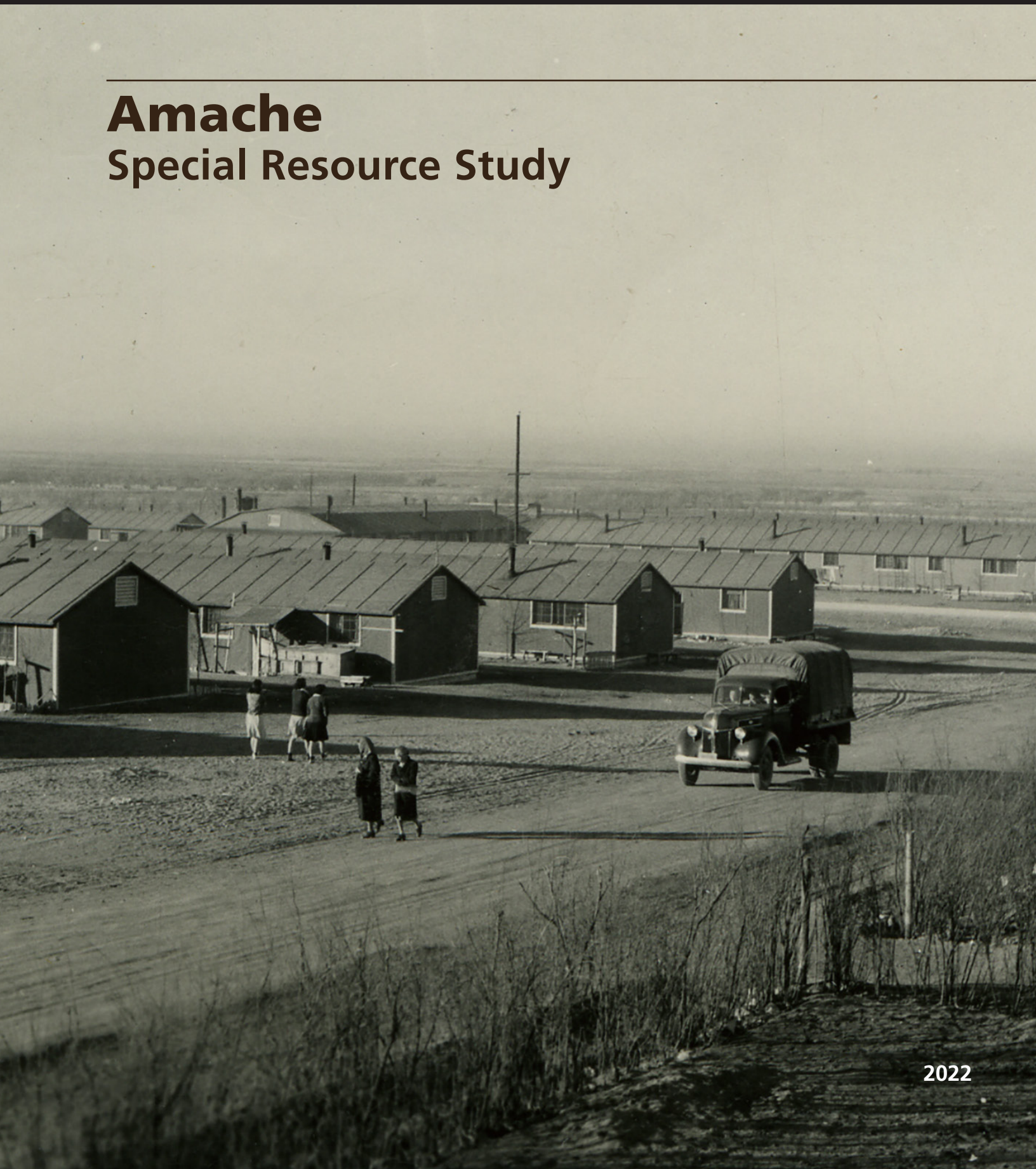
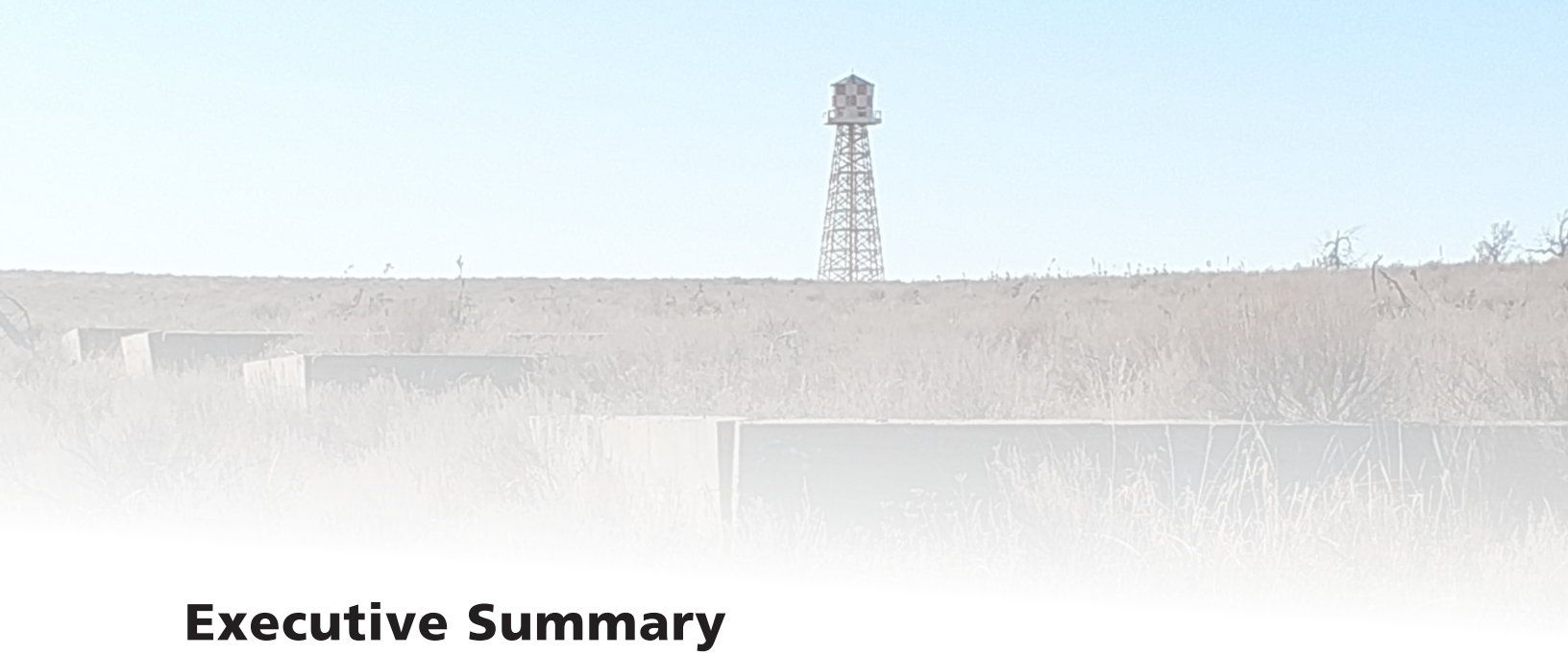
National Park Service
U.S. Department of the Interior

# Amache
## Special Resource Study



2022

Cover photo: Located in Prowers County in southeast Colorado, Amache was the smallest of the incarceration sites by population. Courtesy of the George Ochikubo Collection, Denshō: The Japanese American Legacy Project.



# Executive Summary

## INTRODUCTION

In March 2019, Congress passed the John D. Dingell, Jr. Conservation, Management, and Recreation Act (Public Law 116-9). Subtitle A, section 2004 of this act authorized the Secretary of the Interior to conduct a special resource study of the site known as "Amache," "Camp Amache" and the "Granada Relocation Center" in the State of Colorado. As directed by Congress, the National Park Service (NPS) has prepared this special resource study to evaluate the potential of the Amache site to be included within the national park system. The relevant text of Public Law 116-9 is included in appendix A.

## RESOURCE OVERVIEW

The Granada Relocation Center, most commonly known as Amache, is a National Historic Landmark (NHL) located in the Arkansas River Valley in southeastern Colorado near the town of Granada.

Amache was one of 10 incarceration camps established by the War Relocation Authority during World War II (WWII) to unjustly incarcerate Japanese Americans who were forcibly removed from their communities on the West Coast under the provisions of Executive Order 9066. At its peak population in 1943, 7,318 men, women, and children were incarcerated in Amache, making it the 10th largest city in Colorado at the time. Though the original buildings associated with the incarceration camp were removed or demolished after Amache closed in 1945, several have since been reconstructed or returned to the site, and widespread archeological evidence of the structure foundations remains. The historic road network also remains largely intact, which, along with the foundations, provides orientation and visual reference to much of the former developed portion of the camp. The site was listed on the National Register of Historic Places in 1994 and designated a National Historic Landmark in 2006, affirming its national significance. The 593-acre National Historic Landmark is wholly owned by the Town of Granada.

## SUMMARY OF FINDINGS

This special resource study was prepared following the process established by the National Parks Omnibus Management Act of 1998 (54 USC 100507), Additional Areas for the NPS System, and addresses the criteria for new areas outlined in NPS *Management Policies 2006*. Under the law, a study area must meet all four criteria below to be recommended as an addition to the national park system. Based on the analysis performed through this special resource study, the National Park Service concludes that the majority of the Amache study area is eligible for inclusion in the national park system. Through the special resource study process, the National Park Service made the following determinations.

**National Significance**—As a designated National Historic Landmark, the Amache site possesses cultural resources that are nationally significant and meet this criterion for inclusion in the national park system. In the years since the NHL designation, preservation efforts and extensive archeological research have enhanced the understanding and appreciation of the site's national significance.

**Suitability**—The Amache site depicts a distinct and important aspect of United States history associated with civil liberties in times of conflict. Though other sites associated with the history of Japanese American incarceration during World War II are protected and interpreted elsewhere in the national park system, Amache is uniquely preserved and uniquely placed to expand the understanding of the Japanese American WWII incarceration and its relevance for all US citizens.

**Feasibility**—Most of the Amache site is a feasible addition to the national park system. If added to the national park system as a member of the High Plains Group[1], operations and management expenses for the site would be less than most other comparably sized and visited units of the National Park Service.

An incompatible use exists in the northwest portion of the NHL boundary where the Town of Granada currently operates a modern landfill. This portion of the Amache site is not feasible as an NPS unit while the landfill is in operation, and even if closed could represent an environmental liability should the federal government assume management of the area. Nevertheless, exclusion of the landfill site from a proposed NPS boundary would not compromise the National Park Service's ability to manage and protect the nationally significant features of the Amache site, nor would it preclude the ability for the National Park Service to provide for visitor access or appreciation of the site. The proposed NPS boundary for an Amache unit as presented in this report would exclude the landfill operation in the northwest corner of the NHL site. However, enabling legislation could be drafted to include the landfill area (i.e., the entirety of the NHL site) in an authorized boundary in the event that the incompatible use was to cease and following environmental assessments and any necessary environmental remediation of the closed landfill.

1. The "High Plains Group" is an administrative unit of the National Park Service that includes Bent's Old Fort National Historic Site, Sand Creek Massacre National Historic Site, and Capulin Volcano National Monument. The individual units are managed by a shared superintendent and administrative staff.

**Direct NPS Management**—A need exists for NPS management of the Amache study area to fully and permanently protect its resources and to enhance visitor understanding and appreciation of the nationally significant resources and important stories associated with it. Opportunities exist for partnerships with the Amache Preservation Society, the Town of Granada, and others for advancing the interpretation and stewardship of the site.

## A GUIDE TO THIS REPORT

This special resource study is organized into five chapters. Each chapter is briefly described below.

**Chapter 1: Study Purpose and Background** provides a brief description of the study area and an overview of the study's purpose, background, and process. This chapter also summarizes the NPS findings on the special resource study.

**Chapter 2: Historical Background and Resource Description** provides a historical overview and site description of the "Granada Relocation Center" (or "Amache"), which, between 1942 and 1945, was one of 10 sites established by the War Relocation Authority (WRA) in the continental United States where the US government unjustly incarcerated Japanese American citizens, stripping them of their civil rights and property.

**Chapter 3: Evaluation of Study Area for Inclusion in the National Park System** describes the evaluation criteria and findings of the special resource study. Criteria discussed include national significance, suitability, feasibility, and the need for direct NPS management. This analysis was conducted, in part, to explore considerations for NPS management, and to help the National Park Service fully evaluate potential costs and other topics included in the discussion of feasibility.

**Chapter 4: Proposed Management Alternative** presents details of a potential future NPS management alternative for preservation, protection, and interpretation of the study area.

**Chapter 5: Summary of Findings** provides concluding remarks for each of the special resource study criterion.

The **appendices** include the legislation authorizing this special resource study, a compilation of public comments received during outreach efforts, references used in the study, and the members of the study team.

## A NOTE ABOUT TERMINOLOGY USED IN THIS REPORT

It is important to accurately describe the history of the mass incarceration of Japanese Americans during World War II without perpetuating the euphemistic terms that the US government and others employed at the time or incorrect terms later substituted that do not adequately describe the injustice experienced by more than 120,000 people. Highly charged debates over words and terminology continue to reflect intense feelings and diverse perspectives about what occurred during World War II and what those events mean today. To fulfill its responsibilities to the public, the National Park Service acknowledges the diversity of perspectives and opinions about the meaning and significance of this varied terminology and encourages education, reflection, and discussion about this aspect of American history.

Words used to describe the forced removal of people from their homes and communities and their subsequent imprisonment include exclusion, evacuation, relocation, detention, confinement, incarceration, and internment. The people themselves have been referred to as evacuees, detainees, inmates, internees, nonaliens, prisoners, and incarcerees. The people have also been described as Japanese, Japanese Americans, Japanese legal resident aliens, Nikkei, and by their generation in the United States—Issei (first generation) and Nisei (second generation).

Finally, the facilities used to implement the government's policies have been called assembly centers, camps, concentration camps, incarceration camps, internment camps, prisons, relocation centers, and War Relocation Authority centers.

Although these various terms exist today, it is now widely accepted that the US federal government purposefully used euphemistic terminology to mislead the American public about the severity of and justifications for its actions during World War II. The term "internment" is commonly used to describe this history, though "internment" is misleading in this context. "Internment" refers to the legally permissible detention of enemy aliens in wartime. The term is problematic because two-thirds of those incarcerated under Executive Order 9066 were American citizens by birth and the remaining one-third were Japanese nationals ineligible for citizenship because of a discriminatory law that prevented their naturalization. In addition, the vast majority of Japanese Americans who were incarcerated were not legally processed through hearings or trials as enemy aliens. For these reasons, there has been support for using terms without a legal connotation, such as incarceration, imprisonment, and detention.

This report also employs historically used terms, depending on the specific context and the sources used and cited. We acknowledge that readers may not always agree with the use of certain words in specific contexts. The National Park Service will continue to have open discussions about the power, meaning, and significance of terminology.

# Table of Contents

# Table of Figures

# Chapter 1: Study Purpose and Background

## PURPOSE AND NEED

New lands can only be added to the national park system by an Act of Congress or presidential proclamation. However, before Congress decides to create a new national park system unit, it may request to know whether the area and its resources meet established criteria to be recommended for designation. The National Park Service (NPS) is often tasked with evaluating new areas to assess if they fulfill these criteria and with documenting the agency's findings in a special resource study.

In 2019, Congress directed the Secretary of the Interior to conduct a special resource study of Amache, a former Japanese American World War II incarceration site in the State of Colorado, to determine if the area would be an appropriate addition to the national park system. Amache was one of 10 incarceration sites established by the War Relocation Authority in the continental United States during World War II.

In 2006, the site was designated the "Granada Relocation Center[2] National Historic Landmark" in recognition of its historical significance and exceptional value in illustrating the heritage of the United States.

This special resource study evaluates the site for potential inclusion in the national park system. The study evaluates opportunities for preservation, protection, and interpretation of the study area by federal, state, or local government entities or private and nonprofit organizations. The study is intended to provide Congress with information about the quality and condition of the study area and its relationship to established criteria for NPS park units.

2. This National Historic Landmark is named in reference to the official name of the Amache site as assigned by the War Relocation Authority. The name "Amache" was also historically assigned to the incarceration site when it was used to lessen confusion in the Granada Post Office for the delivery of mail. This report avoids the use of the euphemistic term "relocation" whenever possible when describing or referencing the site.

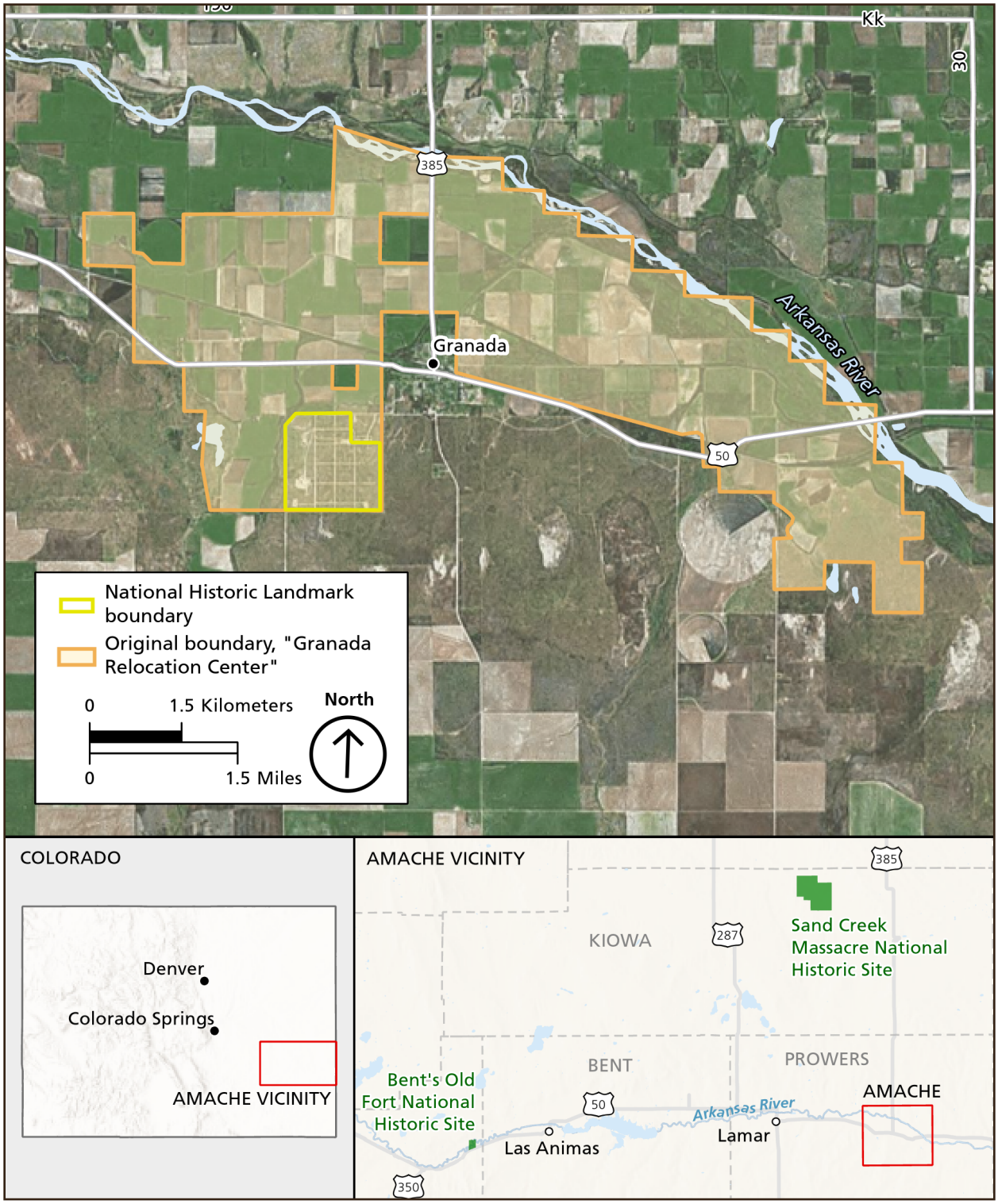
## OVERVIEW OF THE STUDY AREA

The Amache incarceration site is situated in rural Colorado in Prowers County. The site is located off US Route 50, approximately 2 miles southwest of the town of Granada, Colorado (figure 1). According to the 2020 census, the population of Granada is 445, and the population of Prowers County is 11,999. Larger towns are located to the west of the study area. Lamar, Colorado, population 7,655, is the county seat of Prowers County and is approximately 18 miles from the Amache site. Two existing NPS units, Sand Creek Massacre National Historic Site and Bent's Old Fort National Historic Site, are also located in the vicinity of Amache. Sand Creek Massacre National Historic Site is 54 miles northwest, while Bent's Old Fort National Historic Site is 65 miles west.

Amache was historically 10,500 acres, containing vast tracts of lands along the Arkansas River used for agricultural undertakings and a central, developed area (approximately 1 square mile) located on a low bluff overlooking the Arkansas River floodplain that served residential and administrative functions. Although most of the other Japanese American World War II incarceration sites were constructed on existing public lands, the War Relocation Authority (WRA) acquired lands from private agricultural interests to establish Amache—both through purchase and outright condemnation. Following Amache's closure in 1945, tracts of land used in Amache's expansive agricultural program reverted to private farming and ranching, and buildings in the central, developed area were demolished or removed.

The extant concrete foundations of Amache buildings illustrate the extent and layout of the incarceration site. NPS photo.

Figure 1. Amache Vicinity



The tract of land containing the formerly built-up portion of the camp was purchased by the Town of Granada in 1948. Designated as a National Historic Landmark (NHL) in 2006, the boundary encompasses a 593-acre site still under ownership by the Town of Granada, which contains the majority of Amache's former infrastructure. The historic features and landscape of the site are maintained and interpreted by the Amache Preservation Society under a lease agreement with the Town of Granada. The NHL boundary comprises the study area boundary for this evaluation.

Similar to its historic appearance, the Amache study area is surrounded by relatively flat lands, which continue to be used for farming and ranching. Agricultural fields and meadows dominate the arid landscape amidst scattered stands of trees. A few widely spaced houses contribute to the rural character of the setting.

Containing the core of the incarceration site's formerly developed area, the Amache National Historic Landmark includes the historic cemetery and intact foundations and roadways in the housing, administrative, military police, warehouse, and support areas. The site also contains three additional contributing resources: a small brick building adjacent to the cemetery, a concrete water reservoir, and a concrete block well house. Interpretive signage and four reconstructed and restored structures have also been added since NHL designation. These structures include a barrack reconstructed on an original foundation, a recreation hall returned to its original foundation and restored, a reconstructed guard tower, and a reconstructed and restored but nonfunctioning water tower.

In the years since the 2006 NHL designation, extensive archeological research has been conducted at the site that has documented intact archeological components of the site not initially described as contributing features in the National Historic Landmark. These components include landscaping features and most notably, the historic dump. The site has five noncontributing resources: a small (no longer used) rodeo arena constructed immediately after the war and reconstructed in 1999; two water storage tanks used by the Town of Granada, one built in the late 1960s and now abandoned and its replacement constructed in 2000; a small tool shed dating from 2001; and a white stone memorial installed in the cemetery area in 1983.

The 593 acres of the Amache site are currently owned by the Town of Granada (figure 2), which uses wells constructed during Amache's establishment for the town's water supply. The northwestern part of the site is also used for the town's landfill operation. In 2012, the town agreed to a 99-year preservation easement lease with the Amache Preservation Society (APS), a grassroots nonprofit founded in 1993 to maintain the physical site of Amache and share the story of Japanese American incarceration during World War II. This small but active organization, established by Granada High School Principal John Hopper, has taken the lead responsibility in maintaining the site, opening it to the public for guided and self-directed tours, providing interpretive material on-site and online, and managing a museum in the town of Granada. The museum displays and curates an extensive museum collection associated with Amache and the history of Japanese American World War II incarceration.

In addition to the Town of Granada, the Amache Preservation Society works closely with other organizations, including, but not limited to, the Amache Historical Society II, Colorado Preservation Inc., and the University of Denver to support Amache research, preservation, and interpretation.

## STUDY METHODOLOGY/PROCESS

The following methodology was used to determine if the Amache study area satisfies the special resource study requirements.

1. **Gather Information and Involve the Public.** Early in the study process, the National Park Service gathered information about the study area through research and public involvement. Thoughts, ideas, and comments received from the public helped the study team better understand what is most important and unique about the area; how much support exists for preservation, public use, and potential designation; and what the public envisions for the area's future—including management ideas, activities, or experiences. Public involvement also identified any issues or concerns that should be considered during the study process.

2. **Evaluate Study Area for Inclusion in the National Park System.** Per Public Law 91-383, section 8, as amended by section 303 of the National Parks Omnibus Management Act (Public Law 105-391) and NPS policy, properties must meet certain criteria to be recommended as a new unit of the national park system. Potential new units must:

    - possess nationally significant natural and/or cultural resources;
    - be a suitable addition to the national park system;
    - be a feasible addition to the national park system; and
    - require direct NPS management or administration instead of alternative protection by other agencies or the private sector.

3. **Evaluate NPS Management Alternatives.** According to NPS policy and guidelines for special resource studies, if the resources meet the criteria for inclusion within the national park system and the need for direct NPS management is identified, then the study process continues with an analysis of management options available within the National Park Service. Legislation authorizing the Amache Special Resource Study directed the National Park Service to identify alternatives for management, administration, and protection of the site. The evaluation of the need for direct NPS management contains a brief discussion of other potential management frameworks—for instance, continued management by existing site partners or by state or local government agencies.

4. **Transmit Study Report to Congress.** Following completion of this special resource study, the study report and summary findings will be transmitted by the National Park Service to the Secretary of the Interior. The Secretary of the Interior will then transmit the study and a recommendation to Congress.

## COMPLIANCE WITH THE NATIONAL ENVIRONMENTAL POLICY ACT (NEPA)

The National Parks Omnibus Management Act of 1998 (54 USC 100507) requires each study to be "completed in compliance with the National Environmental Policy Act of 1969" (42 USC 4321 et seq.). This study complies with the National Environmental Policy Act of 1969, as amended, which mandates that all federal agencies analyze the impacts of major federal actions that have a significant effect on the environment.

A categorical exclusion was selected as the most appropriate NEPA pathway for this study.

The study is excluded from requiring an environmental assessment or environmental impact statement because there is no potential for impacts on the human environment without further legislative action by Congress. The applicable categorical exclusion is in the category of: "Adoption or approval of surveys, studies, reports, plans, and similar documents which will result in recommendations or proposed actions which would cause no or only minimal environmental impact" (NPS *NEPA Handbook*, 3.2 (R)).

