Friends of Minidoka, Gila Reunion Committee, Gila River Indian Community, Go for Broke Educational Foundation, Go for Broke National Veterans Association, Heart Mountain, Wyoming Foundation, Historic Hawaii Foundation, Jan Ken Po Cultural Association, Japanese American Citizens League, Japanese American National Heritage Coalition, Japanese American National Museum, Japanese American Service Committee, Jerome County Historical Society, Kooskia Internment Camp Project, Manzanar Committee, National Coalition for Redress/Reparations, National Japanese American Historical Society, National Parks Conservation Association, National Trust for Historic Preservation, Navajo Nation, Pinedale Assembly



Center Project Committee, Poston Restoration Project, The Conservation Fund, Topaz Museum, Town of Granada, Trust for Public Land, Tule Lake Preservation Committee, Utah Heritage Foundation, Wing Luke Asian Museum, and many others.

## Grant Program Guidelines

Based upon the extensive program of civic engagement described above, and in accordance with Public Law 109-441, the NPS developed the following grant program guidelines, project categories, and evaluation criteria:

### Legislative Requirements of the Grant Program

In accordance with Public Law 109-441, all **grant applicants** must meet certain eligibility requirements, including:

1. Must be a private nonprofit organization, educational institution, public entity, or state, local, or tribal government.
2. Must have a demonstrated commitment of a 2:1 Federal to non-Federal match (example: \$100 Federal to \$50 partner).

In accordance with Public Law 109-441, all **applications for grants** must meet certain eligibility requirements, including:

1. All grants must be for the purpose of identifying, researching, evaluating, interpreting, protecting, restoring, or repairing confinement sites.
2. Acquisition of non-Federal real property is allowable only for Jerome, Rohwer, Topaz, and Honouliuli. All acquisition of lands using Federal funding at these sites must have the written consent of the property owner(s).

Public Law 109-441 defines historic confinement sites as the 10 internment camps (Gila River, Granada, Heart Mountain, Jerome, Manzanar, Minidoka, Poston, Rohwer, Topaz, and Tule Lake), as well as those locations specifically identified in the NPS publication, *Confinement and Ethnicity: An Overview of World War II Japanese American Relocation Sites*.

## What We Heard

“... the heart of internment is the camps themselves, the hallowed places, remote as they are. When people visit the site, they feel the onus of the incarceration. It emanates from the soil, the temperature whether hot or cold, the desolation, and they know the injustice of internment. Protecting and interpreting those places is paramount.”

“It is crucial to remember that the generation that experienced the trauma of the internment. . . are a dying generation. Time is of the essence for this grant program.”

“Anything that would keep the stories of the internees alive—so it never happens again.”

“My primary expectation is that any project which receives funding stays true to the voices of the people that were incarcerated in the concentration camps. . . .”

“I see the value of the grant program as an important vehicle for enabling others to understand what happened during World War II and the lessons learned. While these sites might be considered natural museums of sorts in desolate locations, they symbolize much more than that. So there must be a strong public awareness and educational component of the grant program and ultimately successful grantees.”

“. . . I feel strongly that this project. . . should encourage a deeper understanding of the causes of the confinement and what detainees experienced in point of physical, economic and psychological hardships. It should strive to encourage in the public their responsibility to try to prevent this type of violation of civil and human rights, which undermines the very foundations of a democratic society.”

“I also would hope that there would be ample opportunity to hear, via oral interviews, the words of those who were confined, to see artifacts of their lives. . . their life in the bitter cold of winter with the wind biting into every “home” and the blistering heat of summer, concentrated by the exterior tar paper of the barracks. . . .”



Public Law 109-441 also requires the NPS to award grants no later than 180 days after the date on which funds are appropriated by Congress for the purposes of the Act. Based on the legislative direction and public input, NPS developed criteria and guidelines for the grant program as follows:

**Project Categories**

The NPS will evaluate projects and allocate funding within the following project categories:

1. Real property acquisition exclusive to Jerome, Rohwer, Topaz, Honouliuli (as stipulated in the law).
2. Documentation projects, including identification, research, and evaluation of confinement sites (examples: National Historic Landmark and National Register of Historic Places nominations and archeological surveys).
3. Interpretation and education projects related to confinement sites (examples: wayside exhibits, education curriculum, and creative arts).
4. Preservation of confinement sites and related historic resources (examples: stabilization, restoration, rehabilitation, acquisition, and relocation of historic buildings and structures to their original locations, reconstruction of key structures, and collections conservation).
5. Recording and sharing of oral histories.
6. Capital projects (examples: interpretive centers, restrooms, and interpretive trails).
7. Planning (examples: interpretive plans, land use plans, and resource management plans).

**Evaluation Criteria**

The NPS will utilize the following criteria to select the projects:

1. What need does the project address?
  - a. How does this project address a critical issue (examples: threatened resources, health/safety concerns)?
  - b. How will the project increase public awareness and understanding of the Japanese American World War II confinement sites?

c. How will the project preserve or improve the conditions of Japanese American World War II confinement site resources?

2. What impact will the project have and how will the impact be measured? (examples: increase visitation to the site, reach a large and diverse audience, remain relevant and available for current and future generations).