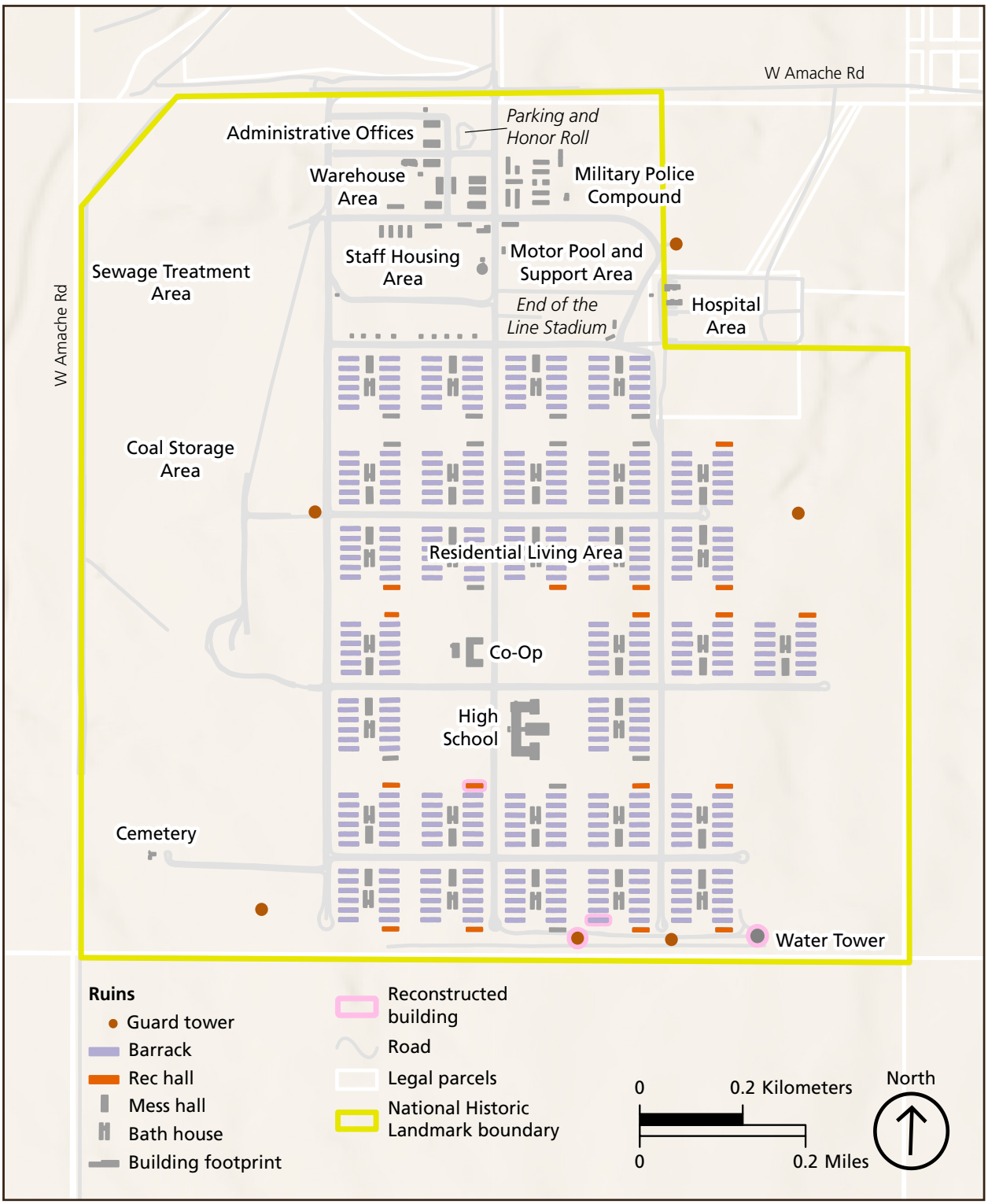
## SUMMARY OF CIVIC ENGAGEMENT

The National Parks Omnibus Management Act of 1998 requires special resource studies to be prepared with public involvement, including at least one public meeting in the vicinity of the area under study (54 USC 100507). Throughout the project, the study team provided opportunities for elected officials, local governments, organizations, and the public to learn about and participate in the study process through public meetings, a newsletter, and the project website.

While one in-person public meeting was held in Granada, Colorado, in February 2020, the remaining scheduled meetings in Colorado and California were temporarily postponed and then cancelled due to the COVID-19 pandemic. As a result, a series of virtual meetings were held in July and August 2020 in conjunction with TADAIMA!, a community virtual pilgrimage event hosted by Japanese American Memorial Pilgrimages and the National Park Service. Three additional virtual public meetings were then hosted in May 2021 to provide additional public involvement opportunities for the study.

Attendees of virtual meetings included Amache survivors, descendants, members of the broader Japanese American community, participants in the University of Denver's archeology program, NPS employees with experience at other Japanese American incarceration sites, and others interested in Amache. Altogether, these virtual meetings included 125 participants.

Figure 2. Amache Site



Participants shared inspiring stories of resilience and the human spirit that illustrate the value of the site and its potential as an NPS unit. Attendees pointed to the long-term stability and assurance of protection that designation would provide, as well as the opportunity to reach new audiences.

The public comment period for the Amache Special Resource Study was open from February 2020 to June 2021. In addition to the virtual meeting opportunities, the study team developed a newsletter and distributed it to over 2,000 recipients in spring 2021. Media releases, stakeholder emails, and other forms of communication were also used to advertise the comment period. A total of 5,123 correspondences were submitted to the study team during the comment period, which included strong support for NPS management to preserve and interpret the resources of the Amache site in perpetuity.

More detailed information on public involvement may be found in "Appendix B: Civic Engagement Report."

## STUDY LIMITATIONS

Special resource studies serve as reference sources for members of Congress, the National Park Service, and other persons interested in the potential designation of an area as a new unit of the national park system. The analysis and findings contained in this report do not guarantee future funding, support, or any subsequent action by Congress, the Department of the Interior, or the National Park Service.

An in-person public meeting for the Amache special resource study was held in Granada, Colorado, in February 2020. NPS photo.

# Chapter 2: Historical Background and Resource Description

## INTRODUCTION

This chapter is divided into two parts: "Historical Background" and "Resource Descriptions." Both sections pertain to the evaluation of the study area discussed in chapter 3.

Congress directed the National Park Service to evaluate the Amache site for inclusion into the national park system due to its importance in the history of Japanese American World War II incarceration. Therefore, the "Historical Background" section describes the context and significant events associated with Amache's establishment, operation, and legacy as well as draws connections between Amache's history and the broader context of Japanese American World War II incarceration.

The second section, "Resource Description," addresses current conditions of the site and its archeological and historical resources, as well as modern development, surrounding land use, and visitor infrastructure.

## HISTORICAL BACKGROUND

### Immigration and Pre-War

People from Japan began immigrating to the United States in significant numbers during a time when discriminatory views towards foreigners, especially those from Asia, were well established. These attitudes were legally formalized by acts of Congress, specifically the Naturalization Act of 1790, which barred Asian immigrants from becoming naturalized citizens; the Chinese Exclusion Act of 1882, which prohibited all immigration of Chinese laborers; and the Immigration Act of 1924, which prevented emigration from Asia and set quotas that significantly reduced the number of immigrants from the Eastern Hemisphere. The Chinese Exclusion Act essentially halted the immigration of Chinese laborers into the country, resulting in a labor vacuum and a dwindling population of cheap agricultural labor.

This labor gap in the US agricultural industry, along with Commodore Perry's forced opening of trade with Japan that led to political and social reorganization instituted by the Meiji Restoration (which included taxes on impoverished peasant families, rapid population growth, and forced military conscription), are often cited as the main factors that led to a period of mass Japanese emigration (Iwata 1962; Matsumoto 1993).

Most of the Issei—first-generation Japanese immigrants who made their way to the United States in the latter part of the 19th century—came to the West Coast, primarily settling in California. At the turn of the century, 41% of the country's Japanese residents lived in California. By 1940, this number had jumped to 70%, and most of this population was US-born citizens (CWRIC 1997).

The Issei were employed in a variety of manual labor jobs, mostly in the railroad, logging, cannery, and agricultural industries. Within 10 years (1898–1908), agriculture quickly became the dominant industry in which the Issei were employed. Despite obstacles and barriers motivated by the anti-Asian sentiment that had begun against the Chinese who preceded them, Issei farmers were able to quickly make gains in the industry. The number of Issei-operated farms in California rapidly increased during this period. In 1900, there were only 29 Issei-leased farms in California, but by 1910, Issei farmers leased 89,464 acres of land and owned an additional 16,980 acres.

The success of Issei farmworkers and farmers added fuel to an existing nativist reaction as they competed successfully with both white farmworkers and white farm owners. This attitude was in addition to the deeper, long-term currents of racism and "yellow peril" agitation (McWilliams 1935). In 1913, the passage of California's Alien Land Act prevented noncitizens from owning land and limited leases to only three years. However, the passage of the Immigration Act (Johnson-Reed) of 1924, which established national quotas for immigration, almost completely halted immigration from Japan. During the 1930s and 1940s, fewer than 200 Japanese immigrated to the United States annually (Powell 2005).

By the 1940s, the Issei had planted roots, started families that included their US-born second-generation children called Nisei, built communities, and through hard work, frugality, and strong family and community support systems, had gained some economic advancement. Although the Issei were underemployed based on their education and averaged a lower median income than the rest of California, they had established themselves as integral members of US society.

But this hard-earned status was not appreciated by all. Those who felt threatened by their success continued to actively lead efforts to stop Nikkei (people of Japanese heritage) progress and immigration. This is aptly summed up in a statement by Valentine S. McClatchy, a representative of the Japanese Exclusion League of California (Iwata 1962):

*The Japanese possess superior advantages in economic competition, partly because of racial characteristics, thrift, industry, low standards of living, willingness to work long hours without expensive pleasures, the women working as men, etc. Combine with these characteristics extraordinary cooperation and solidarity, and the assistance of the Japanese Government, through associations acting for it or in its behalf, and the Japanese, concentration in communities or industries, are easily able to supplant the whites.*

It was during this well-established rhetoric that the United States entered World War II in a dramatic and devastating fashion that shocked America and changed the lives of Japanese Americans.

### World War II and the Immediate Aftermath of Pearl Harbor

After Imperial Japan attacked Pearl Harbor on December 7, 1941, the United States was immediately struck by shock, which rapidly devolved into fear and panic. The focus of these reactions, often referred to as "war-time hysteria," were quick to focus on the Japanese Americans living in this country. Attorney General Francis Biddle authorized the Justice Department to launch warrantless raids on hundreds of Japanese American homes and businesses on the West Coast and in Hawai'i. At first, the media provided a rational plea to citizens, telling them not to place blame on the Japanese living in the United States. Within a month, headlines were promoting drastically different messages (tenBroek 1970):

"The only Japanese apprehended have been the ones the FBI actually had something on," Hearst newspaper columnist Henry McLemore wrote in his January 29, 1942, column. "… I am for the immediate removal of every Japanese on the West Coast to a point deep in the interior. I don't mean a nice point of the interior either. Herd 'em up, pack 'em off and give 'em the inside room in the badlands. Let 'em be pinched, hurt, hungry, and dead up against it … Personally, I hate the Japanese," McLemore concluded, "And that goes for all of them."

The impact of this widespread public outcry was powerful. Lieutenant General John DeWitt, head of the Western Defense Command, was seemingly influenced by this media frenzy as well as pressure from anti-Japanese organizations. Despite multiple intelligence reports, including one that reached President Roosevelt a month before Pearl Harbor that stated, "There will be no wholehearted response from Japanese in the United States," DeWitt recommended the mass detention of all persons of Japanese ancestry living on the West Coast (CWRIC 1997). After President Franklin D. Roosevelt, who may have been influenced by the same pressures as DeWitt, signed Executive Order 9066 on February 19, 1942, the West Coast was declared a military zone. This declaration ultimately allowed DeWitt to enable the forced removal of 110,000 people of Japanese descent, including the over 75,000 who were US citizens by birthright.

### *Forced Removal*

After the attack on Pearl Harbor, Japanese Americans were turned into the enemy almost overnight. For nearly two months after the attack, Japanese Americans lived in a state of uneasy anxiety, not knowing what to expect, and as targets of discrimination and harassment. After Executive Order 9066 was signed, Japanese Americans began to experience significant consequences of the war. A few weeks after the order was signed, the western half of Washington, Oregon, and California, and the southern third of Arizona were designated as Military Area Number 1, areas in which people might be excluded in the future. All portions of those states not included in Military Area 1 were part of Military Area 2. A few weeks later, a curfew was instituted that required only enemy aliens and all persons of Japanese ancestry be home between 8:00 p.m. and 6:00 a.m. During this time, people of Japanese descent were allowed to participate in "voluntary evacuation," moving to places outside of the military areas. This option was difficult because most Nikkei had few connections to places outside of California, and most governors were loudly opposed to those of Japanese ancestry moving to their states (CWRIC 1997).

The "voluntary evacuation" was ultimately not successful and quickly evolved into forced removal. Exclusion orders were issued beginning in late March 1942 and continued through most of May. These notices gave families only one or two weeks to pack up what they could carry and get their affairs in order, including selling or finding trustworthy friends to look after businesses, homes, and property.

The financial losses Japanese Americans suffered as they frantically sold, gave away, or entrusted their possessions were catastrophic. By August 1942, all Nikkei had been forcibly removed from Military Area Number 1 and the California portions of Military Area Number 2 to temporary detention centers (CWRIC 1997).

### *Temporary Detention Centers*

People unjustly removed from their homes were first rounded up and put into one of the 15 temporary detention centers or 2 more permanent reception centers located throughout California and Washington. All but 4 of these temporary facilities, euphemistically named "assembly centers," were located in racetracks and fair grounds, where people were forced to sleep in cramped, shoddy quarters, including horse stalls converted into sleeping quarters. Although the walls were washed and the spaces furnished with cots, former incarcerees recall that the distinct and pungent odor of horse manure never went away.

Twelve of the temporary detention centers were located in California: Fresno, Marysville, Merced, Pinedale, Pomona, Sacramento, Salinas, Santa Anita, Stockton, Tanforan, Tulare, and Turlock. The other three were in Mayer, Arizona; Portland, Oregon; and Puyallup, Washington. The two more permanent reception centers, one on the Colorado Indian Reservation near Parker, Arizona, and the other in Eastern California's Owens Valley, subsequently became part of the Poston and Manzanar incarceration centers, respectively.

The temporary detention centers were administered by the Wartime Civil Control Administration, which enlisted the help of civilian agencies, such as the US Public Health Service, the Farm Security Administration, the US Employment Service, and the Federal Reserve Bank (Western Defense Command 1942).

The conditions at the temporary detention centers were dismal. In addition to sleeping in horse stalls, the incarcerees had to endure long lines during mealtimes at mess halls, overcrowded communal showers, latrines and laundry rooms, and inadequate medical facilities. The Wartime Civil Control Administration viewed the detention centers as temporary facilities, and therefore did not plan or invest in any quality, long-term services or programs or consider what incarcerees would do with their time.

Removing incarcerees from the temporary detention centers to permanent incarceration centers began as early as May in some places. This movement varied, depending on the completion status of the incarceration center receiving incoming incarcerees. By November 1, 1942, all transfers from the temporary detention centers to the incarceration centers had been completed (CWRIC 1997).

### *Incarceration Camps*

Ten incarceration camps, euphemistically called relocation centers by the government, were located in remote, rural areas in seven states: California, Utah, Colorado, Wyoming, Idaho, Arizona, and Arkansas. A new agency, the War Relocation Authority, was created by President Roosevelt on March 18, 1942, to oversee and run the mass incarceration effort. Construction of the incarceration camps was initially conducted by the War Department, and each camp was generally organized in a military-style layout that included a residential area surrounded by barbed wire and guard towers. The broader project area also usually consisted of hospitals, offices, warehouses, and factories. In most cases, each center was surrounded by agricultural land, which was a part of the larger project area and intended for large agricultural production to serve each center's population.

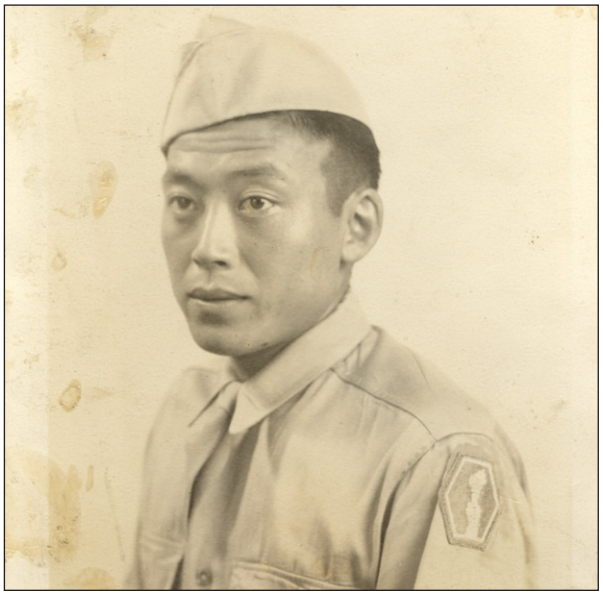
The jarringly communal lifestyle introduced in the assembly centers continued in the incarceration centers but with an added sense of permanency. Like in the detention centers, the bathroom facilities, laundry rooms, and mess halls were public, shared spaces. Daily operations such as food preparation, security, health and sanitation, and winterization depended on a large pool of incarceree labor. Life in incarceration centers involved long lines, a lack of privacy, and a government-prescribed schedule. Despite these conditions, Japanese Americans were determined to build a community. With some support from the camp's administration, incarcerees established programs and activities to help bring a sense of normalcy to life behind barbed wire, and family and community gardens attempted to make life more bearable by altering and beautifying the landscape. These actions highlighted the Issei effort to make life bearable for their children through their commitment to *shikata ga nai*, making the best of a situation that cannot be helped, and *gaman*, enduring the seemingly unbearable with patience and dignity.

### *Questioning Loyalty*

By the end of 1942, the War Relocation Authority had reorganized to prioritize and encourage Japanese Americans to move to interior areas and the East Coast of the United States. The process of resettlement, however, was a difficult one because of the government's belated and botched attempts to determine loyalty and the multidimensional and discriminatory circumstances the incarcerees were navigating. The War Department was also interested in determining the loyalty of the incarcerated Japanese Americans for the possibility of enlisting men into military service and for using incarcerees to alleviate wartime labor shortages. To determine loyalty, the War Department created the now infamous "loyalty questionnaire" that was administered to all Nikkei males 17 years of age and older in February 1943. The War Relocation Authority also issued a similar questionnaire titled, "The War Relocation Authority Application for Leave Clearance." Both questionnaires required information about family background, education, and employment. But it was two significant questions that ultimately changed the fate of thousands.

Questions 27 and 28 asked incarcerees if they would be willing to serve in the US military and if they would swear allegiance to the United States while forswearing allegiance to Japan. For the Issei, forswearing allegiance to Japan meant that they were instead promising allegiance to a nation that would not allow them to become citizens, thereby making them a people without a country. The young men who answered yes to both questions became eligible for military duty, and many either enlisted or were drafted to serve in the segregated, all-Japanese American 442nd Regional Combat Team. The 442nd Regional Combat Team combined with the 100th Infantry Battalion, an all-Nisei battalion formed earlier in Hawai'i. Together, they became the most decorated unit in US military history based on its size and length of duty (Uyeda 1987). Young men who answered no to both loyalty questions were nicknamed "no-no boys." These young men, along with any people who refused to answer, qualified their answers, or answered no to even one loyalty question, were sent to the Tule Lake Relocation Center, which was turned into a segregation center in the summer of 1943 to house those who answered the questionnaires in ways the government deemed threatening (Burton et al. 1999). Those who had answered yes to the loyalty questions and were ultimately deemed "loyal" by camp directors became eligible for resettlement leave clearance to other parts of the country.

The disruption caused by the fallout from the loyalty questionnaire was both emotional and physical. Families were divided, as family members disagreed on their answers and physically separated when no-no boys were moved to Tule Lake or when Nisei were drafted or enlisted in the military. Tule Lake's transition to a high-security segregation center caused the mass movement of people both to and from Tule Lake. Based on their answers, approximately 12,000 people were moved to the segregation center, while approximately 6,500 people were moved out of Tule Lake to other incarceration centers. This movement of people once again brought disruption, separation and forced removal for those of Japanese descent.



Nick Nakano, a member of the 442nd Regimental Combat Team. The team, together with the all-Nisei 100th Infantry Battalion, became the most decorated unit in US military history based on its size and length of duty. Courtesy of the Japanese American Archival Collection, Donald & Beverly Gerth Special Collections & University Archives, California State University, Sacramento.

### *Resettlement*

The resettlement program was restarted in earnest after the loyalty questionnaire made blanket determinations about who was and was not loyal. Requests for indefinite leave greatly increased by August 1943. By the end of 1944, approximately 35,000 Japanese Americans, mostly young Nisei, had relocated to places outside of the incarceration camps. Denver, along with Midwest states such as Illinois, Ohio, and Michigan were popular destinations, with Chicago recording the highest number of Japanese American resettlers.

At the end of 1944, the Supreme Court had also ruled that the federal government could no longer hold loyal citizens against their will, and in January 1945, the mass exclusion orders were rescinded. Focus shifted from resettlement in interior and East Coast states to returning and resettling in the cities and communities on the West Coast.

In January 1945, approximately 75,000 people were still in incarceration camps. Over the next 9 to 10 months, two-thirds of this population would return to the West Coast. Others took temporary work in surrounding areas or joined family members who had resettled in other parts of the country. Ultimately, a large majority of Japanese Americans returned to the West Coast. Those that did not return established Nikkei communities that survive today in places like Denver and Chicago.

Being released from incarceration and granted the freedom to return home did not put an end to the injustice and hardship that the Japanese American community had been forced to endure. Survivors returned to homes and communities that had drastically changed in the three years of their absence. Many had lost nearly everything and returned without a place to live and no employment. Those who were lucky enough to have maintained ownership of property still faced the task of starting over amid racism and discrimination. The end of the war and the closure of incarceration camps was not the end of the Japanese American incarceration experience. The obstacles and hardships that Japanese Americans faced after incarceration were often devastating and have had lasting impacts, continuing to affect subsequent generations.

### *Redress*

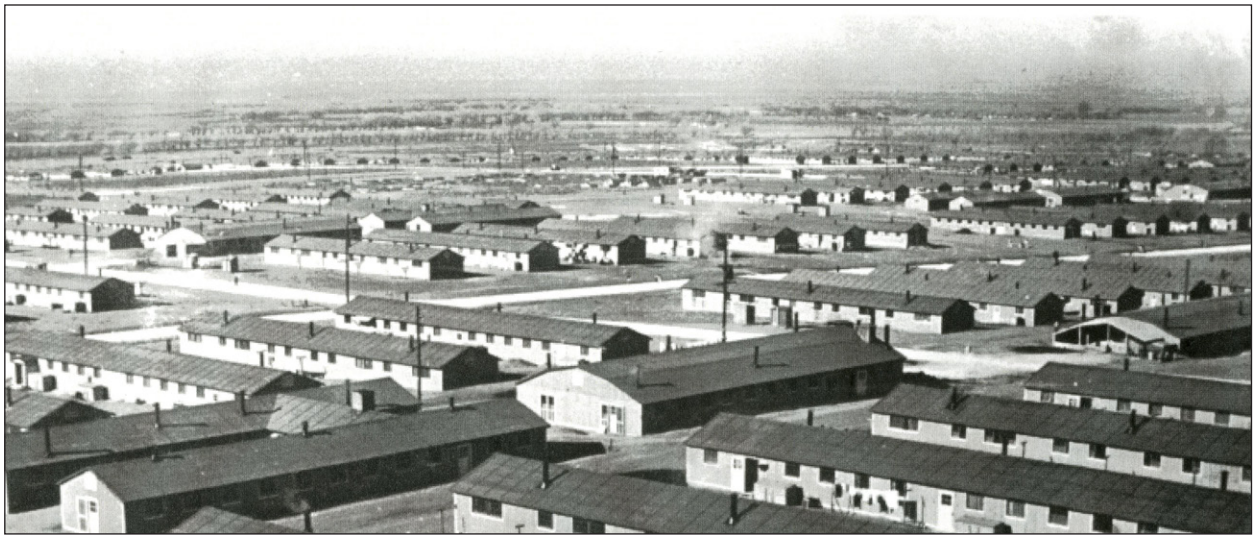
For many Issei and Nisei, incarceration was remembered as a period of shame and fear. These emotions contributed to a culture of silence surrounding the wartime incarceration experience; for decades, that shameful and tragic event was barely alluded to. Starting in the 1960s and influenced by other social movements taking place at the time, interest in learning more about ethnic identity and wartime incarceration history grew among Japanese American community members—in particular, Sansei, third-generation Japanese Americans descendants that had grown up knowing little about their families' experiences. The first organized pilgrimages to former incarceration sites took place at this time, and campaigns to expand scholarship and awareness of the history of Japanese American WWII incarceration gained momentum. It was not until the 1970s that activist groups led largely by Sansei descendants of those incarcerated began making significant progress towards redress. The redress movement sought a formal government apology and financial compensation. After decades of work, redress activists were finally successful in 1988 when Congress passed and President Ronald Reagan signed the Civil Liberties Act, which found that the "evacuation, relocation, and internment of civilians during World War II … were motivated largely by racial prejudice, wartime hysteria, and a failure of political leadership." Official government apology letters were subsequently signed by Presidents George H. W. Bush and Bill Clinton, and compensation of $20,000 was paid out to each of the 82,250 still-living incarceration survivors over the next 10 years.

The successful redress movement broke the silence through which so many Issei and Nisei lived, encouraging increasing numbers to share their stories and experiences even through long-held fear or shame and giving all the opportunity to learn from this dark period in US history.

### Amache: "The Granada Relocation Center"

The smallest incarceration site by population—the Granada Relocation Center, as it was designated by the War Relocation Authority—was in Colorado, only 15 miles west of the Kansas border and less than 2 miles from the town of Granada. Although all WRA records refer to the incarceration camp as the Granada Relocation Center, early on, incarcerees began referring to the camp as Amache, after the camp's postal designation. Because the camp and town were so close, it was feared that mail intended for the Granada Relocation Center would get confused with mail for the town of Granada (Harvey 2004). The postal designation of Amache was named after Amache Ochinee Prowers, an outspoken Southern Cheyenne woman who married the county's namesake John Prowers. She was also the daughter of Chief Ochinee, a traditional Cheyenne leader, who was murdered during the Sand Creek Massacre. The connection between the incarceration camp and the tribe goes beyond a name; the land on which the camp was situated was once part of unceded Southern Cheyenne treaty lands.

Built to accommodate up to 8,000 people, Amache housed 7,318 incarcerees at its peak in 1943, making it the 10th largest city in Colorado at that time (CWRIC 1997).



Amache in December 1942. Courtesy of Robert Y. Fuchigami and the North Bay Ethnic Digital Collection, Sonoma State University.

During its three years of operation, 10,331 incarcerees passed through Amache (Harvey 2004; Simmons and Simmons 1994). Its population often fluctuated due to work, education, and military leave programs, as well as indefinite leaves as part of the resettlement program. The transfer of 1,050 incarcerees from Tule Lake between September 1943 and May 1944 and the transfer of 552 incarcerees from the Jerome Relocation Center in 1944 most significantly altered the camp's population (Carrillo and Killam 2004).

### *Location*

Amache is in the High Plains, a subregion of the Great Plains, characterized by high elevation, steady winds, and a semiarid climate.

Temperatures and conditions can be extreme in this region, with hot and dry summers that include occasional thunderstorms and tornadoes, as well as cold and snowy winters. The Arkansas River runs east a few miles north of Amache, providing irrigation for agriculture, which was and still is, the region's main industry.

Before World War II, the nearby town of Granada was a small farming town, with a population of 342 in 1940 (US Census 1940). Although small, Granada had been situated along an important transportation corridor since its founding as a railroad town in the late 1880s, serving the Atchinson, Topeka, and Santa Fe Railway. By the 1930s, US Highway 50 carved its way through town as it bisected the country from coast to coast. Granada was one of many rural, agricultural towns that dotted the Colorado section of this transcontinental route.

Like most of the other incarceration camps, Amache was located in a rural, isolated area far from any urban centers. The War Relocation Authority required that the relocation centers be built on federal or other public lands. While the construction of the other sites met this criterion, Amache was the only incarceration center to be primarily built on private land that the government either purchased or took by condemnation (Burton et al. 1999). The 10,500 acres that comprised the project area were acquired by the government from 18 farms and ranches. Most of the project area was made up of two large tracts of land acquired through eminent domain from the X-Y Ranch and the American Crystal Sugar Company (Simmons and Simmons 1994).

### *Building Amache*

Construction of Amache began on June 12, 1942, using a huge workforce of nearly a thousand people, including incarcerees who left the temporary detention centers early to assist in this effort. When trainloads of people began arriving from Merced and Santa Anita in late August, only 90% of the camp's infrastructure, such as the sewer system and electrical systems, were completed and only 12 blocks had complete and functioning latrines (Harvey 2004; Simmons and Simmons 1994). Because many of the buildings were hastily built, there were often gaps between the insulation board walls and the wooden frames of the barracks, allowing the dust, cold, heat, and insects to easily infiltrate incarcerees' living spaces (Simmons and Simmons 1994).

The construction of barracks at Amache shows their prefabricated sides. Windows fit so badly that fine sand or snow would accumulate in small piles inside the room during windstorms or snowstorms. Courtesy of Robert Y. Fuchigami and the North Bay Ethnic Digital Collection, Sonoma State University.

The central developed area was surrounded by barbed wire and eight guard towers stationed around the perimeter of the camp, which were initially staffed by armed military personnel. The central area held a total of 556 buildings and was divided into an administrative support area, which contained the administrative offices; the staff housing area; the military police compound; the motor pool and support area; the warehouse area; the hospital area; and the residential living area (Simmons and Simmons 1994). Organized much like a military camp, Amache, as well as many of the other incarceration camps, was organized on a grid system. Dirt roads running east-west were consecutively numbered, beginning on the north side of the project area starting with 1st Street and ending at 12th Street. The north-south roads were designated with letters and started with E Street on the west side of the area, moving consecutively through the alphabet, skipping the letters "I" and "J" to end with L Street on the eastern edge of the project area.

The 1-square-mile residential living area was surrounded by additional barbed wire and separated from the administrative area by an open strip of land. The residential area contained 27 residential blocks that housed incarcerees in military-style barracks. Each block was named using a number and a letter that corresponded to the northwest street corner of the block. All the blocks followed a standard layout, consisting of 12 residential barracks measuring 20 feet by 120 feet, a mess hall, a latrine that included a laundry facility, and a recreation hall. The barracks were each divided into six individual living units; two units measured 16 feet by 20 feet, two measured 20 feet by 20 feet, and two measured 24 feet by 20 feet (Simmons and Simmons 1994).

Two men enter living quarters at Amache with suitcases in hand. © Tak Kameoka, courtesy of the North Bay Ethnic Digital Collection, Sonoma State University.

Couples without children or families with only one child were given the smallest of these units, while larger families occupied the 24 feet by 20 feet end units. Each unit came only with a coal-burning pot belly stove, cots, a bare light bulb hanging from the ceiling, and one electrical outlet (Harvey 2004).

### *Populating Amache*

Incarcerees at Amache came primarily from three areas of California: the Northern San Francisco Bay Area, primarily Sonoma County; Central California, namely the San Joaquin Valley; and southwestern Los Angeles, including the Seinan District. Nikkei from these areas were initially forced into either the Merced Assembly Center in the Central Valley or the Santa Anita Assembly Center in Los Angeles.

Although the population at Amache was a mix of families from both urban and rural areas, farming communities were slightly more numerous. These close-knit families often maintained their connections throughout the upheaval of forced removal and incarceration. This population included the entirety of the Yamato Colony, founded in 1906 by Kyutaro Abiko, a San Francisco newspaper publisher and businessperson (Matsumoto 1993). This settlement eventually evolved into three separate but adjacent colonies known as Yamato, Cressey, and Cortez, located in and around the Livingston area.

Another discrete Japanese American community that was removed together was Walnut Grove, a small agricultural community in the Sacramento-San Joaquin Delta that served as a commercial and social center for Japanese American farm laborers beginning in the 1890s (Azuma 1994). The Seinan District of southwest Los Angeles was another community whose members ended up in large numbers at Amache. Also a tightknit, thriving community, the Seinan District differed from the other communities because it was a part of a bustling urban city (City of Los Angeles 2018).

### *Life Behind Barbed Wire*

The structure of daily life in Amache was drastically different from life outside of incarceration. Cramped, shared spaces and communal dining and bathing robbed incarcerees of their privacy, forcing them to adapt, subvert, and redefine private spaces. Not only could incarcerees hear and be heard by neighbors, but families also lacked physical privacy from each other.

Margaret Matsuda and Yoshiaki Matsuda with children, Kenji, Elaine Akiko, June Sachiko, and Jean Kimiko, sat for this family portrait outside of their barracks at Amache. Courtesy of the Japanese American Archival Collection, Donald & Beverly Gerth Special Collections & University Archives, California State University, Sacramento.

Many Japanese American incarceration survivors remember using curtains as substitutes for walls, separating small living and sleeping areas within the barracks. These cramped living conditions often had divisive effects on family unity.

Family life was also strained by how meals were organized. In traditional Japanese culture, mealtime is a time to spend with family. Familial roles are fulfilled, structure is emphasized, and family dynamics are solidified. At Amache, the structure of mealtimes was disrupted by being forced into the public arena.

Mealtimes were characterized by long lines, unfamiliar foods, and the visible deterioration of family solidarity and unity. The mess halls contained rows of unassigned tables and benches, seating approximately 250 people at a time (Harvey 2004). Many young adults, teenagers, and even older children began using mealtime as an avenue of socialization and chose to sit with their friends and peers rather than their families (Tong 2004).

One of the most challenging aspects of communal life in confinement involved the public performance of personal hygiene activities such as showering and using the toilet. The public latrine was split into a women's side and a men's side and included a row of exposed toilets and showers, with no dividers or walls to offer even a modicum of privacy. Incarcerees adopted an array of tactics and tricks to cope with this transition, including walking to the bathhouse covered in bathrobes, wearing geta (Japanese wooden sandals) in the shower, bringing in different materials like cardboard and sheets to create dividers, and employing the use of chamber pots to avoid walking to the latrine in the middle of the night (Takeshita 2008).

Like a city, Amache relied on a planned and managed infrastructure that provided basic services and necessities that addressed health, safety, and governance. Amache included many specialized departments and programs, such as the hospital, fire department, police department, and an agricultural program just to name a few. All of these were overseen and supervised by WRA personnel, but incarcerees were either strongly encouraged to participate in these programs or specifically recruited as the government took advantage of the incarcerees for their cheap labor.

Incarcerees eat in the mess hall. © Tak Kameoka, courtesy of the North Bay Ethnic Digital Collection, Sonoma State University.

The kitchen staff at Amache is shown in this photograph from the Nakano family album. Misao Gyotoku Nakano of West Sacramento is the last person in the second row. Courtesy of the Japanese American Archival Collection, Donald & Beverly Gerth Special Collections & University Archives, California State University, Sacramento.

Amache had one of the largest agricultural programs of all the incarceration sites. Onions were just one of several crops raised at the incarceration camp that were not previously grown in southeastern Colorado. Courtesy of the George Ochikubo Collection, Denshō: The Japanese American Legacy Project.

This practice was blatantly evident in the differences in monthly wages earned in camp ($12–$19) versus those earned outside of camp ($132–$164) (Lillquist 2010).

The skill and experience of Japanese American farmers was also something that the WRA took into consideration as they aimed to operate self-sufficient sites. Intensive and extensive agricultural programs were deliberately set up at each of the camps, with the intention of harnessing the knowledge and labor of the seasoned Nikkei farmers to grow food for each camp's population (Lillquist 2010). The 8,860 acres of land that lay outside Amache's central project area were intended for use in agricultural production.

Amache, though the smallest of the incarceration camps, had one of the largest agricultural programs; it grew enough produce to be used at Amache, distributed to other incarceration camps and the US military, or sold. The farm program produced 2.7 million pounds of vegetables in 1943 and an even more impressive 3.3 million pounds in 1944 (Simmons and Simmons 1994). Not only were common vegetables such as onions, tomatoes, and potatoes grown, but other crops, not usually grown in the area, such as daikon, Chinese cabbage, and mung beans were also successfully grown.

### *Building a Community*

That Amache functioned like a successful city is a testament to the perseverance, ingenuity, resilience, and cooperative hard work of its residents. As a community, Amacheans (people incarcerated at Amache) worked together to do more than just survive, but in many ways progress, despite the many obstacles and challenges they faced.

Incarcerees at Amache experienced a limited self-government, led by the community council, a body of elected representatives from each block. This council was responsible for instituting laws and regulations that governed everyday life. The elected representatives from each block were known as the block managers who had offices in each block's recreation hall. These positions dealt with a multitude of logistics and everyday issues that ranged from supervising coal deliveries to communicating with WRA officials.

Education was supervised by the War Relocation Authority, led by a white superintendent and four white principals and taught by 50 white teachers who were recruited from across the country. Assistant teachers and aides were hired from the incarcerated population. These Nikkei assistants often served a dual role, also acting as interpreters between teachers and non-English-speaking parents (Kamp-Whittaker 2010). By 1943, the camp had five preschools that were in recreation halls in four separate blocks. Unlike the preschools, elementary school and junior high, which were in barrack buildings, the high school was a custom-built building that also contained a gymnasium/auditorium.

When it was completed in early 1943, the high school was the most expensive building in the county (Simmons and Simmons 1994). The community outside of Amache was outraged at the amount of money being used to accommodate incarcerees. Their outcries caused the planned construction of a new elementary school to be cancelled. Instead of building the school, the residential barracks in Block 8H were converted to classrooms, and Block 9G, the planned site of the elementary school just north of the high school, remained vacant.

Jane Nakamura, a member of the Amache Senior High School music program, plays the clarinet at a school concert. She is conducted by Charles Hinman. Courtesy of the George Ochikubo Collection, Denshō: The Japanese American Legacy Project.

The Amache silk screen shop opened in the summer of 1943 at the request of the US Navy. When it closed, the shop had printed over 250,000 posters for the Navy as well as innumerable prints used within Amache. Courtesy of the George Ochikubo Collection, Denshō: The Japanese American Legacy Project.

One of the most impressive examples of community building and organization practiced at Amache was the establishment of the Amache co-op. First started as a temporary soda pop stand in late August 1942, the small enterprise grew into a highly organized and structured business. By 1943, the co-op had moved into Block 9F and was made up of multiple buildings that included a warehouse, a security building, and an office. The sales section consisted of the canteen, dry goods, variety, and shoe departments, while the service departments included the newspaper, barber, beauty shop, optical shop, laundry service, radio repair, photo service, money order and check processing, a sign shop, shoe repair, tailor shop, watch repair, and flower shop (Amache Consumer Enterprises 1945).

The Amache silk screen shop was first opened in the Block 6E recreation hall barrack on May 31, 1943, by request of the US Navy. The shop's first large order came in September 1943 when the Navy ordered 10,000 seven-color silk screen posters for use in the US Army Signal Corps. Because large silk screen orders continued, the silk screen operation expanded into the Block 7E recreation hall, using the old shop as an office, artists' room, storage, and photographic darkroom. In addition to producing posters for the US Navy, the Amache silk screen shop also printed various documents for use within Amache. Organizations, groups, clubs, and even the camp's administration submitted orders for high school dance bids, annuals, commencement programs, booklets, magazines, and posters.

By the time the silk screen shop closed, it had printed over 250,000 posters for the US Navy and countless prints for use within Amache. Twenty-five of the shop's former employees took the skills they learned in Amache and were able to relocate to the East Coast with jobs in the silk screen industry.

A wide variety of classes, clubs, and organizations formed in Amache, some even establishing official Amache chapters of national organizations, such as the Boy Scouts, Girl Scouts, YMCA, and Blue Star Mothers. Recreation halls in each block were used as headquarters for these organizations. For example, Block 10E housed the Boys Scouts headquarters, Block 6F held the Red Cross headquarters, and five other blocks served as the locations of two Buddhist temples, two Christian churches, and one Catholic church. Places of worship continued to serve as cornerstones for the Amache community as they did before the war. In addition to these official organizations and groups were informal youth groups and clubs organized by young teens and preteens, such as the Wee-Teeners and the Juniorettes. These clubs consisted of young people who shared common interests, a common hometown or region, and a common age range. They mostly functioned as social groups, hosting activities such as dances and carnivals. Adult classes were also offered, featuring lessons in knitting, crocheting, wood carving, painting, and various other arts and crafts. The creativity that flourished in confinement were "testaments to their perseverance, their resourcefulness, their spirit and humanity" (Hirasuna 2005).

Incarcerees at Amache were involved in many activities and endeavors that replicated the normalcy of life outside of confinement. Within the homogenous confines of the camp, incarcerees were able to celebrate many culturally traditional events without harassment. Traditional Japanese dance, sumo wrestling, Buddhist Obon festivals honoring ancestors, and New Year celebrations were all organized activities that involved campwide participation. Activities and events representative of typical US culture were also prevalent. Dances that featured popular music of the time, the screening of American movies, 4th of July parades, carnivals, and other traditionally American activities were frequent occurrences. The variety of activities represented both Japanese cultural interests as well as those typical in popular US culture at the time, painting a complex and multidimensional picture of Japanese American identity.

The steadfast resilience and perseverance of the Amache community can also be seen in the way they transformed the landscape. Before incarceration, many Issei were farmers, gardeners, or nursery workers and therefore understood and had a relationship with cultivating plants. To create places of respite, add color and life to otherwise monochrome surroundings, and foster both physical and emotional connections, incarcerees at Amache used their knowledge and experience to plant ornamental and victory gardens throughout the residential core of the camp (Clark 2020). The evidence of their careful and thoughtful work on these gardens still exists today as a testament to their commitment to building a strong, lasting community.

### *Beyond the Barbed Wire*

Amache's location in agricultural country offered incarcerees several opportunities for work outside of camp. Incarcerees provided labor for many of the farms in the region. Day, temporary leave, or seasonal passes were granted to these farm laborers as they either commuted to the fields or left for extended periods during harvest times. Amacheans were in especially good graces with local farmers after the beet harvest in the fall of 1942. Facing a labor shortage, local farmers were in desperate need of labor for harvesting that year's beet crop. Nearly 150 Amacheans volunteered to help the surrounding farms harvest their crops that season.

Unlike any of the other nine incarceration camps, the nearest town to Amache was within walking distance, less than 2 miles from Amache's entrance gates to the town of Granada. This proximity allowed the two communities to rely on each other and eventually develop a relationship, overcoming initial feelings of mistrust and remaining amicable, despite moments of friction. Once routines and structures settled in at Amache, incarcerees were permitted to obtain a day pass to visit Granada. The simple freedom of being able to walk down the street and shop at the drugstore or enjoy a treat at the soda fountain was invaluable to the morale of incarcerees. Although some businesses and locals were not welcoming to their Japanese American neighbors, most were glad for the business and began to cater to the needs of their incarcerated customers. Edward Newman, owner of The Newman Drug Company, stocked up on sake (Harvey 2004).

He also employed Amacheans at his store, hired a young Japanese American as a nanny, and frequently bought advertisement space in the Amache High School yearbook and other publications. Another business that was frequented by incarcerees was the Granada Fish Market. The market was started by Frank Tsuchiya, an incarcerated person who had attained permanent relocation leave from camp. A veteran of the fish business in Los Angeles, Frank used his prewar connections to have fresh sashimi (raw fish) shipped from California to his Granada store (Hosokawa 2005). The products and experiences offered in town helped shape and influence life in Amache in small but meaningful ways.

The relationship between people in Amache and Granada involved more than incarcerees visiting the town. Granada did not have a movie theater, but Amache screened movies in recreation halls almost daily. Local townspeople visited the camp to view movies with the incarcerees. Visitation to Amache also extended to communities beyond Granada. Amache's agricultural fairs and art shows drew hundreds of attendees from around the region.

Another factor that may have influenced the relatively amicable relationship between local Coloradans and Amacheans was the political stance of Colorado's governor, Ralph S. Carr. During the short period of "voluntary evacuation," those of Japanese descent were allowed to move to inland states away from the West Coast. While other governors rejected the idea of people of Japanese descent moving to their states, Governor Carr openly welcomed them, arguing that they had just as much of a right to live in his state as anyone else (Schrager 2008).

Governor Carr was against the idea of incarceration camps, but once the government had decided on this course, he supported the effort to open one in Colorado. He continued to defend and protect the safety of Japanese Americans, warning Coloradans against attacking incarcerees when they arrived in the state by claiming, "If you harm them, you must first harm me. I was brought up in small towns where I knew the shame and dishonor of race hatred. I grew up to despise it because it threatened the happiness of you, and you, and you" (Hosokawa 2005). Carr's support of the Japanese American community ultimately cost him his career. He is heralded by the Japanese American community as a brave ally that stood up against racism in the face of great criticism.

In 1943, the War Relocation Authority began a more concerted effort in the resettlement program, with a goal of moving former incarcerees on indefinite leave to cities outside of the Exclusion Zone for work or school. Colorado, Utah, and Idaho were common locations. For Amacheans, Denver was a natural choice. During the resettlement period, the population of Japanese Americans in Denver doubled. A small but dense Nihonmachi (Japantown) began to thrive in the square block encompassed by Larimer, Lawrence, 19th, and 20th Streets. Although this enclave dwindled in the years following the war, an active community of Nikkei still live in Denver, and several shops and organizations still exist from the heyday of this Nihonmachi.

The Newman Drug Company in Granada was a popular spot for incarcerees to shop when in town. Edward Newman, who owned the store, employed Japanese Americans from Amache and frequently bought advertisement space in the Amache High School yearbook. Courtesy of the George Ochikubo Collection, Denshō: The Japanese American Legacy Project.

### *Notable Events*

Less than a year after the first incarcerees had arrived at Amache and as the routines of daily life had begun settling in, life was once again thrown into turmoil with the introduction of the War Relocation Authority's infamous "loyalty questionnaire." The answers to two crucial questions, numbers 27 and 28, would change the course of many lives and spark a flurry of movement, separation, and disturbance. Amache had the highest percentage of people who answered these questions positively, with 99.8% of eligible Amacheans answering yes to question 28 (Hosokawa 2005). However, a portion of the population had strong feelings against military service and voiced these views publicly. Groups of resisters protested at Amache in at least one demonstration that avoided a violent end through negotiation and discussion between protestors and the Nisei son of a block manager (Ogawa 2021). A total of 125 people were transferred from Amache to Tule Lake because they or someone in their family negatively answered the loyalty questions. Thirty-one individuals were found guilty of draft evasion and sent to a federal prison camp in Tucson, Arizona (WRA 1945c; Muller 2001).

This period of disruption and movement was further exacerbated by the government decision to allow Japanese Americans to serve in the US military. Amache had the highest percentage of incarcerees voluntarily entering military service. A total of 953 incarcerees at Amache served in the military; 105 were wounded and 31 were killed in action.

### *Closing Camp*

The government officially rescinded the mass exclusion orders from the West Coast on January 2, 1945. But the process of closing the camps was not a quick or easy one. The process at Amache was gradual. Although incarcerees were allowed to leave as soon as the order was rescinded, many families chose to wait until the summer, allowing their children to finish school and secure plans for life outside Amache. Throughout 1945, the camp's infrastructure began slowly shutting down, including closing schools, liquidating the co-op, and suspending trash services.

When Japanese Americans who were incarcerated left Amache, they were given train tickets to destinations of their choice and $25. Ultimately, most people returned to their cities and communities in California, although not always immediately. Some families found local work in Colorado, staying until they had saved money and arranged another place to live in California.

Those who returned to California right away faced a variety of obstacles and hardships as they attempted to restart their lives. Many had to find new jobs and places to live, while those who were lucky enough to still own property often returned home to vandalized or destroyed houses, fields, equipment, and personal belongings. However, stories endure of kind neighbors, trustworthy friends, and empathetic businesspeople who took care of properties and businesses or did not collect on loans while people were confined, allowing some Japanese Americans to pick up their lives where they left off as best they could.

Amache was scheduled for closure on October 15, 1945. Here, two young girls leave the site by truck for the Granada railroad station. When they left Amache, each incarceree was issued a ticket to their destination and $25 to restart their lives. Courtesy of Robert Y. Fuchigami and the North Bay Ethnic Digital Collection, Sonoma State University.

The incarceration camp was officially closed on October 15, 1945, after being in operation for almost 38 months (Simmons and Simmons 1994). The agricultural lands were leased and later sold to local farmers, while the core residential area was sold to the Town of Granada for $2,500. The buildings on the property were declared surplus by the government and came under the purview of the War Assets Department.

The buildings were offered for sale to the public, but despite these efforts, of the 556 original Amache buildings, only 98 were sold and moved off-site to various locations throughout the region (Colorado Preservation, Inc. 2011; Simmons and Simmons 1994). The rest were demolished, and any usable materials were salvaged. Of the 98 buildings sold to the public, approximately half were dismantled for their material while the remaining half were kept intact but repurposed as sheds, barns, classrooms, residences, and various other purposes.

## RESOURCE DESCRIPTION

### The Amache Site Today

A series of interpretive kiosks greet visitors when they first arrive at Amache, and a short walking tour leads people to the site's NHL marker and passes a replica honor roll kiosk that commemorates the Japanese Americans at Amache who served in the military during World War II. Throughout the site, a series of interpretive signs are placed along a driving tour route that leads visitors to 11 different points of interest. Today, the condition of the foundations and existing organization of the roads are such that survivors of the incarceration camp can navigate the site and find the remains of specific buildings they remember from their time at Amache.

Amache has several modern additions that do not contribute to its historic significance. The period water wells that once served the incarceration camp (four wells, three in service) now provide municipal water to the Town of Granada.

The wells have some modern infrastructure associated with them, including two large water tanks (one of which is no longer used). The site also includes a no-longer-used rodeo arena and an adjacent metal building that is occasionally used by the Town of Granada as an events rental. In the northwest corner of the site is an active municipal landfill that is adjacent to the camp's historic sewage treatment field and coal storage areas.

The camp's cemetery sits at the southwest corner of the site. The area around the cemetery has been further developed as a memorial to honor the veterans from Amache who were lost in service during World War II and for those who died there during this period of incarceration. A ceremony is held at the cemetery every year during the annual Amache pilgrimage. Along the southern end of the site stands a cluster of reconstructed and restored structures.

The reconstructed barrack at Amache. NPS photo.

A 72-foot-high reconstruction of the iconic Amache water tower, using some of the original materials, remains in its original location on the east side of Block 12K. This towering landmark can be seen from far beyond the barbed wire, the view of it from Highway 50 appearing nearly identical today as it did during the war. To the west of the water tower, along the southern edge of the camp, is a historically accurate reconstruction of a guard tower, octagonal in shape, which was unique to Amache. Sitting under the looming watch of the guard tower is a reconstructed residential barrack in Block 12H. West of the barrack is a restored historic recreation hall, which was removed from Amache when the camp closed and was recently relocated to its original position.[3] The view of the water tower, guard tower, barrack, and recreation hall is a powerful visual that allows visitors to step back in time and provides visitors with a sense of how the camp was laid out during World War II.

3. The "restorations" and "reconstructions" of historic buildings at Amache have all occurred through cooperative efforts of the Amache Preservation Society, Colorado Preservation, Inc., the National Park Service Japanese American Confinement Sites Grant Program, and others. When the Granada Relocation Center was closed, buildings were auctioned and removed from the site, leaving only foundations. Many of the buildings were repurposed in the local area and around Colorado. The 2011 "Building Stock Report" outlined the disposition of existing structures and identified their original locations at Amache. The water tower is primarily a reconstruction on its original footprint, though a significant portion of the tank is original material that was found on a local farm through the efforts of the Amache Preservation Society. The guard tower and barrack building are reconstructions on historic foundations, and the recreation hall is a historic structure that was returned to its original location and restored after spending decades serving the Town of Granada as a storage building 2 miles away.

Left: The 72-foot water tower at Amache today was reconstructed using some original parts. Right: Like the original, the reconstructed guard tower at Amache has a unique octagonal shape. Bottom: The restored historic recreation hall was removed from Amache when the camp closed. It was returned to its original position in May 2018. NPS photos.

## Current Management

In the early 1990s, then-Granada High School social studies teacher John Hopper gave his class an assignment to look into the history of the abandoned site just down the road. This research and interest grew and eventually led to the establishment of the Amache Preservation Society, which has acted as the caretaker, steward, and advocate of Amache's preservation and history ever since.

Today, the Amache Preservation Society is the primary organization that maintains the site and helps to preserve historic documents and artifacts at the nearby Amache Museum. It holds a 99-year preservation easement lease on the NHL property from the Town of Granada. The society continues to be led by John Hopper, now principal of the Granada High School, and is largely composed of student volunteers. The organization is responsible for primary management of the site, including day-to-day maintenance of the structures, roads, and landscape, as well as cemetery upkeep. It relies on volunteer labor and generates a working budget for the maintenance and interpretation of the site via donations, grants, and income from other leased properties in Granada.

The Amache Preservation Society is responsible for obtaining funding and grants to support the site, including the resources that resulted in the reconstruction (using some original fabric) of the water tower, the reconstruction of the barrack building and guard tower, and the relocation and restoration of the recreation hall building.