3. What is the long-term impact of the project and how will the project be sustained?

4. How feasible is the project and does the applicant demonstrate the ability to successfully complete the project?

a. Is the project cost effective?

b. Does the applicant demonstrate an ability to complete the project in a timely, cost effective, and professional manner, ensuring laws and standards are met?

c. Has adequate planning been completed for the project?

5. How much support and participation does the project have from former internees, stakeholders, and/or the public?

**Application Requirements**

1. Each applicant may submit no more than three applications annually. Each grant application may not request less than \$5,000.

Over the entire life of the grant program, applicants may not receive more than \$3.8 million (or 10% of the congressionally authorized amount of \$38 million).

2. Acceptable types of a non-Federal match could include donations of cash, goods, land, services, and equipment. Donations of land value must be supported by an appraisal, meeting the Uniform Standards for Federal Land Acquisitions. Land donated for the preservation of these sites will be considered as a match, if the land is an integral part of the grant proposal, is part of the historic site, and will be accessible to the general public. Other in-kind donations would be evaluated relative to value based on established guidelines and must comply with OMB circulars A-102 and A-110.



3. Each applicant can receive only one grant per grant cycle.
4. Indirect and/or administrative costs may not exceed 15% for a project.
5. Projects that may affect historic resources are considered to be “undertakings” as defined by Section 106 of the National Historic Preservation Act, as amended (16 U.S.C. 470). Accordingly, grant recipients must consult with the appropriate State Historic Preservation Office or Tribal Historic Preservation Office prior to the initiation of the project.

### **Program Administration**

The NPS has developed an administrative framework for the grant program to ensure expedient implementation once an appropriation has been received. The NPS will administer this national grant program through one of the regional offices in the Intermountain, Midwest, or Pacific West. As the majority of the confinement sites and stakeholder populations are located in the West, it is critical that the grant program is administered from a regional office in the West. The NPS director will determine which region will host the program. Depending on the level of funds appropriated for grants, administrative responsibilities may be collateral or require a limited staff contingent. Administrative staff would conduct public outreach, as well as administering grant proposals.

### **Selection Process**

Applications that meet the requirements will be considered. Each year that funding is made available, a public announcement and call for proposals will be published so that eligible applicants may apply. Once the application deadline passes, the NPS will hold at least one listening session in each of the three western regions to discuss the types and categories of projects submitted, to consider potential funding levels for these categories, and to gather input on the annual priorities for the grant program. A panel of NPS and other Federal agency experts representing applicable preservation, history, education, and conservation disciplines will then evaluate and rank applications based on the evaluation criteria and make funding recommendations to the Secretary of the Interior (Secretary) with consideration of the comments from the public meetings as well as their professional evaluations. The Secretary will select successful proposals and formally announce the grant recipients and projects.



Photo courtesy of the Bancroft Library,  
University Of California, Berkeley

## **Need for Continued Public Input**

Several common themes emerged throughout the course of the extensive civic engagement process. First, the public expects the NPS to maintain an open, transparent, and cost effective grant program. Second, the public believes that the NPS should continue to seek public input and engage those interested in the preservation and interpretation of these sites and stories throughout the life of the grant program. Although some participants advocated for the creation of a formal advisory committee to provide this input, other participants recommended against the establishment of such a committee, citing the administrative costs of supporting an advisory committee and the difficulty in achieving fair representation that truly reflected the diverse constituencies involved in the preservation of these historic sites. Others expressed concern that the long time frame normally associated with the creation of an advisory committee might delay a congressional appropriation.

Based upon these comments, the NPS will continue to seek public input annually throughout the life of the program. Each year, the NPS will host a minimum of three listening sessions. These listening sessions will be used to help the NPS establish annual grant priorities and to adjust the evaluation criteria and program guidelines as needed. The listening sessions will also be used to assist the NPS in developing a process to consider other additional sites (not currently identified in *Confinement and Ethnicity*) for eligibility in the grant program, as the legislation allows.



The NPS has not ruled out the possibility of establishing a formal advisory committee to provide recommendations on administration of the grant program. If it is determined that the three annual listening sessions are not adequate to meet public needs, the NPS will revisit the possibility of establishing a formal advisory committee.

### Conclusion

The NPS believes that the grant program guidelines and evaluation criteria provided in this report reflect the public's hopes and expectations for the grant program and that projects funded through this grant program will educate the public and leave a legacy for future generations through the preservation of both the physical confinement sites and stories of internees' experiences during World War II.

This report fulfills the request from the House Committee on Appropriations to describe how the NPS will implement this grant program, and demonstrates the NPS's commitment to implementing and administering this grant program in accordance with Public Law 109-441.

*My parents, their families and thousands of other innocent Japanese Americans were patriots during World War II and after. Despite being stripped of their rights, homes, and businesses, thousands of Japanese Americans defined themselves by not allowing this injustice to stop them from succeeding in this country.*

*This is a remarkable story of resilience and hope in spite of despair. It is a story that I hope will continue the healing process across racial and generational lines. Our desire is that we all can learn from this experience to avoid similar mistakes in the future and to bring all Americans together.*

~ descendant of former Amache internee

National Park Service  
Intermountain Region  
12795 West Alameda Parkway  
PO Box 25287  
Denver, CO 80225

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