The Amache Museum is located in downtown Granada, Colorado. NPS photo.

These projects, as well as many others, were funded through grants obtained by Colorado Preservation, Inc. on behalf of the Amache Preservation Society. As one of the society's most consistent and committed partners, Colorado Preservation, Inc. has continued to fund and manage both large- and small-scale preservation projects at the Amache site since 2007.

Over the years, the Amache Preservation Society has also worked closely with other organizations, such as Friends of Amache, the Denver Central Optimists/Amache Club (now the Nikkeijin Kai of Colorado), Amache Historical Society, Amache Historical Society II (now the Amache Alliance), the Town of Granada, and the University of Denver (DU) Amache Research Project. The DU Amache Research project is a multiyear archeological field school led by Dr. Bonnie Clark, who conducts long-term, community-based research at Amache.

This project has served to research the site and document its condition, as well as highlight personal stories from the incarceration camp recorded in the site's archeological record.

The Amache Preservation Society is also the owner of, and responsible for, the Amache Museum collection, a fundamental resource associated with the National Historic Landmark. The collection is stored at the Amache Museum and at 205 E. Goff Avenue in downtown Granada and contains 1,474 items catalogued in a digital Past Perfect system. Most of the collection was donated by Amache survivors and their family members and includes individually cataloged items and sets of photographs and letters.

The museum is a 4,800-square-foot, climate-controlled, and alarmed building that serves as the starting point for tours led by students of the Amache Preservation Society. The museum is open Monday through Friday during the summer months and is staffed by student volunteers. During the school year, visitors may request the building to be open on demand Monday through Friday and may schedule tours as time allows. The museum is typically the first stop for visitors seeking to learn more about the Amache site.

In addition to the collection at the Amache Museum, approximately 10,000 artifacts from Amache are stored at the University of Denver. These artifacts are cataloged and have been collected through archeological field schools annually since 2008.

Min and Mary Tonai stand at the foundation of 9L3B, the Tonai family's barracks, during the 2008 Amache Pilgrimage. Courtesy of John Tonai.

While these items are stored at University of Denver, they are owned by the Town of Granada.

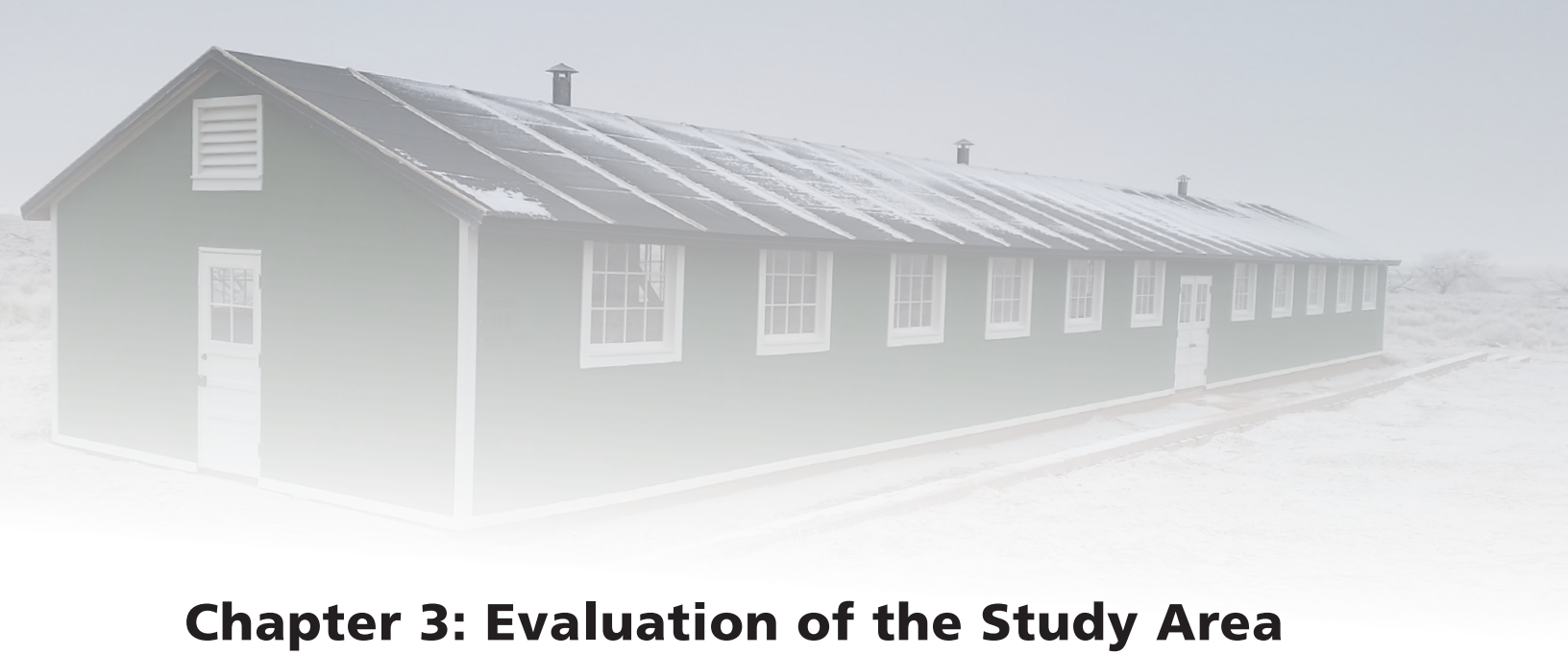
The Amache Museum in Granada is not within the special resource study area. The museum collections owned by the Amache Preservation Society and the Town of Granada are not within the scope of the special resource study, as they would not necessarily transfer to federal ownership in the event of national park system unit designation.

The Amache Preservation Society works closely with the Nikkeijin Kai of Colorado to help coordinate the annual pilgrimage to Amache, which first occurred in 1975. Typically, the pilgrimage is held on the third Saturday in May and welcomes former incarcerees, their descendants, and all interested members of the public to access the site and learn more about life at Amache.

The memorial service during the 2008 Amache Pilgrimage. Courtesy of John Tonai.

While the pilgrimage was cancelled in 2020 due to the COVID-19 pandemic and related health concerns, the pilgrimage was held virtually in 2021 and included sessions with former incarcerees, films about Amache, and panel discussions. The pilgrimage is a unique opportunity for descendants to connect with their ancestors by viewing the foundations of the barracks, photos, and possessions at the Amache Museum.

The Amache Preservation Society, in conjunction with an active and robust Amache stakeholder community that includes survivors, descendants, and preservation specialists, have successfully preserved a variety of structures, monuments, and interpretive elements that provide visitors with a sense of what life was like at Amache.



# Chapter 3: Evaluation of the Study Area for Inclusion in the National Park System

This chapter presents the evaluation of the four criteria that must be met for a study area to be considered for designation as a national park unit. The application of these criteria follows agency and legislated guidance outlined in NPS *Management Policies 2006*, Section 1.3 Criteria for Inclusion, the guidance provided in the legislation directing the study (see appendix A), as well as the National Park System New Areas Studies Act (Title III of the National Parks Omnibus Management Act of 1988, Public Law 105-391; 54 USC 1005007). For a study area to be considered for designation as a potential new unit of the national park system, it must fully meet the following four criteria for evaluation:

1. possess nationally significant resources;
2. be a suitable addition to the national park system;
3. be a feasible addition to the national park system; and
4. require direct NPS management or administration instead of alternative protection by other agencies or the private sector.

These four criteria are analyzed sequentially, and there are several pathways for concluding the study process based on individual criterion findings. The findings presented in this chapter will serve as the basis for a formal recommendation from the Secretary of the Interior to Congress on whether the study area should be designated as a new unit of the National Park Service. A summary of these findings can be found at the end of this chapter.

## EVALUATION OF NATIONAL SIGNIFICANCE

Proposed additions to the national park system must possess significance on the national level, which for historic properties is determined by applying the NHL nomination criteria. Nationally significant cultural resources must satisfy at least one of the six criteria found in 36 CFR Part 65.5, as follows.

The quality of national significance is ascribed to districts, sites, buildings, structures, and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling and association, and that:

1. are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or

2. are associated importantly with the lives of persons nationally significant in the history of the United States; or

3. represent some great idea or ideal of the American people; or

4. embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style, or method of construction, or that represent a significant, distinctive, and exceptional entity whose components may lack individual distinction; or

5. are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or

6. have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts, and ideas to a major degree.

## Granada Relocation Center Historic Designations

### *Listing in the National Register of Historic Places*

The Granada Relocation Center was listed in the National Register of Historic Places on May 18, 1994. It was determined to be nationally significant for its association with US military history, US constitutional law, and Japanese American social history. The listing defined the site's period of significance as 1942–1945 and considered it to have "exceptional historical significance" in the identified associations.

### *Designation as a National Historic Landmark*

On February 10, 2006, the site's significance was further recognized when it was designated a National Historic Landmark. The site was determined to satisfy two of the NHL criteria: criterion 1 (association with events) and criterion 4 (distinguishing characteristics of an architectural type).

The site's significance under criterion 1 pertains to its association with the mass incarceration of people of Japanese descent during World War II. The nomination paperwork identifies Amache as, "an exemplary site of national significance as one of the ten relocation centers that incarcerated Japanese Americans during WWII . . ." (Simmons and Simmons 1994). Amache also serves as an outstanding example of a WWII incarceration center because of the high quality of the site's physical integrity, thereby qualifying under criterion 4. The designated landmark consists of 593 acres that include a maintained historic cemetery, the largely intact concrete foundations, and a still extant, drivable road system that runs through the housing and administrative areas, past military police towers, and through warehouse areas. The integrity of the site's visible landscape provides a clear picture of the historic physical layout of a WWII incarceration center, especially when compared to the visible landscapes at other incarceration sites.

The NHL nomination also discussed Amache's significance for its association with Colorado Governor Ralph L. Carr and his sympathetic attitude toward Japanese Americans. Carr was the only governor to welcome Japanese Americans into his state during the period of "voluntary evacuation," and he publicly urged citizens of Colorado to treat Japanese Americans fairly and without prejudice. His unpopular stance ultimately cost him his political career.

Amache was considered one of the most compliant camps because of the lack of violence and conflict that many of the other incarceration camps experienced. The NHL nomination recognized this avoidance of conflict as significant and attributes it in large part to Amache's project director, James G. Lindley. Lindley was considered one of the most humane and sympathetic project directors who acknowledged the "difficulties facing the evacuees" and "worked to ameliorate them whenever he could" (Simmons and Simmons 1994).

The NHL designation also extended the period of significance to include the disassembling and disposal of the center's buildings after its closure in 1945. The designation extends the significance to 1947, when the War Assets Administration disposed of the last of the Amache buildings.

### Conclusion: Summary of National Significance Findings

Amache's significance has been well established, first through its listing on the National Register of Historic Places in 1994 and then with its designation as a National Historic Landmark in 2006. The site's national significance for its association with WWII Japanese American incarceration and as an architectural example of an incarceration site have been well documented and supported. Since its designation in 2006, Amache's national significance has not diminished.

An accurately reconstructed barrack and guard tower and a restored water tank and recreation hall have been added to the site, expanding interpretive opportunities for visitor experiences and adding a visually powerful element to the physical landscape.

Overall, the physical integrity of the site has been improved due to expanded maintenance and stewardship. In addition, the long-term archeological work conducted by the University of Denver Amache Project has not only increased the care and stewardship of the site but has yielded important information about the lived experience at Amache. This ongoing archeological research has revealed Amache's potential to continue providing avenues for discovery, learning, and education; and suggests that a future update to Amache's NHL designation could consider the site's significance under NHL criterion 6 as a nationally significant archeological property.

Since its designation as a National Historic Landmark in 2006, Amache maintains its direct association with the WWII Japanese American incarceration experience and continues to serve as an outstanding example of this event. These defining characteristics that contribute to Amache's national significance provide a foundation for its consideration as a national park unit. This study concludes that Criterion 1 – Significance is met.

## EVALUATION OF SUITABILITY

To qualify as a potential addition to the national park system, a nationally significant area must meet the criterion for suitability as stated in NPS *Management Policies 2006,* section 1.3.2: "an area is considered suitable for addition to the national park system if it represents 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 by comparing the study area to other comparably managed areas representing the same resource type, while considering differences or similarities in the character, quality, quantity, rarity, interpretive or educational potential, or combination of resource values. The comparative analysis also addresses the 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.

### Type of Resource Represented by the Study Area

The study area (known as the Granada Relocation Center or Amache), is a nationally significant example of a WWII Japanese American incarceration camp operated by the War Relocation Authority between 1942–1947. The site is associated with US military history, US constitutional law, and Japanese American social history. It is nationally significant for its association with the forced removal of Japanese Americans during World War II, as a highly intact example of the layout of a WWII Japanese American incarceration camp, for its association with the sympathetic attitude of the governor of Colorado, and for its reputation as a peaceful camp that was able to avoid outbreaks of violence.

## Relevant Themes

The basis for evaluating suitability of cultural resources are the concepts outlined in the thematic framework for history and prehistory as presented in *History in the National Park Service, Themes and Concepts*. The framework is an outline of major themes and concepts that help to conceptualize US history. The framework is used to assist in the identification of 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 the past in coherent, integrated ways. Through eight concepts that encompass the multifaceted and interrelated nature of human experience, the revised thematic framework reflects a more interdisciplinary, less compartmentalized approach to US history. Each thematic concept is further defined and supported by a series of topical subthemes.

Four of the eight themes outlined in the thematic framework are relevant to Japanese American incarceration at Amache: Peopling Places, Creating Social Institutions and Movements, Expressing Cultural Values, and Shaping the Political Landscape. Each of these themes is defined below, and appropriate topics illustrate each concept's relevance to the Japanese American incarceration experience at Amache.

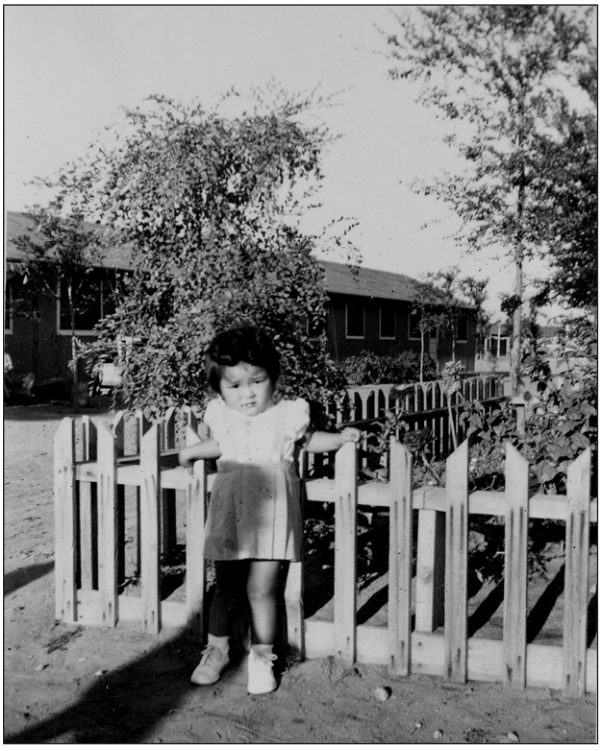
### *Peopling Places*

This theme examines human population movement and change through prehistoric and historic times. The Peopling Places theme also looks at family formation; different concepts of gender, family, and sexual division of labor; and how these concepts have been expressed in the American past. While patterns of daily life—birth, marriage, and 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 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. The topics of (1) migration from outside and within; (2) community and neighborhood; and (3) encounters, conflicts, and colonization are most relevant to Japanese American incarceration at Amache.



Gloria Sato, the oldest child of Tomomi and Kimiye Sato of Sacramento, stands alongside a picket fence at Amache. Courtesy of the Japanese American Archival Collection, Donald & Beverly Gerth Special Collections & University Archives, California State University, Sacramento.

**Relevance to Amache**—Amache is the result of the forced removal of Japanese Americans from the West Coast to the interior of the country. In the case of Amache, more than 7,000 individuals were uprooted from their homes and communities to the arid high plains of Colorado. This intentional displacement of an entire ethnic group illustrates the US government's attitude towards and treatment of immigrant populations, exacerbated by fear and racism fueled by war.

As Japanese Americans peopled the place that came to be known as Amache, they established a community that exemplified the ideals of *gaman*—persevering and overcoming adversity with dignity and grace. From behind barbed wire, incarcerees were intent on creating a sense of normalcy and succeeded in building a functioning and intricate community that was as complex and organized as any city of its time. The community created at Amache encompassed more than just the infrastructure of a city and its physical components; it also had a sense of unity, support, pride, and strength that exemplified Japanese values of honor and perseverance.

### *Creating Social Institutions and Movements*

This theme focuses upon 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 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 use are critical concerns of social history. This category will also encompass temporary movements that influenced US history but did not produce permanent institutions.

The topics that help define this theme include clubs and organizations, reform movements, religious institutions, and recreational activities. The topics most relevant to Amache are (1) clubs and organizations, (2) religious institutions, and (3) recreational activities.

**Relevance to Amache**—The establishment of clubs, organizations, religious institutions, and recreational activities were key components in developing a community within Amache and helped define daily life. The variety and number of organizations and activities reflects the diverse and multifaceted identities and values being expressed by incarcerees at Amache. The second generation, US-born Nisei identified with American ideals and participated in clubs and organizations that reflected these values, such as the Boy Scouts, the YWCA, and the Red Cross. Recreational activities, especially sports, also reflected an interest in popular American culture with baseball, basketball, and football games drawing large crowds of Amachean spectators.

Other clubs, like the Juniorettes and Wee-Teeners, were organized by young teenagers and were based on shared interests that reinforced community bonds.

Religion also played a large role in strengthening and supporting a cohesive community. Incarcerees organized three Christian churches and two Buddhist temples to serve the Amache population. Places of worship often served as cornerstones of community and culture in Nikkei communities before the war. Incarcerees were able to maintain these foundations throughout their confinement, keeping these organizations intact and allowing them to play a pivotal role in assisting families when they returned to the West Coast after the war.

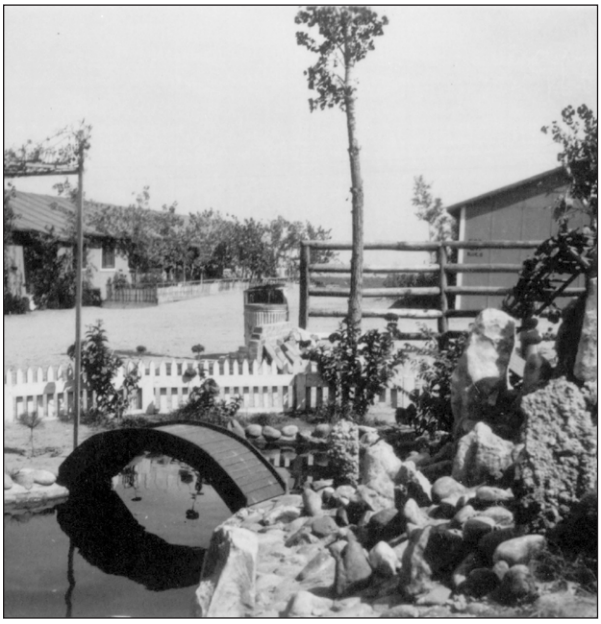
Amache sports teams provided incarcerees with entertainment, recreation, and a source of pride. Some baseball games were attended by hundreds of spectators. On September 12, 1943, a team from Amache played the Prowers County All Stars. Amache won 15 to 3. Courtesy of Robert Y. Fuchigami and the North Bay Ethnic Digital Collection, Sonoma State University.

### *Expressing Cultural Values*

This theme covers expressions of culture—people's beliefs about themselves and the world they inhabit. Sites that exemplify this theme may reflect the role of ordinary Americans and the diversity of the American cultural landscape, illustrate educational currents, or highlight diverse aspects of the performing arts. This theme also encompasses the ways that people communicate their moral and aesthetic values.

The 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. All these topics are relevant to the Japanese American experience of incarceration at Amache.

**Relevance to Amache—**Incarcerees at Amache expressed cultural values in almost every aspect of daily life. Through education, the arts, and creative expression and creation, incarcerated Japanese Americans displayed both Japanese cultural values as well as American ideals. A robust adult education program offered older, mostly incarcerated Issei classes in sewing, crocheting, weaving, knitting, dressmaking, ikebana, painting, woodcarving, and even poetry. Many of these activities often incorporated Japanese techniques or elements, weaving in traditional themes and meaningful symbols. The artistic and creative expression displayed by the incarcerated Japanese Americans was bountiful and a testament to the community's strength and ability to create beauty amid adversity.



A rock garden with a pond and plants is visible near the Amache living quarters. From the Kawase Family Photo Album, Book One. © Haruo Kawase family, courtesy of the North Bay Ethnic Digital Collection, Sonoma State University.

Amacheans performed traditional Japanese dances, presented stage productions of American plays, formed jazz bands, and listened to koto performances, expressing and absorbing a diverse array of popular and traditional culture.

The expression of cultural values can also be seen on the landscape. Amacheans transformed their desert surroundings with both simple and elaborate gardens that were often imbued with traditional Japanese aesthetics and always involved a great deal of labor and dedication. Remnants of these gardens still exist today, leaving an indelible reminder on the landscape of Japanese American dignity and perseverance.

### *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. The political landscape has been shaped by military events and decisions, transitory movements and protests, and political parties.

The topics that help define this theme include political parties, protests, and movements; governmental institutions; military institutions and activities; and political ideas, cultures, and theories. The topics most relevant to the Amache incarceration experience are (1) governmental institutions; (2) military institutions and activities; and (3) political ideas, cultures, and theories.

**Relevance to Amache—**The layout, construction, and structure of everyday life at Amache forced incarcerated Japanese Americans to live within a system that exemplified military institutions and activities. Although run by the government, the living quarters, communal living, and regimented schedules were akin to life in military training camps and bases.

In 1943, the government implemented what came to be known as the loyalty questionnaire, attempting to force incarcerated Japanese Americans to testify to their allegiance to a country that had falsely imprisoned them. At Amache, 125 people either refused to answer the loyalty questions, qualified their answers, or responded negatively. The government reacted to this act of defiance by transferring these "disloyal" incarcerees to the Tule Lake Segregation Center. A group of 31 Nisei men also defied the system by resisting the military draft. These resistors were convicted of draft evasion and sent to federal prison. In contrast to these demonstrations of resistance were the Amacheans who volunteered for military service, publicly displaying their loyalty to the United States. Amache had the highest percentage of military volunteers, with 953 people who served in the military. Amache, along with the other sites of Japanese American incarceration, directly exemplify the topics of governmental institutions and military events and decisions.

In the aftermath of mass incarceration, Japanese American activists shaped the political landscape by shedding light on the injustice of incarceration, forcing the recognition of the government's violation of civil rights, and building a collective voice that works to ensure that such a violation does not happen again. The lessons learned from Japanese American incarceration have a broad and diverse impact that brings into sharp relief the importance of protecting and upholding civil liberties.

## Comparative Analysis of Resources Similar to Amache

Assessing Amache's suitability requires a comparative analysis between similar protected resources to determine if the same interpretive and educational opportunities are already offered. Brief descriptions of these resources are presented below to gain an overall sense of what is currently represented and to assess how Amache either duplicates or fills gaps in the existing narrative.

### *Similar Resources in the National Park System*

**Manzanar National Historic Site—** Manzanar National Historic Site is in the southern part of the Owens Valley, 5 miles from the town of Independence, California. Manzanar was the first camp to be occupied and was open for the second-longest amount of time (44 months), second only to Tule Lake. The site was the fifth largest camp by population, with 10,046 incarcerees at its peak. Manzanar was designated a national historic site in 1992. Over several decades, Manzanar has developed robust interpretive opportunities that include a visitor's center housed in the historic auditorium, multiple reconstructed and original buildings, a driving tour, interpretive programming, exhibits, and signage. The site has also been studied extensively through archeological research and is likely the only other camp that has been archeologically examined as intensively as Amache.

**Minidoka National Historic Site—** Located 14 miles east of Jerome, Idaho, the Minidoka National Historic Site preserves and interprets the history of the Minidoka Relocation Center. Approximately 13,000 Nikkei from Washington, Oregon, California, and Alaska were incarcerated at Minidoka during its nearly 41 months of operation. Minidoka is notable for its nearly 1,000 incarcerees who served in the military, a group who suffered the largest number of battlefield casualties from any camp. Initially designated by presidential proclamation in 2001, the Minidoka Internment National Monument was renamed Minidoka National Historic Site in 2008. Since then, despite much of the physical integrity of the camp being compromised by agriculture and a county road, many structures, both reconstructed and original, now populate the site. These physical features support and enhance the interpretation of the incarceration story and provide tangible pieces of the site's history.

**Nidoto Nai Yoni Memorial: Bainbridge Island Japanese American Exclusion Memorial—**The Nidoto Nai Yoni Memorial, a satellite unit of the Minidoka National Historic Site, pays tribute to the first people of Japanese descent who were forcibly removed from the West Coast. The memorial is on the Eagledale ferry dock on Bainbridge Island, Washington, where 227 Nikkei were forcibly removed and sent first to Manzanar and then transferred a year later to Minidoka. The name of the memorial, *Nidoto Nai Yoni*, translates to "Let It Not Happen Again."

**Tule Lake National Monument—**The Tule Lake Relocation Center, which later became the Tule Lake Segregation Center, is located 10 miles from the town of Tule Lake, just south of the Oregon border in northern California. Tule Lake was the longest occupied of all the WRA centers, opening in April 1942 and not closing until March 1946. The site also became the largest incarceration camp after it was converted to a maximum-security segregation facility in the summer of 1943. Incarcerees who did not provide unqualified yes answers to two key questions on the mandatory government questionnaires issued in early 1943 were deemed disloyal by the government and sent to the Tule Lake Segregation Center. Security was heightened by adding troops and tanks and reinforcing the perimeter fence. A strike in November 1943 led to the camp being placed under martial law for two months under the control of the US Army. The site's conversion to a segregation center makes Tule Lake unique among the WRA centers. In total, approximately 29,000 Nikkei passed through Tule Lake.

**Honouliuli National Historic Site—**Honouliuli National Historic Site preserves and interprets the experience of Japanese American incarceration and imprisonment during wartime in Hawai'i. This US military-run incarceration camp is located just 15 miles west of Honolulu, Hawai'i, in a secluded gulch surrounded by agricultural fields. The site served as both an incarceration camp and prisoner-of-war camp, holding 4,000 prisoners of war from Korea, Okinawa, Taiwan, Japan, and Italy, as well as approximately 400 civilian internees that included Kibei and Issei detainees, European Americans, and European resident aliens.

The history and implementation of incarceration in Hawai'i differs from that on the mainland in several substantial ways, including martial law as the mechanism by which incarceration was executed, a much smaller Nikkei population who were selectively imprisoned, and the largely secretive nature of the effort. Unlike incarceration on the mainland that was highly publicized and documented, incarceration in Hawai'i was and still is largely unknown. Although the site is located only several miles from a populous city center, its somewhat hidden location has kept its existence from public knowledge and protected many of its remains, making it one of the most intact detention sites in Hawai'i. The site's designation as a national monument in 2015 and its redesignation as a national historic site in 2019 have been instrumental in raising awareness of its history, protecting its resources, and developing interpretation to make the site and its story accessible to the wider public.

### *National Historic Landmarks*

**Rohwer Relocation Center Memorial Cemetery—**The Rohwer Relocation Center, located in the Mississippi Delta of southeastern Arkansas, held 8,475 incarcerees between September 1942 and November 1945. The canals, bayous, creeks, and swamps that defined the Rohwer landscape differed dramatically from the dry, desert setting that characterized the land surrounding most of the WRA camps. Although the above-ground integrity of the original site's layout has been seriously compromised by agriculture and housing, the camp cemetery still exists today, making it one of only three surviving incarceration camp cemeteries.

The cemetery was designated a National Historic Landmark in 1992.

**Heart Mountain Relocation Center—** Located 12 miles northeast of Cody, Wyoming, the Heart Mountain Relocation Center was the fourth largest WRA camp, holding 10,767 incarcerees at its peak. Heart Mountain is known for having the highest rate of draft resistance among the 10 incarceration camps. Many Heart Mountain incarcerees actively protested the unjust incarceration of Japanese Americans and 85 men were arrested for resisting the draft. After the camp closed, the land was returned to the Bureau of Reclamation, which demolished or distributed and sold most of the land and buildings to returning veterans or local homesteaders. Several buildings, including the boiler house and smokestack, a warehouse, a mess hall, and one staff housing unit, still exist today on 71 acres still managed by the Bureau of Reclamation. In 2001, the Heart Mountain Wyoming Foundation purchased 50 acres of the former camp on which the foundation opened a new interpretive center in 2011. A portion of the former Heart Mountain Relocation Center was designated as a National Historic Landmark in 2007.

**Central Utah Relocation Center (Topaz)—**The Central Utah Relocation Center, more commonly called Topaz after nearby Topaz Mountain, is located 16 miles northwest of the town of Delta and 130 miles southwest of Salt Lake City in the dry, windy high desert of west-central Utah. Although Topaz was one of the smallest WRA camps with a peak population of 8,130, it was one of the largest cities in Utah at that time. Despite brutal winds and harsh temperatures in the summer and winter, the Topaz agricultural program and its turkey, cattle, and hog farms proved successful enough to make the camp self-sustaining. After the camp closed, the buildings were removed and used as residences or repurposed as sheds and barns. Many of the buildings can still be seen dotting the residential neighborhoods of Delta today. In the years following the camp's closure, the residential blocks remained largely undeveloped except for a few private residences. Topaz's road system is mostly intact, with much of it still drivable. Concrete foundations and slabs of many of the latrines and mess halls remain, as do the gravel walkways that outline the locations where barracks once stood. In 1998, the Topaz Museum Board purchased a large portion of the residential and administrative areas to preserve and protect its remains. Topaz was designated a National Historic Landmark in 2007. Today, the museum owns all 640 acres located in the residential area.

**Poston Elementary School, Unit 1, Colorado River Relocation Center —** The Colorado River Relocation Center, commonly known as the Poston Relocation Center, was built on the tribal lands of the Colorado River Indian Tribes in southwestern Arizona. The incarceration camp was built despite objections by the Tribal Council and became the second largest of all camps, with a maximum population of 17,814 incarcerees. Unlike the other nine camps, Poston was split into three different units, separated from each other by 3 miles. Poston also differed from the other camps, as it was managed by the Bureau of Indian Affairs for almost two years before the War Relocation Authority assumed control.

The extreme heat of Poston's Sonoran Desert landscape also contributed to its use of unique construction materials, and many of the camp buildings were built with adobe brick. One of these structures is the Poston Elementary School, designed by Yoshiaku Hirose and built by incarcerees. The school, designated a National Historic Landmark in 2012, is the only standing elementary school in any former incarceration camp.

### *Resource Comparison*

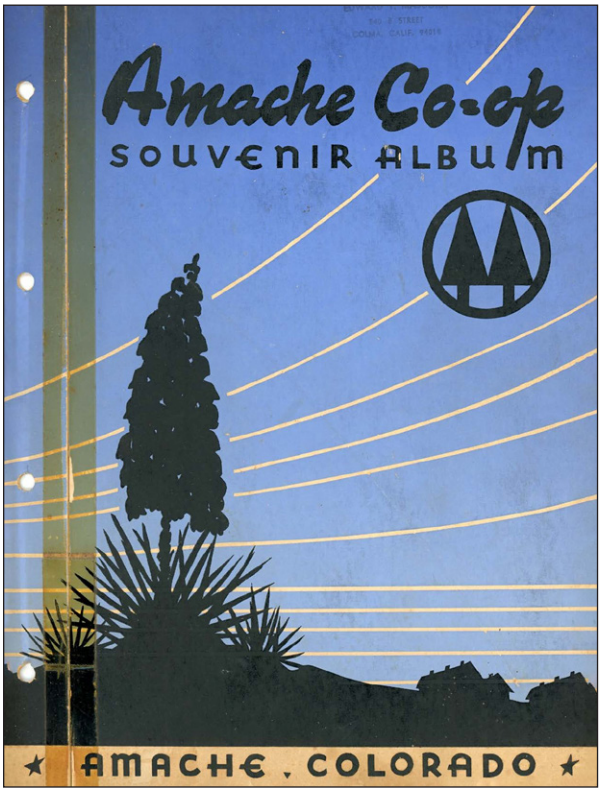
Although the protected sites with resources similar to Amache are associated with many of the same themes, each site highlights or represents unique aspects and perspectives of these themes and contributes to a more inclusive look at the overall story of Japanese American incarceration. Each WRA incarceration camp has its own character, personality, and perspective. Amache is no exception.

Factors that contributed to shaping and influencing Amache's personality were in play before the camp was even constructed. Unlike most of the other governors across the country, Colorado's governor, Ralph Carr, openly welcomed people of Japanese ancestry to his state during the period of "voluntary relocation." While other governors viewed Japanese Americans as the enemy and did not want them in their states, Carr recognized the dangers of such discriminatory attitudes and instead encouraged his state's residents to treat their Japanese American neighbors with respect. Because of Carr's invitation, many of the families who were able to move away from the West Coast to avoid forced removal ended up in Denver, as well as rural, agricultural areas of Colorado.

Carr was also opposed to the mass incarceration of Japanese Americans, but once it was clear that this was the path the US government had chosen, he offered Colorado as a location to house incarcerees.

When the Japanese Americans were forced inland, those headed to Amache arrived in a state led by a governor who was sympathetic to their situation and advocated for their fair treatment. Although his attitude did not represent that of all or even most Coloradans, he at least set a tone and hoped the residents of his state would rise to his expectations. The Amache project director, James Lindley, was another leader who believed in the humane treatment of the Nikkei and recognized the injustice of their situation. He took pride in the fact that Amache grew into a functioning city and acknowledged the contributions of incarcerees: "I can only admire their cheerful acceptance of unfair treatment; their overcoming of fear, resentment and frustration; their willingness to give of their time and efforts to make Amache work" (Lindley 1945).

Director Lindley's policies and attitude likely contributed to the overall morale in Amache, which was seemingly higher than at many other camps. The lack of widespread, prevailing discontent may have played a role in the absence of any reported instances of violent riots, protests, or fatal conflicts within or among the Amache population. This fact does not suggest that Amacheans were in any way content with confinement and agreeable to their incarceration. There were many Japanese Americans who vocally protested their mass incarceration or resisted the draft.




The cover of the 1945 Amache Co-op souvenir booklet. Published shortly before the closure of the camp, the brochure includes recollections on many of the co-op's successful enterprises. Courtesy of the Amache Preservation Society.

However, these protests and expressions never manifested into violence, and much of the resistance at Amache was quiet, nuanced, and remains underrepresented in much of Amache scholarship. Over time, the generally peaceful nature of Amache led to the loosened security that allowed incarcerees to visit the neighboring town of Granada. Having the ability to freely walk the streets of Granada, shop, or visit the soda fountain was a small but significant "freedom" that undoubtedly boosted morale.

The ability to leave camp to visit town established one of the most substantially unique aspects of Amache: the proximity to and relationship with Granada that continues today. During Amache's operation, incarcerees and the residents of Granada developed a relationship in which incarcerees helped boost the local economy while gaining access to certain products, as well as getting a brief break from life behind barbed wire. Incarcerees at Amache became the biggest source of income for many businesses in Granada, and shop owners based their inventory on the needs and wants of their incarcerated customers. However, the movement through the gates of Amache went both ways. Although Granada could offer some goods that incarcerees could not obtain in camp (sushi-grade fish from the Granada Fish Market is a famous example), the Amache co-op was a highly successful enterprise with a great deal of purchasing power. Residents of Granada were known to go into camp to access the wide selection of goods at the co-op. Amache also screened different films in recreation halls throughout camp almost every night. Since Granada did not have a movie theater, townspeople would also come into camp for entertainment they could not get in town. The townspeople of Granada and the Nikkei incarcerated at Amache essentially learned to live as neighbors.

The historic relationship between Granada and Amache is unique amongst the incarceration camps and is even more exceptional because it still exists today. The story of how this relationship has grown and evolved over the decades is an important aspect of the Amache story that defines the current stakeholder community.

An essential and integral part of the Granada Relocation Project was the agricultural program. Sometimes called the Amache Farm, the area encompassed the majority of Amache's 10,500 acres. Courtesy of Robert Y. Fuchigami and the North Bay Ethnic Digital Collection, Sonoma State University.

Now separated by hundreds of miles, the people of Granada and former incarcerees of Amache and their descendants, who primarily live in California and to a lesser extent in Denver, maintain a bond and relationship built on a shared passion and commitment to preserving and protecting Amache's history and site for future generations.

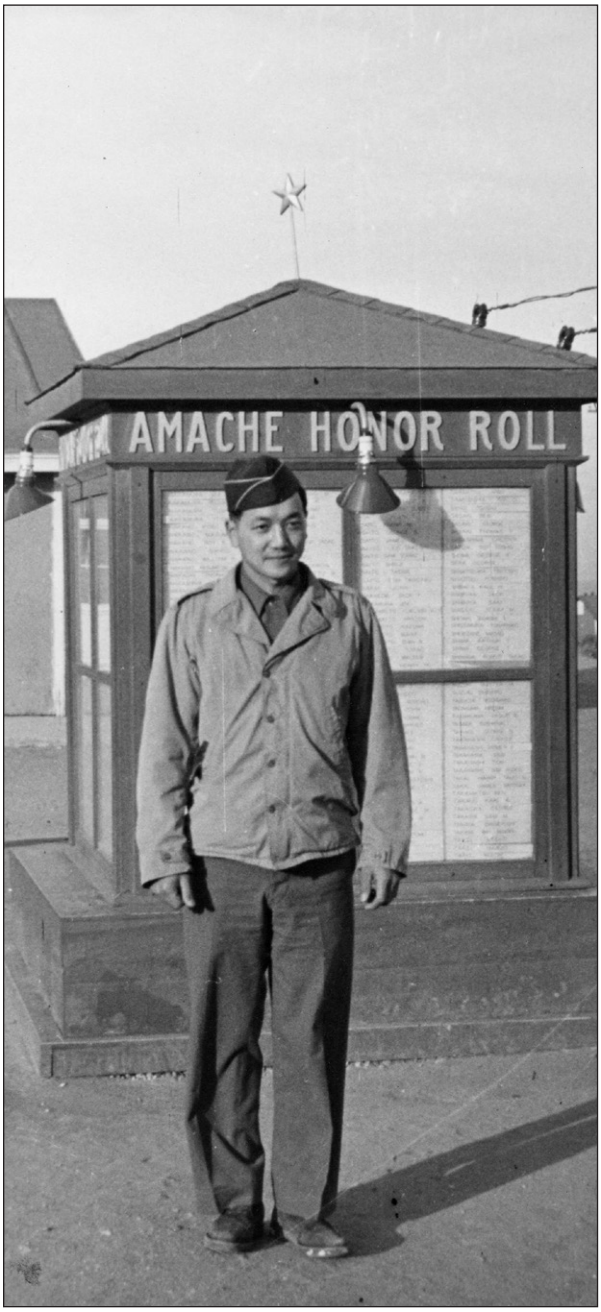
Another superlative that Amache can claim is that of being the most "loyal" camp. When the "loyalty questionnaire" was administered, Amache had the highest percentage (99.8%) of incarcerees who answered "yes" to the critical question regarding military service. Despite this overwhelming percentage, the perspectives and experiences of those who answered "no" should not be ignored.

Thirty-one incarcerees from Amache were arrested for draft resistance, and 125 were transferred to the Tule Lake Segregation Center for their negative responses.

The high "yes" response at Amache unsurprisingly also led to Amache having the highest percentage of those volunteering to serve in the military. This brave display of patriotism is one that many in the Amache stakeholder community take pride in.

The people who were incarcerated at Amache collectively contribute to the camp's specific personality.

A Japanese American soldier in the US military stands in front of the Amache Honor Roll four-sided board. © Tak Kameoka, courtesy of the North Bay Ethnic Digital Collection, Sonoma State University.




Although many Nikkei were involved in agriculture before the war, the percentage of incarcerees at Amache who were from rural, agricultural communities was especially high. The skill and experience of the Amache farmers led to the great success of the Amache agricultural program. Even though it was the smallest, Amache was one of the most productive WRA camps. Its agricultural program was not only able to grow enough produce to sustain itself but it created surplus that was shared with other camps and sold on the open market. Amache also had one of four successful cattle operations amongst the camps, in addition to hog and poultry ranches.

Amache was also singularly successful in the silk screen industry. After Heart Mountain closed its operation in the spring of 1944, Amache became the only silk screen shop to operate throughout the war. Industries that operated in other camps, such as camouflage net factories, asked US citizens who were unjustly incarcerated by their own country to contribute towards the war effort. The Amache silk screen shop produced more than 250,000 copies of training posters for the US Navy, supporting and aiding the country's military. However, the silk screen shop's contribution to our understanding of life at Amache has ultimately been more meaningful and impactful by producing a visual record of the incarceration experience. The shop produced silk screen products that ultimately documented all aspects of life, from weddings and funerals to dances, festivals, and everything in between. The silk screen shop created an artistic record of incarcerated life in a format unique to Amache.

Intact building foundations can be found throughout the Amache site's cultural landscape. NPS photo.

The tangible remains of Amache include one of the most intact footprints of an incarceration camp layout. In contrast to other camps, the barracks at Amache were built atop concrete foundations. Because most of these concrete foundations remain, along with an intact road system, the historic layout of the Amache is still clearly evident, allowing visitors to navigate the site and locate specific points of interest. Amache's extraordinary physical integrity also applies to its archeological remains, which have yielded a great deal of data that has revealed important details about everyday incarcerated life.

Many aspects of Amache's history, character, and extant resources distinguish it from other similar sites. How these differences expand or enhance the interpretation and understanding of Japanese American incarceration is discussed below.

## Adequacy of Representation

The select aspects of Amache discussed above represent rare and unique qualities not found at the other sites associated with Japanese American incarceration and which would enhance and expand opportunities for visitor use, public understanding, and resource stewardship.

The integrity of Amache's physical layout allows for visitor experiences that embrace the power of place and facilitate personal and often emotional connections. The navigable layout often makes it possible for survivors and descendants to stand in the exact location where their family's barrack formerly stood. The extant foundations provide visitors with a sensory experience, helping them conceptualize sizes and distances that defined incarcerated life.

Amache's archeological integrity has allowed scholars and community members associated with the University of Denver to intensively study the site. The 15 years of research to date has revealed how the data potential and opportunities for learning at Amache are seemingly endless. Each new project leads to additional questions and opens avenues for even more research and engagement. Continued research also opens the door to comparative research between other sites that also have robust archeological data, such as Manzanar. The field of incarceration archeology has only just begun, and these are much-needed comparative studies. The University of Denver Amache Project has also helped the stakeholder community expand in size and diversity and has promoted awareness and inspired stewardship.

The archeological field schools and community open houses provide unbounded opportunities for education, interpretation, stewardship, and support.

Perhaps one of the most unique aspects of Amache is its relationship with Granada, both historically and as it exists today. The way this relationship has evolved and grown throughout the years is an important and inspiring part of the Amache story but also one that can provide opportunities to expand narratives to be more inclusive of the communities that surround the incarceration sites. The town of Granada is itself an important resource that extends the contextual landscape of Amache.

Because of Amache's location at the far eastern edge of Colorado, it is more accessible to visitors from the East Coast and Midwest than its counterparts located further west. Amache has the potential to reach a different audience, helping to spread awareness of Japanese American incarceration and emphasizing the point that this is not just a West Coast or a Japanese American story but an important part of American history.

### Conclusion: Summary of Suitability Findings

Assessment of Amache in comparison with other protected sites associated with WWII Japanese American incarceration suggests that it meets the criteria of suitability for inclusion in the national park system. Amache offers the opportunity to expand and deepen the public understanding of this important chapter in US history.

The educational and interpretive potential of Amache is enhanced by the quality (high level of integrity), as well as the quantity of its many extant tangible and intangible resources. Amache has the potential to contribute to the broad story of the Japanese American incarceration experience by adding new perspectives and specific details not otherwise represented by comparable sites. These unique aspects of Amache will help create a fuller narrative that includes and connects with a broader, more invested audience. Amache's exceptional physical integrity and unique contributions to the history of Japanese American incarceration during WWII leads the special resource study to conclude that Criterion 2 – Suitability is met.

## EVALUATION OF FEASIBILITY

To be feasible as a new unit or as an addition to an existing unit of the national park system, an area must be

1. of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment (allowing for current and potential impacts from sources beyond proposed park boundaries); and

2. capable of efficient administration by the National Park Service at a reasonable cost.

In evaluating feasibility, the National Park Service considers a variety of factors, including:

- size and boundary configurations
- access
- land ownership patterns
- level of local and general support (including landowners)
- public enjoyment potential
- threats to resources and existing degradation
- economic/socioeconomic impacts of designation as a unit of the national park system
- costs associated with acquisition, development, restoration, and operation

This discussion considers the feasibility of adding Amache as a national park unit. Feasibility factors are described in detail below. Due to the COVID-19 pandemic that started in March 2020, many businesses and visitation areas were forced to temporarily close. With travel restrictions in place across the United States, visitation patterns changed. The following analysis uses data from 2019, where applicable, as the baseline year.

### Size and Boundary Configuration

The study area means the site known as "Amache," "Camp Amache," and "Granada Relocation Center" in Granada, Colorado. The study area boundary is the same as the 593-acre NHL boundary, which was established in 2006.

The study area includes the physical remains of the residential and administrative heart of Amache and includes the camp cemetery and a small brick building adjacent to it, the original road network, landscape features and trees planted by incarcerees, a concrete water reservoir and block well house, and acres of visible concrete foundations that retain integrity and convey the historic makeup of the incarceration camp. Also contributing to Amache's historic setting are several restored and reconstructed structures, including: a 72-foot-tall historic water tower (reconstructed using some original parts of the tank), a reconstructed guard tower, a historic recreation hall that was returned to its foundations on the site and restored, and a reconstructed residential barrack. The landscape that makes up the NHL and study area boundary also retains integrity as a vast archeological resource.

Ongoing research and archeological documentation undertaken by the University of Denver Amache Research Project, the Amache Preservation Society, Colorado Preservation Inc., and other preservation organizations have contributed to a growing body of knowledge and deeper understanding of the site's history and resources since the NHL designation.

Within the northwestern corner of the Amache NHL boundary lies the Town of Granada's landfill. The landfill site lays on relatively level ground and encompasses approximately 85 acres, although town representatives estimated that only 5 acres are used for landfill operations at any given time.

The modern landfill is not historically associated with Amache and was established by the Town of Granada around 1970. According to town representatives, the landfill is needed by the community, though it is unknown how long it will be permitted by the State of Colorado. The landfill may have environmental contamination issues, and it negatively impacts the visitor experience at the rest of the Amache site. Though it is mostly not visible from the rest of the National Historic Landmark, the high winds of southwest Colorado occasionally cause debris and odors to enter the interpreted landscape. As a site of conscience, a landfill is an incompatible use that would not be a feasible addition to an Amache NPS unit.

An archeological feature not immediately apparent on the landscape of the site is Amache's historic dump.[4] The dump is known to retain a high degree of historical significance and was one of the reasons for expanding the NHL boundary in 2006 beyond the original 1994 National Register of Historic Places boundary limits. Recent archeological survey has found a high level of integrity retained in the historic dump, and a physical separation exists between most of the historic dump and the active landfill used by the Town of Granada (Kamp-Whittaker and Clark 2021). The dump itself contains a unique archeological record of the use and administration of the camp as well as material culture heritage associated with the lives of incarcerees.

The dump is also a threatened resource, and if excluded from an NPS unit boundary, could lose integrity, irreparably damaging the national significance of the site. However, due to its proximity to the modern landfill operations, should a new unit be designated, the National Park Service should consider conducting an environmental survey of the dump area before acquisition to understand the nature of any possible contaminants and evaluate any environmental liabilities.

The national historical landmark boundary would be adequate to ensure protection, preservation, and public access to the significant resources associated with Amache and is of an appropriate size and configuration to interpret the story of Amache. However, due to modern use of land in the northwestern portion of the National Historic Landmark as a landfill, that portion of the site is not feasible for inclusion in an NPS unit. Nevertheless, even excluding the landfill area, which during the time that the Amache site was occupied served as the sewage treatment fields and coal storage area, the remainder of the National Historic Landmark remains feasible for management by the National Park Service. In addition, in the event the landfill operation was to cease and following an environmental survey and any necessary remediation, it may be feasible to expand the would-be NPS boundary to incorporate the rest of the National Historic Landmark.

Currently, lands surrounding the National Historic Landmark—such as the agricultural fields that supported the farming activities and the camp's hospital facility—are privately owned, and some have since been developed and therefore been excluded from the NHL site.

4. The "historic dump" is an archeological subsite contributing to the significance of Amache. This subsite should not be confused with the Granada Landfill, which is a modern operation.

Figure 3. Potential boundary configuration for an Amache National Park unit. The area in the northwest corner of the National Historic Landmark could be considered for inclusion if the incompatible landfill operation ceases and the site is environmentally remediated. The area south of the Hillcrest Homes development is in private ownership, and historic features were razed when the land was sold by the Town of Granada in 1968.

A small portion of the northeast corner of the National Historic Landmark is in private ownership and not under consideration as part of an NPS unit; it was sold for the development of the Hillcrest Homes community, and the historic foundations there were razed.

Section 110(f) of the National Historic Preservation Act requires that federal agencies exercise a higher standard of care when considering undertakings that may directly and adversely affect National Historic Landmarks. The law requires that agencies "to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm" to National Historic Landmarks. Any new unit of the national park system would adhere to these standards when considering new visitor facilities and infrastructure. Some such infrastructure, including adequately sized parking, restroom facilities, and interpretive signage, would be needed. Additionally, administrative and operational facilities would likely be needed. Certain areas within the NHL boundary (most notably the area in and around the End of the Line rodeo arena) could be responsibly repurposed for these amenities. In addition, Amache's close relationship with the Town of Granada (many buildings on the town's main street are even constructed of "Amache brick" salvaged from the barrack floors upon closure of the incarceration camp) offers a promising opportunity for partnerships and leasing arrangements to meet the site's administrative needs.

In summary, the study area is considered feasible under this factor, assuming the Amache boundary would be configured to exclude the private property and the modern landfill.

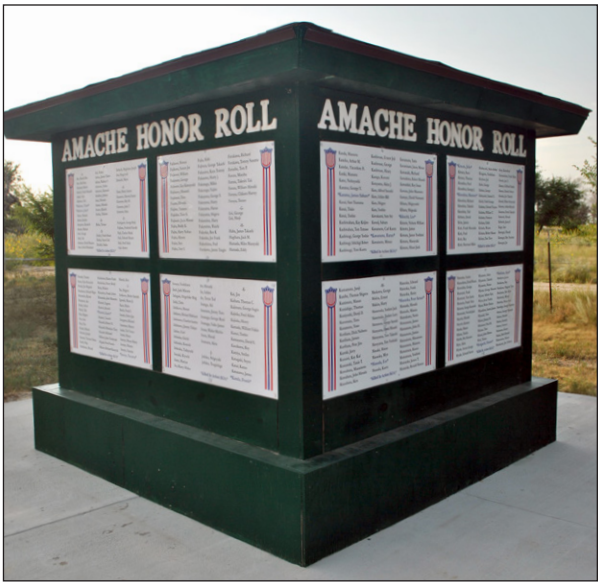
The remaining area of the National Historic Landmark (approximately 481 acres) is of sufficient size and configuration to ensure resource protection (figure 3) and access for the public. In addition, the enabling legislation could include language that allows for a potential boundary modification (to acquire the entirety of the NHL boundary) were the landfill operations to cease and be environmentally remediated.

### Access

Amache is approximately 2 miles southwest of Granada, a rural town that does not have lodging accommodations and has limited services. However, the town of Lamar (population approximately 7,500) is about 20 miles west of Granada and offers additional services, including lodging and dining. Approximately 10 miles east of Granada lies the rural town of Holly, which also provides some lodging services but is smaller than Lamar. The three towns are connected by US Route 50 (Highway 50), a historic east-west highway that connects California to Maryland. The nearest major airport is in Colorado Springs, which is 180 miles away along the I-25 corridor (figure 1).

Highway 50 approaches Amache at County Road 23.5, where an easily missed marker indicating Amache's status as a National Historic Landmark is established. Although Amache is in a rural area and does not have a listed address, interested visitors can access the site by using global positioning satellite-based maps.

One of the Amache site's many maintained historic roads. NPS photo.




The reconstructed Amache Honor Roll at the entrance of the site commemorates the Japanese Americans at Amache who served in the US military during World War II. NPS photo.

Amache's historic road network, still largely intact from the 1940s, consists of unimproved dirt roads that provide access to the site's key historic features and interpretive opportunities. Shortly after the initial turnoff onto County Road 23.5, there is an NHL obelisk alongside a small parking lot that can accommodate approximately 10 vehicles. Adjacent to the parking lot is a series of flagpoles and a replica honor roll kiosk that commemorates all Amacheans who served in the US military during World War II. Three interpretive kiosks are also located along the paved sidewalk for visitors to read about the site, which connect to a short pathway with six interpretive panels that describe Amache's history and the day-to-day life of the people who were incarcerated there.

During civic engagement and public meetings, many participants indicated that Amache is already an attraction for visitors traveling along Highway 50; however, the site would likely attract more visitors if designated a unit of the national park system. Representatives of the Town of Granada and John Hopper from the Amache Preservation Society anecdotally stated that they have noticed an increase in annual visitation due to the special resource study process as well as the introduction of H. R. 2497, the Amache National Historic Site Act on April 14, 2021 (a Senate companion, S. 1284, was introduced on April 21, 2021).

No public transportation infrastructure exists near Amache or within the towns of Granada or Lamar.

Highway 50 does not contain sidewalks, shoulders, or bike lanes to facilitate travel on foot or by bicycle, but Amache's remote location leads most visitors to arrive by vehicle. While vehicular traffic is relatively light, should a new unit of the national park system be established, additional transportation infrastructure may need to be considered.

The National Park Service concludes that Amache has sufficient access by personal vehicle to the study area. Although Amache is located over 150 miles from a major city and approximately 60 miles from the nearest NPS unit, the existing road network provides easy personal vehicle access. Current access is adequate to support visitor use and administration of the site, as evidenced by current management and visitation levels. Therefore, the addition of Amache to the national park system is considered feasible under this factor.

### Land Ownership and Land Use Patterns

Current land ownership patterns support the feasibility of establishing a new unit to the national park system. The National Historic Landmark is almost entirely owned by the Town of Granada, which has indicated it may be willing to donate the property to the National Park Service, dependent upon conversations and decisions made by the town council. The private property in the northeast corner of the NHL boundary may be excluded as historic foundations in that area were razed in 1968.

The land within the NHL boundary was acquired by the Town of Granada from the War Asset Department in 1948 following Amache's closure in 1945. When in operation, Amache encompassed 10,500 acres, and of those, 593 acres are designated within the National Historic Landmark.

Surrounding agricultural lands were leased or sold after the incarceration site was closed; land use on these tracts remains predominantly rural and agricultural in nature except for a small residential community called Hillcrest Homes built on what was once the hospital area at Amache (figure 2). Areas adjacent (north and west) of the site are actively farmed for corn, sorghum, or wheat production (pivot irrigation, irrigation, and dryland cropping), as well as livestock finishing operations. Lands to the east and south of the site are used as pasture for cattle grazing. In the past, the town allowed periodic cattle grazing at Amache, but this use was discontinued with the onset of archeological survey work and growing recognition of the historical integrity of the site. The National Historic Landmark is now fenced in barbed wire that is owned by adjacent landowners.

A small rodeo arena, the End of the Line Arena, lies within the eastern portion of the NHL boundary, just south of the former Amache motor pool area (figure 2). Initially constructed after World War II, the rodeo facility was reconstructed by the Town of Granada in 1999. The facility is equipped with cattle pens, a loading chute, bucking chutes, a small section of bleachers, a mobile speaker platform, and mobile office.

The former rodeo facility, the End of the Line Arena. NPS photo.

Although townspeople once used the stadium for regular rodeo events, the arena has been out of operation for several years, and most of the stadium infrastructure is in disrepair. Town representatives have indicated that there is no interest in rehabilitating the stadium; if Amache were to become a unit of the national park system, the National Park Service would coordinate with the Town of Granada to remove or sell the former rodeo stadium and associated infrastructure prior to acquisition.

A steel structure building adjacent to the rodeo is rented out three to four times per year to host events such as birthday parties or other gatherings. The building is hooked up to electricity, natural gas, and water and contains restroom facilities with flush toilets, a small kitchen area, and has natural gas heat. It is unclear if the structure is connected to a municipal sewer system or on-site septic. The town does not have any intended future use for this area but has indicated it may consider selling the structure and removing it from the site.

The Amache site contains the Town of Granada's water well infrastructure. Since acquiring the land following the incarceration site's closure, the Town of Granada has used wells constructed within the Amache site during its establishment for the town's water supply. The town currently owns and operates this water infrastructure, which supplies all of its potable water, and wishes to retain water rights and the ability to maintain the water infrastructure should the site be designated. The Town of Granada may then serve an NPS unit as a water customer from this system. The well infrastructure consists of four wells (three of which are in operation and range from 790 to 970 feet deep), a 219,000-gallon water storage tank made of bolted steel, and a chlorination filtration system.

In addition to the water infrastructure, a natural gas utility line runs east to west through Amache and provides natural gas to the feedlots that are west of the site and possibly to other customers. According to town representatives, the gas line runs parallel to the water lines, approximately 12 feet away, and a few above-ground markers are located near the town landfill. A gas well is also located approximately 300 yards north of the cemetery, in the southwest corner of the NHL boundary. The well is not active. The rodeo building is already served by the gas utility, with a meter visible on its east wall.

Neither the Town of Granada nor Prowers County has any zoning or land use restrictions in place on the lands that neighbor the National Historic Landmark.

No landowners are adjacent to Amache who must pass through the National Historic Landmark to access their property, and many have fencing to separate their lands. A proposal is before the Granada town council to annex 17 acres of neighboring land near the northeastern corner of the National Historic Landmark to sell it to an interested party who wants to construct a meat packing and processing plant. The proposed facility would include a one-story metal building capable of processing 50 cattle per week, with a maximum capacity of 100 cattle. While the proposed location of the plant is adjacent to the National Historic Landmark, the landscape topography is such that the plant would not be visible from most of the Amache historic landscape. However, the National Park Service would consider how the plant's operation may impact air and water quality, which could degrade the visitor experience of Amache, and its associated resources were it to be designated a unit.

As mentioned previously, Hillcrest Homes is a small community of manufactured homes that borders the Amache National Historic Landmark. While the area formerly housed the Amache hospital complex, the Town of Granada sold the land in 1968 and cleared it of existing foundational remains for the development of housing.

The site meets this factor of feasibility based on current land ownership, local planning and zoning, and land use patterns in the area. The addition of Amache to the national park system is considered feasible under this factor.

### Level of Local and General Support (including Landowners)

The planning team conducted several public outreach efforts in 2020 and 2021 to better understand the level of local and general support regarding potential designation of Amache as a unit of the national park system. Public involvement included one in-person meeting, six virtual meetings, and newsletters to community stakeholders to inform them of the study process.

Across all communication platforms, the planning team received strong support for NPS management to preserve and interpret the resources of the Amache site in perpetuity. Many respondents noted that preserving the history Amache represents would be important and that designation as an NPS unit would be an ideal way to accomplish this. Many commenters noted that the National Park Service would be well positioned from a technical expertise and fiscal resources perspective to maintain the facilities and resources at the site, especially 15 to 30 years into the future when current stewards of the site have retired. Commenters pointed to the National Park Service's expertise in curating a museum collection and operating a visitor contact function, as well as the opportunity to provide a thematic visit to southeast Colorado that includes Sand Creek Massacre National Historic Site, Bent's Old Fort National Historic Site, and Santa Fe National Historic Trail, were all cited as examples of the benefits of NPS management.

Many commenters expressed a desire to maintain the role for the local high school students that comprise the Amache Preservation Society, the continuation of annual pilgrimages to Amache, the archeology program with the University of Denver, and a Japanese student exchange program. Through these partnership opportunities, the Amache story may be shared nationwide to prevent similar atrocities from being repeated, preserve and protect the physical remnants and archeological collections of the site in perpetuity, provide economic benefits to the local area, and update interpretation at the site.

A small number of individuals expressed opposition to NPS management. These individuals were all unaffiliated with any agencies or organizations. Their reasons for opposing designation were varied and included the site's insufficient size; the perception that Amache is an inaccurate example of a WWII Japanese American incarceration site because it was the smallest WRA site and had a reputation as "loyal" because of its relative lack of riots and violent resistance; a preference to focus the National Park Service's limited fiscal resources on existing Japanese American incarceration sites like Manzanar and Tule Lake; the inability of the National Park Service to manage another park unit; and the sufficient representation of the incarceration story through the existing NPS incarceration sites.

A few landowners surrounding the Amache site expressed their support for designation of Amache as a national park site.

A representative from then-US Senator Cory Gardner's local field office shared a letter supporting designation and local media coverage in the *Prowers Journal* was favorable to unit establishment. Granada Mayor Argie Thrall, Jr. and the Granada Board of Trustees submitted a letter supporting the designation of Amache as a national park unit in October of 2020. The letter noted that designation would be a major benefit to local tourism and the economy, as well as improve access to funding for protection of the site. The letter concluded that the Town of Granada is in full support of creating a national park unit that preserves the area, interprets its history, and honors survivors. At a subsequent meeting with the study team on August 10, 2021, representatives of the Town of Granada, including Mayor Thrall, the town clerk, and the facilities manager, indicated they would be interested in donating Amache lands to the National Park Service but would need to confer with other town council members on the mechanism of doing so, which they would do upon enactment of legislation designating a unit.

Federal elected officials have also expressed support for the designation. While they did not submit comments to the study team, Colorado's US Senators Michael Bennet and John Hickenlooper introduced legislation to establish Amache as a national historic site as part of the national park system during the public comment period. Colorado Congressmen Joe Neguse (Colorado 2nd District) and Ken Buck (Colorado 4th District—which includes the study area) introduced the same legislation in the US House of Representatives.

Before his term came to an end during the public comment period, former Colorado US Senator Cory Gardner submitted a letter supporting the study and expressing hope that Amache would be designated in remembrance of history.

At the state level, Colorado Governor Jared Polis submitted a letter in support of designating Amache and expressing his desire to work with the US administration to make that designation happen. At the local level, the board of county commissioners for Prowers County, which includes Amache, submitted a letter in support of designation as a national park unit, citing the greater attention, increased funding, and promotion of tourism the site would have. Commissioners for surrounding counties, including Bent, Crowley, Kiowa, and Otero, all submitted unique letters supporting designation for similar reasons.

Other local and state elected officials, as well as representatives from state and local government and quasi-governmental organizations, submitted letters of support, including City of Lamar Mayor Kirk Crespin; City of La Junta City Manager Rick Klein; City of Denver Mayor Michael Hancock; History Colorado Executive Director and State Historic Preservation Officer Steve Turner; Colorado Tourism Office Director Cathy Ritter; Southeast Colorado Enterprise Development (a regional economic development agency representing six area counties); the Bent County Development Foundation; Canyons and Plains of Southeast Colorado Regional Heritage Taskforce (a heritage tourism development organization); and the Southeast Business Expansion and Attraction Board.

Appendix B includes a complete summary of the public comments and a description of civic engagement for the project. Sufficient local support exists for the inclusion of the study area in the national park system, and the addition of Amache to the national park system is considered feasible under this factor.

### Opportunities for Visitor Experience

During public comment, Amache's tangible resources were noted as highly valuable resources for the visitor experience. These resources include the building foundations; the cemetery; the barrack, guard tower, recreation hall, and water tower buildings; artifacts and museum objects; and the overall landscape. Commenters expressed how these tangible features help visitors visualize and better understand the Amache experience.

Current visitors to Amache can choose to experience these tangible resources by exploring the site on their own, following a driving audio tour, or taking a guided tour with an Amache Preservation Society (APS) student volunteer. Visitors exploring the site on their own can follow the original roads and view the site's key historic features, extensive physical remains, and landscape. Self-guided visitors can also download a driving map and audio tour from the APS website that leads visitors to 11 points of interest, as well as pay a visit to the APS-operated Amache Museum in Granada to view exhibitions and objects and artifacts associated with Amache's history. The Amache Preservation Society also provides guided tours that consist of a one-hour tour of the Amache Museum in which visitors learn about the significance of the site and receive an orientation, followed by a one-hour tour of the site that follows the driving tour route.

With the current infrastructure in place, the public already has opportunities to experience Amache. While there is no official data on the number of current visitors to the site (it has operating hours, but is ungated and usually not staffed), the Amache Preservation Society estimates that 10–15 private cars visit per day. Organized school groups account for a significant portion of current visitation, with approximately 2,500 school children visiting between April and August 2021. While the primary visitation season occurs from March to November, the site is visited at all times of the day and year. The Amache Preservation Society has noted that some visitors stay at the site overnight in a recreational vehicle and that the site is still visited in the winter. Demand for tours at the Amache Museum and site is steady, and the Amache Preservation Society estimates they receive 10 requests for tours per day. Most of these tour requests are accommodated by student volunteer guides and include scheduled visits that start at the Amache Museum in Granada and then transition to a tour of the Amache site.

During the public comment period, commenters made it clear that they have a great interest in continuing visitor opportunities and experiences currently offered at the site, including independent and guided visitation and the annual pilgrimage event held in May of each year. Commenters also had great appreciation and interest in the archeological research being conducted by the University of Denver and advocated for the continuation of the DU Amache Research Project led by Dr. Bonnie Clark. Commenters communicated that access to the site and the current activities, events, and programs that take place at the site are important to the community and should not be disrupted or ceased because of NPS management.

In addition to continuing current public opportunities, many commenters noted that NPS management would expand Amache's visitor experience. For example, many commenters noted that NPS management could augment the Amache Preservation Society's efforts and provide them with some relief by taking on stewardship responsibility and providing tours and information on a more regular basis. Many commenters felt that touring the site with a guide was imperative to getting a full and meaningful experience of Amache. Other commenters noted that NPS technical expertise would help ensure that Amache's physical remains were preserved and protected in perpetuity and that dedicated staff could provide added capacity to take on critical and time-sensitive work such as oral history documentation.

Visitation to current NPS sites associated with the history of Japanese American World War II incarceration is further evidence that increased awareness of the site would provide more visitor experience opportunities. Currently, opportunities to visit sites associated with Japanese American World War II incarceration are in the Pacific West. Amache's location on the Great Plains would open and interpret this history to new audiences that are much closer to the Midwest, Great Plains, Texas, and the Southeast than Manzanar or Minidoka.

During public comment, many commenters voiced concern that the story of Amache was not widely known. For many, this was a motivating reason for supporting NPS designation, expecting that the broader reach and resources of a federal entity would help bring Amache to the attention of wider audiences. The site's location on US Highway 50 means it could easily realize this potential.

The Amache site offers innumerable stories of the human spirit that lend themselves to interpretive opportunities to help visitors connect with the site. Public commenters noted how the personal experience of Amache, as told by those who lived it, are more engaging, meaningful, and relatable to visitors, students, and the public. A meaningful visit to the Amache site could be complemented by visits to the nearby Sand Creek Massacre National Historic Site, Bent's Old Fort National Historic Site, and the Santa Fe National Historic Trail. Linking all four sites together into a thematic visit exploring the different strands of the same threads of racism, oppression, and violence could provide an impactful visitor experience should Amache be designated as a national park unit.

Visitors to the Amache site would be able to readily experience the site due to the existing road network, which provides easy vehicular and pedestrian navigation (see the "Access" section above). The legibility of the former incarceration site on the landscape with the historic foundations still visible along with the other tangible resources (e.g., cemetery, reconstructed and relocated structures) would all contribute to a high-quality contemplative visitor experience.

During public comment, the most common suggestion regarding a vision for Amache was for the reconstruction or relocation of more historic buildings to the camp. Commenters expressed the need to continue reconstructing and restoring historic buildings to provide visitors with a more complete and immersive experience. Several commenters envisioned that the National Park Service would reconstruct an entire block that would include all of the barracks, the recreation hall, mess hall, and latrine. The importance of being able to understand the spatial layout of everyday life was repeatedly highlighted, as was the need to create buildings that accurately reflect the historic living conditions (though many of these commenters noted this would not be possible given modern building codes and standards). While historic structure reconstructions are generally not permitted under NPS ownership per the agency's management policies, other incarceration sites within the national park system have been approved to develop reconstructions as exhibits that interpret and preserve the story of formerly incarcerated Japanese Americans. Such reconstruction projects would be more likely to occur with support from partners for the construction, operations, and maintenance of the structures.

The Amache site possesses many opportunities for visitors to connect with and uniquely experience and learn about this significant time in history. Therefore, the addition of Amache to the national park system is considered feasible under this factor.

### Threats to Resources and Degradation

The most severe and ongoing threat to resources at Amache is the Town of Granada's landfill, which is both a potential ecological hazard as well as a detrimental impact to the historic integrity of the site. The landfill is also incompatible with a visitor experience associated with Amache as a site of conscience and contemplation. The landfill is situated on 85 acres within the northwestern part of the Amache site and has been in operation since about 1970. The landfill is a collection of active and closed unlined trench-fill pits and accepts fewer than 20 tons per day of solid waste, including household waste, construction debris, and commercial waste. Town representatives estimate that 5 acres are actively in use for landfill operations at any given time—including an open trench (measuring approximately 310 x 55 feet), entrance booth, and piles of brush, concrete, and reclaimed metal. Historic aerial photos of the area show many variations of the landfill and further environmental investigations would be required to determine the full extent of the impacted land.

Two historic activities have had minor impacts on Amache's cultural landscape but have since been discontinued. These include a small-scale caliche mining operation, which took place in the southwest corner of the site, and cattle grazing. Caliche is a chalky white rock used to bind sand and gravel together, often in road construction applications. The mining operation was leased to the county in 1979, but operations have ceased, and the rock pit has been smoothed over and vegetation planted to cover exposure. The mine may have initially been the source for road base material used at Amache. The Town of Granada also allowed periodic cattle grazing at Amache, but this use was discontinued with the onset of archeological survey work in 2008 and growing recognition of the historical integrity of the site.

Due to limited financial resources, the Town of Granada does not plan to send its solid waste to one of the neighboring towns, although some of them (such as the Towns of Lamar and La Junta) are equipped to accept trash from other jurisdictions for a fee. While the Town of Granada does not anticipate closing the landfill, the Environmental Protection Agency and/or the Colorado Department of Public Health and Environment have expressed concern regarding the noncompliant status of landfill operations, and the Town of Granada is aware of the possibility that the landfill could eventually be shut down. The Colorado Department of Public Health and Environment granted the town a waiver absolving it of the need for a liner system, leachate collection and removal, and groundwater monitoring in 2003; however, that waiver has since been rescinded and groundwater monitoring wells were installed within the Amache site. Reinstatement of the waiver is contingent upon groundwater monitoring outcomes, which will become known in January 2023.

Access to the landfill does not require passage through Amache; however, people do drive through the site as a shortcut. Issues with pass-through traffic or waste-hauling trucks within the site could be resolved by consistent use of the existing gate to the landfill entrance or construction of a new access off West Amache Road.


The Town of Granada's landfill occupies the northwest corner of the National Historic Landmark. NPS photo.

A 219,000-gallon water storage tank, part of the Town of Granada's water infrastructure, is located at the Amache site. NPS photo.

Although the landfill is located adjacent to the site, the viewshed from Amache is not heavily impacted by the presence of the landfill facility. Burning of trash in the open trench, when it occurs, does increase the visibility of the landfill on the landscape and may result in smoke or odor concerns at the site, depending upon wind conditions. The smoke and odor are threats to Amache's cultural landscape and visitor experience because this nonhistoric activity detracts from the site's ability to be a place of reflection.

Maintenance and upkeep of the water infrastructure and wells on-site is a potential threat to resources. Some improvements to the water infrastructure are planned in the near future, including a new 33,000-gallon water tank and associated waterlines. These pending improvements were reviewed by the Colorado State Historic Preservation Office and the NPS National Historic Landmark Program and determined to not threaten the historic resources of the camp. However, over time, the wells and other infrastructure would need to be replaced altogether, potentially impacting the site with new construction, drilling, and waterlines that may threaten the cultural and archeological resources at the site. Future needs of the water system infrastructure would be subjected to NPS review processes if the Amache site were to be designated a park unit.

A recently decommissioned water storage tank and a concrete water reservoir exist at the Amache site.

The small residential community of Hillcrest Homes is located along the Amache site's northeastern border. NPS photo.

The water storage tank is not a contributing part of the historic landscape, and if Amache were to be designated, the National Park Service should work with the Town of Granada to remove the tank prior to land acquisition. Infrastructure to be removed prior to NPS acquisition could be sold for scrap or reused by the town. The concrete water reservoir, also no longer in use, is original to Amache and designated as a contributing resource to the historic landscape. Access to the structure, which has a collapsing noncontributing roof, is currently controlled by a fence.

The utility corridor that contains the natural gas line also has visible power poles with suspended electric lines. Their presence negatively impacts the viewshed and historic landscape, though suspended electric lines were a part of the incarceration camp's historic infrastructure. If designated a park unit, the National Park Service could consider connecting the lines to the reconstructed and relocated historic buildings as needed while exploring options to mitigate impacts to the historic landscape.

Neighboring uses present some existing and potential threats to Amache's historic landscape. Among these is the small community along the northeastern border of the site called Hillcrest Homes. These homes, built around 1968, are not consistent with the historic context of the site.

The homes are a post-WWII addition to the landscape and are noticeable while on the site. The homes could confuse visitors, who may mistake them for structures associated with the site's history or detract from the visitor's ability to experience the vastness of the open plains (see "Land Ownership Patterns" above for a brief history of this development). Secondly, Prowers County does not have any zoning or land use restrictions in place on the lands that neighbor Amache, which are currently privately owned and predominantly rural or agricultural in nature. The lack of zoning raises the potential that surrounding land uses could change at any time. Development could contribute noise, traffic, and smells that would adversely affect visitor experiences, as well as diminish the sweeping views across open, largely undeveloped land.

Specifically, a proposal is before the Granada town council to annex 17 acres of neighboring land near the northeastern corner of Amache and sell it to an interested party to construct a meat packing and processing plant. The proposed facility would include a one-story metal building capable of processing approximately 50 cattle per week, with a maximum capacity of 100 cattle. The plant is anticipated to help boost the local economy by employing 25 to 30 people and producing specialty local beef products such as beef jerky. While the proposed location of the plant is adjacent to the Amache site, it is generally not visible from the Amache landscape due to the surrounding topography of the land. Nevertheless, the National Park Service should consider how the plant's operation may impact the visitor experience of Amache and its associated resources were the site to be designated a unit of the national park system.

Should Amache become a park unit, a potential increase in visitors to the site could have an impact on the site's resources. The readily visible archeology on the site is vulnerable to artifact collection, theft, and vandalism. The site has already been impacted by numerous known (and likely unknown) incidents of theft. The Amache site does not have a gate and is always open to the public. While the potential for these impacts may increase with designation, an increased presence of other visitors and NPS staff may also deter some of these illegal activities. Furthermore, with federal ownership of the site comes additional legal protection of archeological resources through the Archeological Resources Protection Act. The Prowers County sheriff, based 18 miles away in Lamar, is currently responsible for responding to law enforcement incidents that occur on-site, which are rare.

Development associated with an NPS unit such as visitor facilities or maintenance facilities would also have the potential to impact resources at Amache. Any ground disturbances associated with the construction of additional infrastructure would have the potential to impact archeological resources associated with the site's national significance. Additional archeological surveys, careful site planning, and compliance under the National Historic Preservation Act would be necessary to minimize any future impacts from projects undertaken by the National Park Service or projects connected to federal funding. Previous areas of disturbance do exist, however (including the rodeo ring and adjacent metal building) that could be less impactful areas for development.

Finally, the remains of the foundations and other features face threats from environmental factors, such as the sun, heat, cold, wind, and rain of the High Plains that may cause erosion, along with natural deterioration of the historic foundations that will continue to impact Amache's resources.

While several potential threats to resources are present at Amache, none of these threats or any of the previously occurring degradation are found to preclude the site from being feasible as a unit of the national park system. Therefore, the addition of Amache to the national park system is considered feasible under this factor.

### Economic and Socioeconomic Impacts

The 2019 National Park Service Visitor Spending Effects Report analyzes and presents an estimated amount of annual dollars that visitors spend in gateway economies. The model uses information from visitor survey data, visitation data, and regional economic multipliers to generate estimates for visitor spending and economic contributions, or the "value added" of each unit in the national park system. Value added refers to the incremental, or net, increase in economic output that can be attributed to a particular activity or the price of its final output minus the cost of its inputs. (The total of value added in a particular economy equals its gross domestic product.) In 2019, approximately 327 million national park visitors spent an estimated $21 billion dollars in local gateway communities. The economic benefits of national parks to local businesses are well established, as visitors to these areas directly affect sectors including lodging, restaurants, retail, recreation industries, and transportation.

Estimates of these impacts for several NPS units (Bent's Old Fort, Sand Creek, Minidoka, and Manzanar) that are roughly comparable in terms of location, community size, and significance were evaluated to assess the anticipated economic value added by visitation to Amache. Nearby NPS units such as Sand Creek Massacre National Historic Site and Bent's Old Fort received approximately 5,700 and 21,500 visitors, respectively, in 2019. Minidoka National Historic Site in Idaho, Manzanar National Historic Site in California, and Tule Lake National Monument in California recognize and interpret the incarceration of Japanese Americans during World War II. Currently, the only two sites that record visitation are Minidoka, which received about 13,500 visitors in 2019, and Manzanar, which received nearly 100,000 visitors. While these sites interpret a similar story to that at Amache, many of these units are located along well-traveled highways near some of the most visited national parks in the country.

In comparison, the High Plains region of Colorado historically receives relatively low levels of visitation. The annual value added for these sites in 2019 ranged from $45,000 to $7.3 million. However, it is important to note that Amache currently receives approximately 15,000 visitors annually and therefore, already contributes to the local economy. Consequently, unless visitation drastically increases, additional economic spending effects would likely be minimal to modest should Amache be designated as a unit of the national park system.

The establishment of a new NPS unit could also involve the construction of new visitor and administrative facilities. These construction activities would provide a modest and temporary economic benefit in the form of worker spending or local jobs. At Amache, however, facility construction would likely be minimal in comparison to other NPS units. A new park would also require staff to operate facilities and care for the grounds. Presumably, some employees could be sourced from the local area, though job creation would likely be minimal.

While the impact on the local economy is uncertain, potential new unit designation is not expected to result in negative economic impacts and would likely support and complement current socioeconomic activities within the region. Therefore, the addition of Amache to the national park system is considered feasible under this factor.

### Costs Associated with Acquisition, Development, and Operations

In a special resource study, analysis of feasibility provides an initial opportunity to understand the magnitude of the costs required for acquiring park lands and establishing operations. New units and additions require an investment of time and money to inventory and document resources; develop management or treatment plans for those resources; develop educational and interpretive materials; and develop and improve facilities for visitors and park operations, including facilities that would meet legislative requirements for accessibility.

The full costs to acquire and sustain the Amache site as a unit of the national park system would be affected by the level of visitation, requirements for resource preservation, future planning outcomes and the desired level of facility development. Although the details of Amache's costs as an NPS unit are unknown, generalizations can be made based upon knowledge of current management and through comparisons to similar units elsewhere in the National Park Service.

**Acquisition—**Costs for land acquisition would vary depending upon the final property boundary configuration and the level of existing development on the site. As the primary owner of Amache National Historic Landmark, the Town of Granada has expressed interest in donating the land to the National Park Service, pending further conversations with members of the town council. While some costs are associated with land donation, such as legal fees, title history work, subdividing, and transfer, these costs are viewed as negligible to the overall cost that would be incurred by the National Park Service to acquire and maintain the site. The National Park Service would request that the Town of Granada remove existing infrastructure that does not contribute to the historic landscape prior to acquisition.

In addition, payment in lieu of taxes would be considered should the unit be designated as part of the national park system. These are annual federal payments to local governments to help offset local property taxes due to the existence of nontaxable federal lands within boundaries. In 2020, Prowers County received $172 for 430 acres, roughly $1 for 2.5 acres.

Under these assumptions, the estimated payment in lieu of taxes (in 2020 dollars) were the site to be designated is approximately $237.

Consideration would also be given to any environmental studies and potential remediation that may need to be conducted at the site. For instance, the historic dump located within the NHL boundary is known to retain a high degree of historic integrity, is a contributing part of the National Historic Landmark, has high research value, and is culturally significant to Amache survivors and descendants. Before or upon acquisition of this land, the National Park Service may conduct an environmental survey and/or site assessment to identify possible contaminants and evaluate any environmental liabilities. Such an assessment and any necessary environmental remediation would have expenses.

Any future land acquisition would have to consider larger agencywide and regional priorities for purchasing new park lands. The establishment of a new national park unit by Congress does not guarantee funding or the purchase of lands, and any improvements would require further cost analysis and planning. If Congress were to designate a new park unit, there may be no immediate need to change existing land ownership. Any land that is considered for inclusion in a national park unit is anticipated to be acquired from willing sellers at fair market value or from willing donors. Changes to land ownership may occur in the future, while management of the site could be taken over by the National Park Service.

**Development (one-time facility development costs)**—Development costs of national park system additions vary widely, depending on existing and desired conditions and facilities. Comparable units to Amache, such as Tule Lake National Monument and Minidoka National Historic Site, have estimated one-time development costs ranging from $2.6 million to $13 million (in 2021 dollars).

Should Amache be designated as a unit of the national park system, planning would be undertaken to determine appropriate facility types and to balance types and levels of development with resource protection and visitor experience. Most initial development at the site would be preceded by these planning efforts. Nevertheless, some of the initial development projects for the Amache site, if designated, could be anticipated. These projects may include:

- formalized parking lots (potentially from gravel to paved) and associated accessibility improvements at intrasite destinations
- visitor comfort station
- maintenance space (possibility purchasing and refitting the steel building at the End of the Line Arena)
- environmental assessment at the historic dump
- utility lines to historic structures

Considering the nature of the study area's visible resources, rural location, relatively low anticipated visitation, and work of the Amache Preservation Society to maintain the site, one-time facility improvement costs would likely be low to modest. One-time development costs would range from $700,000 to $1.8 million (in 2021 dollars) over 10 years (table 1). These estimates were calculated based on comparable sites across the National Park Service (Minidoka National Historic Site and Tule Lake National Monument) and adjusted based on size of the proposed site and existing infrastructure at Amache. Costs for the removal of existing infrastructure are not included in the table because the National Park Service would encourage the Town of Granada to remove or sell the infrastructure prior to federal acquisition.

Any development of infrastructure would need to be carefully sited and designed, with the goal of preserving archeological resources and minimizing any impacts to cultural landscapes. Minimal new development at the Amache site, such as improvements to ensure adequate site access (accessible walkways and a parking area of sufficient size to accommodate expected visitation) would take time to fund and implement. Parking for oversized vehicles, such as buses operated by schools or organized tour groups, could also be considered. Interpretative materials and panels already exist due to the efforts of the Amache Preservation Society, but the National Park Service could consider working with Amache Preservation Society to update, redesign, or expand these opportunities to minimize costs.

Table 1. Cost Estimates for Initial Development Projects Were Amache to Be Designated

| Anticipated Initial Development Projects | Project Cost Estimate (Low) | Project Cost Estimate (High) |
|---|---|---|
| Formalize parking lots and associated accessibility improvements | $150,000 | $550,000 |
| Visitor comfort station | $300,000 | $500,000 |
| Maintenance space (potential reuse of rodeo building) | $100,000 | $500,000 |
| Conduct environmental study of the historic dump | $50,000 | $65,000 |
| Utility runs to historic reconstruction* | $100,000 | $250,000 |
| **Total (10-year)** | **$700,000** | **$1,865,000** |

*Electric only—needed at three buildings.

Specific visitor and operational facilities would be identified in a future management planning process for the unit. The cost of new developments at Amache would vary with the level of implementation but would likely be minimized due to the work and preservation that has been done to date. Because of current budget shortfalls and a servicewide effort to reduce spending on the construction, operation, and maintenance of new facilities, it is unlikely that the National Park Service would be able to implement many improvements in the near future solely with internal resources. However, the National Park Service could pursue implementation of these types of improvements through partnership efforts and should also consider costs associated with planning, such as a completing a general management plan, to inform decisions and park management of the site.

**Operations—**National park system unit operating costs vary widely, depending on the overall size, types and quantities of resources managed, number of visitors, level of programs offered, safety and security issues, and many other factors. In fiscal year (FY) 2021, annual operations and maintenance costs for comparable units such as Minidoka, Manzanar, and Sand Creek Massacre National Historic Sites ranged from $450,000 to $1.4 million. At a minimum, the operating costs of the Amache site would include grounds maintenance, utilities, communications, and other miscellaneous expenses. Operating costs would also include staffing but given the level of local commitment to the site, if a unit were to be designated there would be a variety of opportunities for partnerships that could include shared staffing and volunteer positions for operations.

Personnel would be required to design and deliver programming (e.g., interpretation, exhibits, special events), maintain facilities and grounds, perform administrative functions (budget, management, planning, and compliance), manage partnerships, and engage with local and national stakeholder communities. Law enforcement, as necessary, could continue to be provided by county sheriffs. Currently, regular maintenance work is carried out by the Amache Preservation Society, which has approximately eight student volunteers who assist with maintenance and operations.

Historical and archeological research and documentation meeting NPS cultural resource standards would likely occur in connection with site development, and these activities would incur additional costs. Existing archeological research has greatly expanded understanding and appreciation of Amache. Extensive archeological data exists on its structural remains, gardens, the historic dump, ponds and bridges, and material culture (personal artifacts of incarcerees and from administrative and/or military members). As an NPS unit, synthesizing this data into NPS systems and continuing research efforts to locate, protect, and preserve additional artifacts and features that support the site's historical significance would be needed. Given the nature of the resource, compliance and documentation efforts would be necessary before any ground-disturbing activities could begin and would constitute an additional expense incurred in association with any improvements.

Additional preservation measures associated with in situ archeological resources, visible foundations, and contributing structures on the site would also incur costs in the forms of staff time, one-time and cyclical maintenance activities, and construction activities of any protective installations.

Collectively, research and preservation activities could represent a significant cost associated with establishment of a new NPS unit, depending on the extent to which an existing partnership could be used. If the National Park Service relies exclusively on the site's existing partnership with the University of Denver, additional costs for archeological research and survey could be minimal.

Generally, the cost of research and preservation activities specifically for the unique archeological needs at Amache would be a sliding scale that could vary dramatically, from minimal financial expenditure to a figure approaching $100,000 over 20 years. This figure would depend on the ability to leverage the existing partnership with the University of Denver, continued collaboration with the Amache Preservation Society, and sharing staff and resources among nearby park units. The Amache site would also need a variety of other resource management and treatment plans and studies, including, but not limited to, a cultural landscape inventory and report, historic structure reports, and a scope of collections statement and other museum management documents. These documents would take time to prepare and require additional funding ranging from $500,000 to $800,000.

Table 2. Annual Operating Costs at Comparable Units of the National Park System*

| Unit of the National Park System | Annual Operating Costs (FY 2021 Enacted) |
|---|---|
| River Raisin National Battlefield Park, Michigan | $857,000 |
| Nicodemus National Historic Site, Kansas | $735,000 |
| Fort Union Trading Post National Historic Site, North Dakota | $917,000 |
| Knife River Indian Villages National Historic Site, North Dakota | $966,000 |
| Manzanar National Historic Site | $1,407,000 |
| Minidoka National Historic Site | $488,000 |
| Sand Creek Massacre National Historic Site | $896,000 |
| Waco Mammoth National Monument | $395,000 |

*Based on the 2021 NPS Park and Program table from the FY 2022 Green Book.

To estimate the potential costs of operating Amache as a new unit of the national park system, the National Park Service reviewed operations costs from comparable units and crosschecked those with an independent total cost of facility ownership (TCFO) estimate using the NPS Park Facility Management Division TCFO calculators for buildings and maintained landscapes. Comparable park units included Nicodemus National Historic Site, River Raisin National Battlefield Park, Knife River Indian Villages National Historic Site, Manzanar National Historic Site, Minidoka National Historic Site, Sand Creek Massacre National Historic Site, and Waco Mammoth National Monument (table 2). These sites have annual operating budgets ranging from approximately $400,000 to $1.4 million.

Annual budgets for comparable park units include staffing (including part-time and seasonal employees), as well as programming, maintenance, and administrative costs. The TCFO estimate for significant built features at the Amache National Historic Landmark was approximately $245,000 (table 3), which includes an independent estimate for the maintenance of 6 miles of on-site dirt roads and assumes that the new NPS unit would retain the rodeo building for an administrative or operational function. Road estimates were obtained based on comparable park units (Sand Creek Massacre National Historic Site and Bent's Old Fort National Historic Site) and information from the Federal Highway Administration.

Table 3. Total Cost of Facility Ownership Annual and 20-Year Costs for Amache*

| Asset | Estimated Annual TCFO of Significant Park Assets | Estimated 20-Year TCFO |
|---|---|---|
| Barrack building | $23,439 | $468,780 |
| Recreation hall | $17,325 | $346,500 |
| Water tower | $12,520 | $250,400 |
| Reconstructed guard tower | $972 | $19,431 |
| Rodeo building | $8,579 | $171,580 |
| Gravel parking lot | $800 | $16,000 |
| Gravel roads | $178,593 | $3,571,860 |
| Cemetery | $3,152 | $63,040 |
| **Total** | **$245,380** | **$4,907,591** |

*Based on the NPS Park Facility Management Division total cost of facility ownership (TCFO) calculator estimates + comparable park gravel road estimate.

Based on the information presented in table 3, the estimated park operating cost for Amache ranges from $200,000 to $4 million annually **in 2021 dollars**. Staffing requirements would depend upon the configuration of the Amache site once designated. These potential options are described in "Chapter 4: Proposed Management Alternatives." The anticipated annual operating budget, including the TCFO estimates and staffing estimates, ranges from $500,000 to $750,000 and is based on comparable park units. Across 20 years, the estimated total operating cost ranges from $10 to $12 million.

Overall, the estimated costs of acquisition, development, and operations associated with the Amache site would be low to moderate compared to comparable sites in the national park system. The Town of Granada has expressed an interest in donating the site to the National Park Service, which would minimize costs associated with acquisition. The Amache Preservation Society has done substantial work to preserve and maintain the site, resulting in only a slight need for additional development. The site currently accommodates visitation and could continue to do so. Lastly, while additional staffing would be needed for operations and maintenance of the site, collaboration and partnerships with stakeholders, such as the Amache Preservation Society and University of Denver, could reduce the staffing needs.

In summary, overall costs and budgetary considerations associated with acquisition, potential development, and operations of Amache are projected to be minor to moderate in comparison to the majority of NPS units and will add to the overall costs of the system but represent a manageable and worthy investment for the National Park Service. Therefore, the addition of Amache to the national park system is considered feasible under this factor.

### Conclusion: Summary of Feasibility Findings

The study area meets all the factors considered under the analysis of feasibility. The area is of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment. Current land ownership patterns, economic and socioeconomic impacts, and potential threats to the resources do not appear to preclude the study area from becoming a new unit of the national park system.

The area has extensive local and national support for inclusion of the study area within the national park system. There is public satisfaction with the current onsite visitor opportunities but an interest in expanding them and a desire to see permanent protection as an NPS unit. Costs would be associated with upgrading the limited visitor facilities to meet the standards the public expects to encounter at an NPS unit, and costs would be associated with maintaining the existing historic fabric and interpretive reconstructions at the site.

However, the costs associated with establishment, development, and long-term operation and maintenance of the study area as a new unit of the national park system are relatively low. Furthermore, an opportunity for further cost savings would be to use an umbrella management strategy, adding Amache to the High Plains Group, and continue a partnership with the University of Denver and the Amache Preservation Society.

Notably, the designation of a new unit in the national park system does not automatically guarantee that funding or staffing to administer that new unit would be appropriated by Congress. Any newly designated national park unit would have to compete with the more than 400 existing park units for limited funding and resources within a current fiscally constrained environment.

As evidenced by the National Park Service current maintenance backlog, the agency has greater demands for cyclic and recurring maintenance than the funding that is currently available. The addition of the Amache site to the national park system would likely further dilute these funds; therefore, the feasibility of the National Park Service serving as the managing entity for the site as a unit into the national park system is dependent on NPS fund source managers' ability to prioritize cyclic and recurring maintenance projects to meet the requirements of the facilities within this potential new unit. Considering the NPS maintenance backlog, potential options to engage in partnerships may provide opportunities for shared operating responsibility and resources.

The study area could be effectively administered by the National Park Service at a reasonable cost, depending on fund source availability.

Evaluated under the feasibility criterion, costs and budgetary feasibility associated with the potential acquisition, one-time facility development and improvements, and long-term operations of the Amache site appear to be feasible, even considering the current deferred maintenance backlog and budgetary challenges facing the National Park Service. This study concludes that Criterion 3 – Feasibility is met.

## EVALUATION OF THE NEED FOR DIRECT NPS MANAGEMENT

In this section, management by public and private entities is evaluated to determine if these entities can effectively and efficiently provide long-term resource protection and visitor services or if direct NPS management is the clearly superior option.

In the context of a special resource study, "direct NPS management" means the National Park Service owns or manages lands within an authorized park boundary and has lead responsibility for park operations, resource protection, and visitor services. This level of management provides NPS sites with a dual mandate of resource preservation while providing opportunities for visitor experiences. "Clearly superior" is understood to mean that the National Park Service could provide optimal resource protection and visitor opportunities when compared to current management or other management scenarios.

If other entities can provide an equivalent or superior level of resource protection and visitor services, the National Park Service would recommend that they assume the lead management role.

### Summary of Existing Management

As discussed above, most of the Amache site is owned by the Town of Granada. In 2012, the town granted a 99-year preservation easement to the Amache Preservation Society (APS) to protect Amache and maintain the area as a publicly accessible historic site. The University of Denver Amache Research Project has conducted an archeological field school at Amache since 2008 and has provided technical assistance to the Amache Preservation Society in managing their collections. The Town of Granada has received technical and financial assistance from the NPS Heritage Partnerships Program for projects at the National Historic Landmark. The Japanese American Confinement Sites (JACS) grant program has also provided funding for projects to preserve and interpret Amache. A large stakeholder community, including many survivors and descendants of Amache, is also involved in the preservation of the site.

The following paragraphs describe the individual organizations and their management roles of the site in more detail.

#### *Town of Granada*

While the Town of Granada owns the land and improvements at the Amache site, the municipal government's role in the management of the historic aspects of the site is limited to granting permission and providing support for projects, as well as sharing equipment and resources with the Amache Preservation Society. Most of the town's management of the historic landscape is completed by partners as described in this study. The town's primary involvement in the Amache site is in the operation of the water infrastructure and the landfill facility, as well as occasional use or renting of the public building at the End of the Line Arena.

#### *The Amache Preservation Society*

The Amache Preservation Society is a Granada-based organization led by local teacher, principal, and school administrator John Hopper. Since 1990, Mr. Hopper and his student volunteers have been actively engaged in the preservation of Amache. The Amache Preservation Society maintains and preserves the physical site of Amache, conducts research on the site and its incarceration history, and interprets and shares the story of Japanese American incarceration during World War II with the public. The 99-year preservation easement granted to the Amache Preservation Society in 2012 represented a formalization of operational reality, as the society has had the lead role in preservation of Amache for the past three decades. The easement was granted to ensure site preservation regardless of organizational leadership changes.

The Amache Preservation Society work at the site includes routine maintenance, site improvements, and interpretation. All regular maintenance work that takes place at Amache is coordinated by the Amache Preservation Society and carried out by volunteers. Maintenance work includes mowing, cleaning, and road maintenance. Site improvements that the Amache Preservation Society has spearheaded include the reconstruction of the barracks, which was built to resemble the original barracks as closely as possible. The Amache Preservation Society also coordinated the reconstruction of one of the eight historic guard towers, a reconstruction of the iconic Amache water tower (using some of the original historic fabric of the tank found on a local farm through the efforts of student research), and the relocation and restoration of a historic recreation hall to its original location. The Amache Preservation Society maintains and developed the commemorative landscape at the Amache cemetery, and it is responsible for placing the NHL plaque on the landscape along with the picnic tables, walking trail, and the honor roll exhibit at the site entrance. Interpretation work includes developing the content and placing interpretive panels at the site, developing the driving audio tour, and leading tours of the site.

The Amache Preservation Society also established and now maintains the Amache Museum and the collections facility within the town of Granada. Having been formerly located in a smaller building adjacent to the current facility, the museum relocated to a 4,800-square-foot climate-controlled building (a former bank) after it was donated by TBK Bank to the Granada School District in 2019.

The Amache Preservation Society collections include 1,474 items, many from former incarcerees and their family members, that preserve the stories and history of Amache. Many of these items are on display at the museum, while others are in storage at the museum or in temporary storage at adjacent facilities, including the former Amache Museum and the town firehouse building. Ultimately, the entire collection will be relocated for storage at the new museum. The museum is the initial contact point for visitors to Amache and includes exhibits, a gift shop, a library, office space, dedicated museum storage rooms and compactor shelves, restrooms, conference room, and kitchen. In addition to maintaining the museum facility and collections, the Amache Preservation Society student volunteers give tours of the museum (open six days a week during summer and by request during the school year).

In any given semester, eight student volunteers assist with maintenance work and operations of the Amache site and the museum. The APS budget varies on a yearly basis, depending on grants and donations received, as well as revenue from the Amache Museum gift shop, which typically brings in around $5,000 to $10,000 per year. The budget for 2021 was approximately $120,000.

During the civic engagement period, commenters clearly stated that the incredible work of the Amache Preservation Society is highly valued and appreciated. The work of Amache Preservation Society has also been instrumental in shaping attitudes and perceptions of Amache within the local community.

Due to its important role in the community, continued involvement of the Amache Preservation Society in stewardship of Amache would be crucial if it is designated a unit of the national park system. Furthermore, the museum currently serves the function of a visitor center and initial visitor contact point for the Amache site, and the Amache Museum collection is the property of the Amache Preservation Society and inseparable from the history and understanding of the Amache experience. If the National Historic Landmark were to be designated as a unit of the National Park Service, the museum collection would not convey with the property, and the National Park Service would need to work with the Amache Preservation Society to ensure the collection's preservation and availability to researchers and the public.

### *Colorado Preservation, Inc.*

Colorado Preservation, Inc. is a 501(c)3 nonprofit organization that was founded in 1984. The organization collaborates with leaders across local and county governments to promote the preservation of historic places within Colorado. In addition, the organization assists with education, outreach, and preservation services to communities and individuals. It is Colorado's only statewide grassroots preservation organization.

Colorado Preservation, Inc. has been the primary recipient of Japanese American Confinement Sites grants from the National Park Service and has partnered frequently with Amache Preservation Society to use the funds for preservation.

In 2010, Colorado Preservation, Inc. received funding to complete a building stock and inventory report that identified opportunities for historic building relocation, restoration, and reconstruction projects for Amache. In 2013, the organization received an NPS JACS grant to create materials and podcasting tools for the driving tour that now exists at the site. Their facilitation of these projects and dedicated partnership with the Amache Preservation Society has been instrumental in supporting the preservation of Amache's resources.

### *University of Denver Amache Research Project*

The University of Denver has been involved in research and stewardship of Amache since 2008. That year, Dr. Bonnie Clark, professor of anthropology, began the DU Amache Research Project. Since initiation, Dr. Clark and her students have conducted six archeological field schools (typically occurring every other summer) and provide ongoing technical assistance to the Amache Preservation Society. The DU Amache Research Project is focused on long-term, community-based research.

The field school typically lasts for about a month and consists of archeological research at the Amache site and supporting collections management and interpretation at the museum. The field school concludes with an open house in which Dr. Clark and her students share results of the field school with Amache survivors and descendants as well as the public. The open house provides a chance for people to learn about Amache's archeology, take individualized tours of the site, participate in activities at the museum, and socialize.

Today, approximately 10,000 artifacts collected through the field schools are stored at the University of Denver. Although these items are curated at the university, they are owned by the Town of Granada. Like the collection owned by the Amache Preservation Society, these materials are a part of the significance of the site but would not become federal property upon designation of an Amache NPS unit. Outside of the field school, the Amache Research Project shares its findings in many ways, including an annual newsletter, public talks, museum exhibits, professional presentations and publications, media interviews, and through posts to the group's Facebook page.

### *National Park Service*

Amache is recognized as a National Historic Landmark and is identified in its nomination as "an outstanding example of a World War II relocation center" due to the high quality of the site's physical integrity. The NHL program—which oversees the almost 2,600 properties designated National Historic Landmarks by the Secretary of the Interior—is administered by the National Park Service and works to preserve the stories of nationally important historic events, places, and people by helping protect the historic character of National Historic Landmarks. Program representatives monitor the condition of NHL properties and can provide technical assistance to interested NHL owners and information on a variety of preservation subjects. The NHL program reviews federal undertakings as part of their responsibilities under section 106 of the National Historic Preservation Act and may suggest actions to avoid, minimize, or mitigate damage to National Historic Landmarks.

Amache has been part of the NHL program since 2006 and receives this level of federal monitoring and protection. Additional benefits of the NHL program include access to NPS expertise and funding opportunities. National Historic Landmark owners are also encouraged to apply for grants, tax credits, and other state and federal funding opportunities available through the program to maintain the site's historic character.

Amache has also been supported by the NPS JACS grant program. Over the past decade, the JACS grant program has provided more than $1.5 million in grants to preserve and interpret the Amache site and its history. Projects supported by the grants include the guard tower reconstruction, water tower reconstruction/restoration, barrack reconstruction, visitor interpretation improvements, digital documentation, the recreation hall relocation/restoration, and several others. Most of these grants have been awarded to Colorado Preservation, Inc., who has in turn worked with the Amache Preservation Society and other partners in the Amache community on project execution.

### *Amache Community (Friends of Amache, Amache Historical Society, Amache Historical Society II, Amache Alliance, Amache Club)*

The Amache community comprises those who lived at Amache, their descendants, and others in the Japanese American community. The community is loosely organized into several different organizations that have significantly contributed to preservation of the site, some of which are no longer in operation or have transitioned roles to other groups.

The first of these organizations is Friends of Amache, which served as an umbrella, coordinating organization for Amache site preservation, interpretation, and management. The Amache Historical Society consists of a group of Amache survivors based in California. The society is a major fundraiser for Amache projects and serves as an overall resource regarding historical interpretation, planning, and development. The Amache Historical Society II was started by a group of Amache Sansei and Yonsei (third and fourth generation) descendants. As some members have retired, the group has transitioned to form the Amache Alliance, a nonprofit 501(c)(3) organization that is continuing the work of the Amache Historical Society II, with a mission to preserve the Amache site, educate about Amache's history and legacy by gathering survivors' stories, communicate via the amache.org website, and support the Amache Preservation Society with maintenance of the Amache site and museum. The Amache Club focuses on preserving Amache history and the incarceration experience through historical research and documentation collection.

The above groups coordinate an annual pilgrimage to Amache to gather and remember. This pilgrimage has taken place each year since 1975, traditionally on the Saturday before Memorial Day weekend. The pilgrimage occurred virtually in 2021 due to the COVID-19 pandemic. While the list of Amache community organizations is impressive, several community members shared during civic engagement that this list can be misleading, as it is actually composed of a small, grassroots group of individuals who are involved under the guise of the various organizations. This list is not inclusive of all Japanese American community organizations and individuals that have contributed to and supported Amache.

## Potential Management Frameworks

Several options were considered for future management of the site, including management by the existing partners, management by state or local agencies, designation as a national heritage area, and designation as an NPS affiliated area.

### *Continued Management by Existing Site Partners*

As mentioned, the Amache Preservation Society maintains the Amache site and has been instrumental in the area's preservation and interpretation. In the summer season, when school is out of session, volunteer students staff the museum in town and welcome visitors, providing tours as requested. During the school year, the museum is open by appointment only and tours may be scheduled in advance outside of school hours.

Alternatively, visitors not seeking a tour may access Amache on their own. At the museum, students maintain the building, catalog collections, and staff the gift shop. In addition to maintaining the museum, other responsibilities of the Amache Preservation Society include:

- publishing and distributing the Amache newsletter monthly during the school year
- assisting with archeological digs
- participating in cultural programs (e.g., trips to Japan)
- conducting historic research, such as interviewing former incarcerees
- presenting to other high schools, colleges, clubs, and organizations
- attending annual pilgrimages
- writing grants for research

While the Amache Preservation Society has successfully preserved the site and partnered with Colorado Preservation, Inc. and the University of Denver to receive funding for building restoration, interpretive kiosks, archeological work, and some maintenance, it may prove difficult to raise funding for larger efforts, such as visitor amenities (e.g., restrooms). Because the Amache Preservation Society lacks dedicated funding and staff members, fulfilling the organization's impressive list of responsibilities is dictated by what John Hopper and his student volunteers are feasibly able to accomplish.

Mr. Hopper, in addition to leading the Amache Preservation Society, serves as the high school's principal, teaches college courses, and has other obligations outside of Amache.

During public outreach, commenters expressed their gratitude and appreciation for Mr. Hopper and his students, who have worked diligently over the years to protect, interpret, and expand awareness of the Amache and its history. However, many commenters stated the need for a steady source of income and dedicated staffing to ensure long-term resource protection and interpretation. Direct NPS management could relieve the Amache Preservation Society of some of its responsibilities, while identifying partnerships and agreements that promote collaboration and keep the Amache Preservation Society engaged in their educational and preservation mission.

### *Management by State or Local Government Agencies*

For preservation and archeology, the State Historic Preservation Office administers the national historic preservation program for the state. In Colorado, the program is managed by History Colorado, a 501(c)(3) organization that is an agency under Colorado's Department of Higher Education. In FY 2020 (June 2019 – June 2020), History Colorado earned approximately $30 million in revenue through a mixture of sources that include museums, gift shop sales, memberships, and primarily through state and federal grants. Expenses during this same year were nearly equal, with funds primarily spent on operating expenses and preservation services.

The organization recorded a net surplus of $83,000 in FY 2020 (History Colorado 2021).

The State Historical Fund, administered by History Colorado, is used to fund historic preservation projects throughout Colorado. In recent years, applicants, including University of Denver, Colorado Preservation, Inc., and the Town of Granada, have received grants to conduct restoration or contribute to the archeological field school (History Colorado 2020). Some of these grants may have served as matching grants for the NPS JACS grant program. Since the State Historical Fund's inception, Prowers County has received between $2 million and $3 million in grants. Given Amache's status as a National Historic Landmark and its significant archeological resources, History Colorado and associated programs have helped to preserve Amache's history in partnership with the Amache Preservation Society. While coordination between History Colorado and the State Historic Preservation Office have been beneficial to Amache's preservation, neither state nor local governments have the capacity to undertake capital projects. In 2020, Prowers County estimated expenditures at $31 million, which exceeded the estimated revenue amount of $30 million (Prowers County 2019).

While state and local government agencies have actively partnered with the Amache Preservation Society to preserve resources, these agencies do not have feasible management frameworks to provide long-term preservation and interpretation of Amache's resources. Furthermore, no state or local agency has expressed interest in acquiring the site.

Therefore, NPS management of Amache would be superior to management by state or local governments and the site's current partnership with History Colorado could be maintained.

### *NPS Affiliated Area or National Heritage Area/Indirect NPS Management*

Amache was considered for inclusion in NPS partnership programs that allow for continuing management by the Amache Preservation Society. These partnerships include the National Heritage Area (NHA) program and as an NPS affiliated area. Both options offer the site NPS brand recognition, as well as some technical or financial assistance from the National Park Service, without direct NPS management. Dedicated staff under NPS management could enhance resource protection, support landscape and asset maintenance, and expand research, interpretation, and visitor opportunities.

**National Heritage Area—**National heritage areas are designated by Congress as places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. Individual sites are managed independently within a regional framework of related sites but benefit from NPS brand recognition, as well as opportunities for technical support or financial aid from the National Park Service through the NHA program.

Colorado currently has three national heritage areas: Cache La Poudre River (Larimer County), Sangre de Cristo (Alamosa, Conejos, and Costilla Counties), and South Park (Park County).

Due to the distance from other national heritage areas within the state, Amache would need to be designated as a unique heritage area for inclusion into the program. National heritage areas are lived-in landscapes that use a grassroots community-driven approach to promote resource preservation, recreation, and heritage tourism. National heritage areas are based in a shared and lived culture tied to a geographic landscape. A national heritage area designation is not appropriate for the Amache site because of its individual, site-specific, uniqueness in Colorado and the need for long-term preservation of the site.

**NPS Affiliated Area—**NPS affiliated areas preserve and manage properties outside the national park system that are linked in importance and purpose to the larger system. These related areas are established by Congress or through administrative action of the Secretary of the Interior under the authority of the Historic Sites Act of 1935; however, unlike most units of the national park system, these sites are not federally owned or directly managed by the National Park Service. The role of the National Park Service in the management and administration of affiliated areas is typically outlined in the designation legislation or Secretarial action, as well as documented in a formal agreement, and vary from strong partnerships with NPS staffing to occasional programmatic assistance.

Federal funding for affiliated areas is determined on a case-by-case basis. Affiliated areas established through legislative means may receive base funding for staffing and/or interpretation and operations through the US Department of the Interior, similar to federally owned and managed units of the national park system.

Areas established through administrative action may only receive direct federal funding if Congress specifically appropriates funding for that site. Other affiliated areas receive no federal funding; their primary connection to the National Park Service is through technical assistance.

The paths used to create affiliated areas are as varied as their receipt of federal funding. Thus far, 25 existing affiliated areas have been primarily established legislatively, while some have been established through administrative action. These sites were designated with varying titles, including 9 national historic sites, 4 national memorials, and 12 sites with other unique titles. In some cases, affiliated areas may be designated after the completion of a special resource study, as was the case for Thomas Cole National Historic Site in 1991. Furthermore, affiliated areas may be redesignated as a unit of the national park system. Such was the case for Port Chicago Naval Magazine National Memorial and Belmont-Paul Women's Equity National Monument, which were redesignated as NPS units in 2009 and 2016, respectively. Most recently, Parker's Crossroads Battlefield in Tennessee was established as an affiliated area by Public Law 116-9 in 2019.

To be eligible for affiliated area status, NPS *Management Policies 2006* guidelines state the potential area's resources must:

1. meet the same standards for significance and suitability that apply to units of the national park system;

2. require some special recognition or technical assistance beyond what is available through existing NPS programs;

3. be managed in accordance with the policies and standards that apply to units of the national park system; and

4. be assured of sustained resource protection, as documented in a formal agreement between the park service and the nonfederal management entity.

This special resource study has determined that Amache is significant and is considered suitable for inclusion in the national park system and thereby meets the first two eligibility criteria for affiliated areas. In many ways, Amache has been operating similarly to an affiliated area in recent years. Management has primarily been led by a nonfederal entity, the Amache Preservation Society, which has received technical and funding assistance from the National Park Service to ensure preservation of the site's significance. However, a primary difference is that the site has not received the brand recognition and public awareness that is associated with being affiliated with the National Park Service.

While past management and preservation of the site's resources have been in accordance with standards of the national park system, this study does not recommend designating the site as an affiliated area due to the site's significance and need for long-term preservation and sustained resource protection. Affiliated areas typically operate under agreements between a nonfederal entity and the National Park Service and are nationally significant and meet the suitability criterion.

An affiliated area designation is not recommended because there has been an identified need for direct NPS management to offer visitor facilities, experiences, and preservation of resources that meet NPS standards and comply with federal regulations.

### *Direct Management by the National Park Service*

Under this potential management framework, Congress would establish the Amache National Historic Site as a new unit of the national park system. In collaboration with partners, such as the Amache Preservation Society, the National Park Service would preserve the site and interpret the incarceration of Japanese Americans forcibly removed to Granada, Colorado, during World War II. The site could be added to the High Plains Group of the National Park Service, which includes three other units: Sand Creek Massacre National Historic Site (Colorado), Bent's Old Fort National Historic Site (Colorado), and the Capulin Volcano National Monument (New Mexico). Given the need for long-term preservation of the site's archeological and cultural resources to maintain the site's integrity and provide interpretation of these resources, the National Park Service has determined that there is a need for direct NPS management.

### Conclusion: Summary of Need for Direct NPS Management Findings

Direct NPS management of the Amache site, in partnership with others, offers the greatest potential for sustained resource protection and broad interpretive offerings of the stories and resources associated with the Amache experience and incarceration of Japanese Americans during World War II. While the site currently receives technical support through the National Historic Landmark Program and has benefited from donations and financial support awarded through various grant programs, lack of dedicated staffing and funding under current management by the Amache Preservation Society does not guarantee long-term preservation of the site. Because the Amache Preservation Society is a volunteer-run organization composed primarily of high school students, frequent turnover in membership occurs, and the organization's activities are limited by what members are feasibly able to accomplish in their free time. Therefore, under NPS management and through the proposed efficient and effective alternative, the agency could expand resource protection and ensure long-term preservation of the Amache site. This study concludes that Criterion 4 – Need for Direct National Park Service Management is met.

# Chapter 4: Proposed Management Alternative

The most efficient and effective way to protect the significant resources of Amache and provide for visitor experiences and interpretation is through direct NPS management. A proposed management alternative—based on the feasibility analysis—was developed to identify the most efficient and effective way to protect significant resources and provide opportunities for the public to experience the site. The management alternative also considers costs of anticipated capital improvement projects and funding for operations and maintenance. The most effective and efficient management alternative is proposed below. Future planning efforts such as a foundation document and a general management plan would provide further detail.

## DEFINITION

Amache is proposed for designation as a national historic site. A national historic site usually contains a single historic 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 incarceration of Japanese Americans during World War II.

## PROPOSED AREA

The proposed Amache National Historic Site would initially total approximately 481 acres, with language in the enabling legislation to allow for potential boundary expansion that aligns with the NHL boundary (593 acres). The proposed unit, including the historic network of roads, barrack foundations, reconstructed and historic structures, cemetery, historic dump, and the interpretive panels located throughout the site, may be acquired by a potential donation from the Town of Granada or through a purchase transaction.

Currently, the Amache site includes four water wells, three of which are in operation, as well as a storage tank and chlorination filtration system.

All active wells and water infrastructure in use are maintained by the Town of Granada, which would need to continue operations of the wells and any future water system improvements or additions. Water rights and water infrastructure would remain under ownership of the Town of Granada, which would meter and bill the National Park Service as a water customer.

## MANAGEMENT

The National Park Service would have direct management responsibility for the Amache National Historic Site, including: (1) interpretation and education associated with Amache and its resources, as well as the development of interpretive media and programs; (2) preservation and resource management of the historic site; and (3) operational facilities and infrastructure such as roads, restrooms, and trails. The agency would continue to work with the Amache Preservation Society for future site management and to ensure members of the Amache Preservation Society remain engaged in their educational and preservation mission. In addition, the National Park Service would seek to maintain the existing partnership with the University of Denver to inform future management and data collection, as well as support continued archeological research and documentation.

## RESOURCE PROTECTION

National Park Service staff would protect and preserve resources related to Amache. Federal laws and NPS management policies would guide resource protection and preservation, and a subsequent general management plan would further guide appropriate historic preservation documentation and treatments. As described in further detail throughout this report, opportunities to partner with local institutions and organizations to protect resources are plentiful.

## VISITOR EXPERIENCE

Under NPS management, visitors would have similar opportunities to experience Amache as they do now with potential for improvements, additional interpretation, and expanded access. Visitors would have the opportunity to learn about the history of Japanese American World War II incarceration, civil liberties, and unique aspects of Amache's history, such as the significance of the relationship between the Town of Granada and the people who were incarcerated at Amache, through 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 Amache and related sites without physically visiting them. Programs could be provided by NPS rangers, partners, and volunteers. Information could be presented in multiple languages.

## PARTNERSHIPS

As mentioned throughout this report, other entities have done significant work to preserve resources, collect data, document, and interpret the Amache site and the larger network of sites associated with the history of Japanese American World War II incarceration. The National Park Service would seek to maintain these partnerships for future management of the Amache NPS unit. In addition, the National Park Service would explore, develop, and maintain new partnerships for the preservation and interpretation of Amache and related sites.

The Amache National Historic Site would have substantial opportunities for partnerships with public agencies, educational institutions, nonprofit entities, and individuals. Potential partnership projects are numerous and could include the development of educational programs; the 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, operations, and maintenance.

Of particular importance would be a partnership with the Amache Preservation Society for ensuring the protection, preservation, and public access to the Amache Museum and its collection. Designation as a national historic site would not change the ownership of the Amache Museum collection.

The materials curated at the Amache Museum would remain the property and responsibility of the Amache Preservation Society, and the archeological materials curated at the University of Denver would remain the property of the Town of Granada. These collections are fundamental to the significance of the Amache site and are considered inseparable from the resource by its stakeholders. The materials owned by the Amache Preservation Society are available for public access at the Amache Museum in Granada, and the building currently serves as the primary initial contact point for visitors seeking to explore Amache. Like the collections, ownership of the museum would not transfer to the federal government because of designation. A robust partnership with the Amache Preservation Society that ensures the protection of the museum collection and leverages the facilities and space at the Amache Museum for office space, exhibits, and visitor contact and orientation would be an initial and potentially lasting arrangement for an Amache NPS unit. Should a future arrangement with the Amache Preservation Society and/or the Town of Granada involve an ownership transfer of museum collections to the National Park Service, investments may be necessary (by partners or the National Park Service) to ensure that museum facilities and staff meet NPS and American Alliance of Museums standards.

## TECHNICAL ASSISTANCE

The National Park Service would continue working with involved partners and stakeholders such as University of Denver and the Amache Preservation Society. As a new unit of the national park system, the Amache site would not be eligible to receive direct funds from the NPS JACS grant program, partner organizations and key stakeholders could receive grants from this program and continue to support Amache. In addition, the National Park Service could work cooperatively with members of the Japanese American community, partner organizations, and other comparable NPS units to explore opportunities for interpretation and/or preservation.

## STAFFING

The Amache NPS unit would be managed under the administrative "umbrella" of the National Park Service High Plains Group (currently Bent's Old Fort National Historic Site, Sand Creek Massacre National Historic Site, and Capulin Volcano National Monument), given its proximity. This arrangement would provide cost-saving benefits of shared space, equipment, and staff, as well as the benefit of a full complement of park managers available to Amache on day one. Although an increase in NPS personnel would be required in any scenario involving direct NPS management, such an arrangement could reduce the number of administrative, resource, and maintenance personnel ultimately needed to support operations at the Amache site. However, long-term management of the site would require additional staff as funding became available and NPS programs are developed over time.

Management planning would identify priorities, management emphases, and required staffing for a 15–20-year time frame. 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 specifically to serve the Amache site:

- site manager
- cultural resource specialist
- interpretive specialist
- interpretive ranger and/or volunteer coordinator
- maintenance staff (1–2 employees)
- vegetation management technician (seasonal)

Other positions may be permanent, temporary, or seasonal and could include additional staff shared by all the High Plains Group units. These positions could assist with the increased managerial responsibilities brought by the addition of the Amache unit—responsibilities that would initially be absorbed by regional office support. These positions could include law enforcement staff, a curator, archivist/oral historian, archeologist, partnership coordinator, or others. Curatorial support would become a significant need for the High Plains Group if future planning efforts resulted in transfers of the existing museum collections from the Amache Preservation Society and the Town of Granada and eventually important in managing new collections generated after the Amache unit is established. In addition, partner organizations could provide staff or volunteers, with types and numbers dependent upon the functions needed.

## OPERATIONAL AND VISITOR FACILITIES

Comprehensive management planning would guide the development of facilities for the Amache NPS unit. Facilities would be needed to support public access, circulation, orientation, and learning about the history of incarceration in Granada, Colorado. The Amache Preservation Society, which has been actively engaged in the preservation of Amache since 1990, has worked with partners to complete significant projects to restore the landscape and conduct regular maintenance to preserve and maintain access to the site. Due to the collective work of the Amache Preservation Society, Colorado Preservation, Inc., and other individuals and preservation organizations, the Amache site now features four reconstructed and/or restored structures, interpretive panels, commemorative monuments, and a maintained landscape at the historic cemetery. Therefore, additional construction of facilities would likely be minimal.

The current entrance to the site is easy to miss from the road and would likely be improved to ensure it catches visitors' attention. Currently, the site has no gate between the adjacent land and Amache; therefore, a gate would be constructed to welcome visitors. The parking lot and interpretive panels could continue to serve as a welcome and staging area for visitors. The interpretive signs and short trail provide an overview of the site and the resources visitors can experience while visiting Amache. Implementation planning would explore opportunities for persons of all abilities to access and experience Amache.

The National Park Service would need to maintain gravel roads, which is now an ongoing task completed by the Amache Preservation Society. The maintenance also includes mowing along the roadside and removing objects from roads, such as the occasional fallen tree. Prowers County has been known to occasionally provide pro bono assistance if roads in Amache are in exceptionally bad shape, which happens rarely. Implementation planning for the site may consider road improvements, such as additional park and turnaround areas for buses.

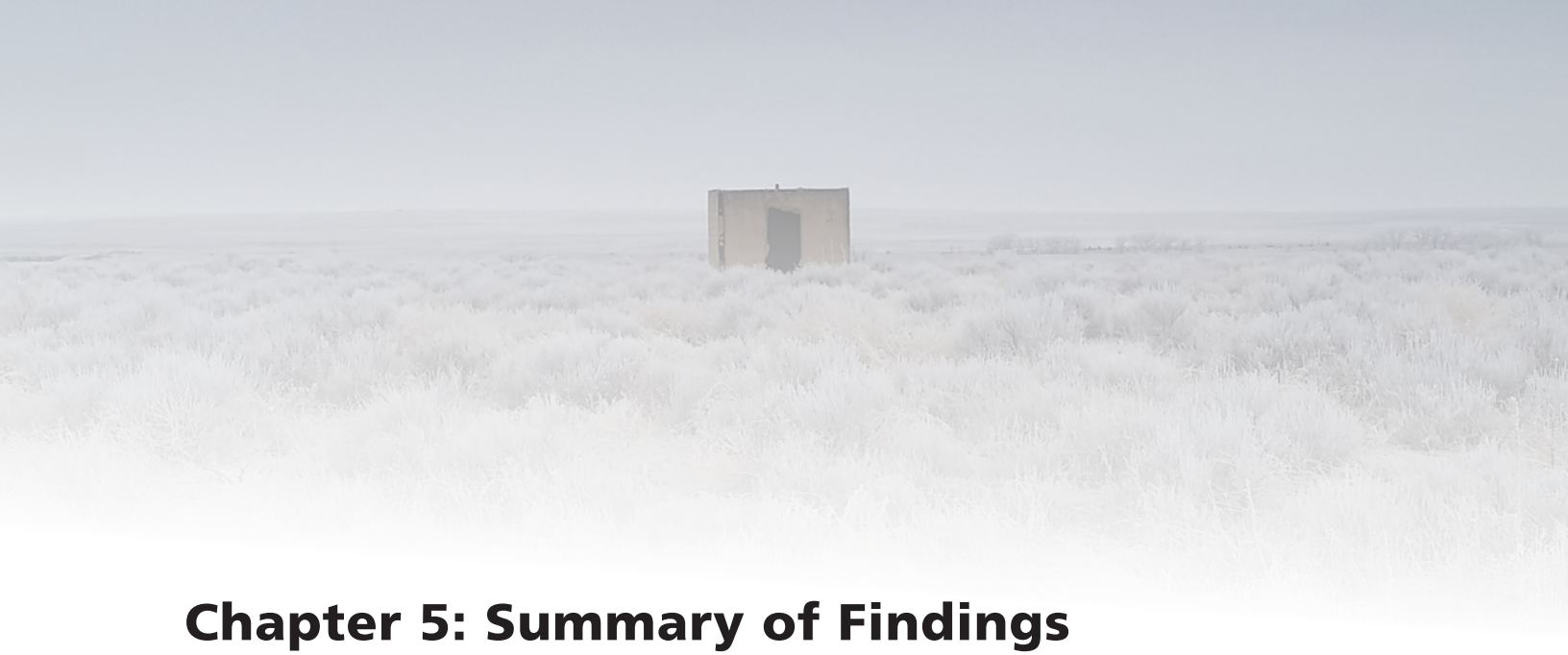
National Park Service management of an Amache unit would be funded through federal appropriations as part of the annual NPS budget and through potential partners and grants. The site could share administrative, visitor, and operational facilities with the High Plains Group of the National Park Service or partner entities. Nonfederal entities would continue to be eligible for grants through the NPS JACS grant program for preservation, interpretation, and documentation projects associated with the Amache site.

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 site could be expected to be $500,000 to $750,000 when the site is fully operational. This study does not assume that establishment of a new park will result in immediate funding, and even upon authorization of a new unit, NPS operations would not begin immediately. Planning and developing the site would take many years, and NPS operating budgets would begin well below the fully operational amount.

The estimated operational budget would primarily fund NPS staff, programs, operations and management expenses for existing resources and facilities, and outreach. Specific costs would be reevaluated in subsequent, more detailed planning for the unit. Planning would consider facility and site design, detailed identification of resource protection needs, and changing visitor expectations. Actual costs to the National Park Service would vary, depending on timing and implementation and contributions by partners and volunteers. The long-range financial needs of an Amache NPS unit are not assumed to rely solely upon federally appropriated funds. A variety of other public and private funding sources could be sought by the National Park Service 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 initially developing a new unit may prove to be less expensive if donated materials, labor, and other support can be secured.

Completion and transmittal of the study does not guarantee establishment of a unit of the national park system or future funding for any NPS actions at Amache. Even if a unit is established, while new NPS units share common elements, each NPS unit is different and requires a distinct organizational structure. The organizational structure may be influenced by the NPS unit's enabling legislation or proclamation, its size, the scope of the resources, scope and delivery of public programming, and its geographic location.

National Park Service units are not considered "operational" (e.g., prepared to welcome visitors, preserve resources, and provide programming and services on a regular basis) until they receive an operating appropriation from Congress, which could take years.



# Chapter 5: Summary of Findings

Based on the analysis in this special resource study, the National Park Service concludes that Amache qualifies for inclusion in the national park system. The study area meets all the established criteria for new NPS units.

**National Significance**—As a designated National Historic Landmark, the Amache site possesses cultural resources that are nationally significant and meet this criterion for inclusion in the national park system. In the years since the NHL designation, preservation efforts and extensive archeological research have enhanced the understanding and appreciation of the site's national significance. The study area meets this criterion for inclusion in the national park system.

**Suitability**—The Amache site depicts a distinct and important aspect of US history associated with civil liberties in times of conflict. Among the WWII Japanese American incarceration sites, Amache is one of the most physically intact, retaining visible archeological remnants of the incarceration camp.

The site also expands the representation and WWII incarceration history in the National Park Service beyond the West Coast and provides opportunity to more adequately interpret this nationwide history. Amache represents a resource that is not already adequately represented in the national park system or protected for public enjoyment by another federal, state, local, nonprofit, or private entity. The study area meets this criterion for inclusion in the national park system.

**Feasibility**—This study concludes that the Amache site could feasibly be managed as a unit of the national park system. Although funding for the operation and management of existing units of the National Park Service is a challenge, this site is comparable to existing units, with relatively low costs of operations. Minor acquisition costs and low initial one-time development costs are anticipated. Threats to the resources at Amache are small, and the National Park Service can manage and mitigate these threats.

The historic dump at Amache contributes to the site's significance, and therefore, it is imperative that this site is included in the proposed boundary. An environmental assessment should be conducted following legislation.

The current landfill operation is an incompatible use within a potential NPS unit, and it is an environmental and financial liability that the National Park Service may not be able to mitigate; therefore, the area is excluded from the proposed boundary at this time. However, the enabling legislation should include the northwest corner of the National Historic Landmark as a potential boundary modification should the landfill operation cease and environmental evaluations and any necessary remediations are completed to the satisfaction of the agency.

**Need for Direct NPS Management—** The Amache Preservation Society has excelled at documenting, interpreting, promoting the site, and developing valuable partnerships of its own. However, NPS programs could offer improved condition monitoring; preservation technical expertise; and enhanced, permanent, and full-time interpretation opportunities for the public. Due to Amache's significance and the need to ensure long-term, sustained resource preservation and interpretation of Japanese incarceration history, direct NPS management is the optimal arrangement for the management of the Amache site.

## APPENDIX A: PUBLIC LAW 116-9, THE JOHN D. DINGELL JR. CONSERVATION, MANAGEMENT, AND RECREATION ACT, SECTION 2004

SEC. 2004. Amache Special Resource Study

a) Definition of Study Area. – In this section, the term "study area" means the site known as ``Amache", "Camp Amache'', and "Granada Relocation Center" in Granada, Colorado, which was 1 of the 10 relocation centers where Japanese Americans were incarcerated during World War II.

b) Special Resource Study.

1) In general. – The Secretary shall conduct a special resource study of the study area.

2) Contents. – In conducting the study under paragraph (1), the Secretary shall –

A) evaluate the national significance of the study area;

B) determine the suitability and feasibility of designating the study area as a unit of the National Park System;

C) consider other alternatives for preservation, protection, and interpretation of the study area by the Federal Government, State or local government entities, or private and nonprofit organizations;

D) consult with interested Federal agencies, State or local governmental entities, private and nonprofit organizations, or any other interested individuals; and

E) identify cost estimates for any Federal acquisition, development, interpretation, operation, and maintenance associated with the alternatives described in subparagraphs (B) and (C).

3) Applicable law. – The study required under paragraph (1) shall be conducted in accordance with section 100507 of title 54, United States Code.

4) Report. – Not later than 3 years after the date on which funds are first made available to carry out the study under paragraph (1), the Secretary shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report that describes –

A) the results of the study; and

B) any conclusions and recommendations of the Secretary.

# CIVIC ENGAGEMENT SUMMARY
## Background

In fall of 2019, the National Park Service (NPS) initiated a special resource study of the Granada Relocation Center, more commonly known as Amache. Located in a remote corner of southeastern Colorado, Amache was one of ten incarceration sites established by the War Relocation Authority (WRA) to illegally detain Japanese Americans forcibly removed from their homes and communities on the West Coast during World War II. Initiated pursuant to the John D. Dingell, Jr. Conservation, Management and Recreation Act, the special resource study's purpose is to evaluate Amache's potential for inclusion within the national park system. Congress authorized this study because of Amache's importance to the history of Japanese American incarceration during World War II (WWII).

Arrival of incarcerees to Amache. Photo courtesy of the Amache Preservation Society.

# Public Outreach

The National Park Service invited stakeholders and the public to provide their comments, thoughts, and ideas related to the Amache Special Resource Study through an informational newsletter, printed comment cards, the project website (https://parkplanning.nps.gov/amache), and in-person and virtual public meetings. The public comment period was from February 11, 2020, to June 30, 2021.

The NPS Amache Study Team initiated conference calls and in-person meetings with Amache stakeholders beginning in 2019, requesting information about how to best reach the various groups, communities, and individuals with a connection to Amache. A public scoping newsletter was created early in the study process, which included historical background information on Amache, a description of the study, the criteria used in special resource studies, and an invitation to submit comments via the project website or mailed correspondence. In-person public meetings were planned in Arvada and Granada, Colorado, and eight locations in California, including San Francisco, Sebastopol, Sacramento, San Jose, Merced, Oakland, Los Angeles, and Gardena. Although one community meeting was held in Granada, Colorado, on February 11, 2020, the other public meetings scheduled in Colorado and California in March and April of 2020 were postponed and eventually cancelled due to the COVID-19 pandemic.

Pivoting to conducting public involvement in remote and online contexts, public meetings were reorganized into a virtual format and hosted via Zoom. All meetings followed the same format, beginning with a 30-minute presentation on Amache and the special resource study process, followed by small group discussions in two to four virtual breakout groups. The first three virtual public meetings took place on July 16, July 25, and August 1, 2020, as part of the online event, Tadaima! A Community Virtual Pilgrimage, hosted by the Japanese American Memorial Pilgrimages organization and the National Park Service. Meeting materials, as well as a recording and transcription of the July 25th meeting, were uploaded to the project website and made available throughout the rest of the comment period for attendees and other interested parties to view online. To expand public involvement opportunities for the study, the National Park Service hosted three additional virtual meetings in May 2021. Comment summaries were completed for all six virtual meetings and uploaded onto the project website.

To raise awareness of public involvement opportunities and provide multiple avenues to submit comments, 2,000 scoping newsletter packets were printed and distributed in March and April of 2021 to Colorado state agencies and county and town offices representing Granada and southeastern Colorado, Japanese American organizations, preservation partners, and other related nonprofit organizations.

Each newsletter packet contained an introductory letter, the scoping newsletter, a comment sheet, and a pre-addressed envelope that recipients could use to submit feedback via mail. To circumvent closures due to COVID-19, the NPS study team worked directly with leaders of several key organizations with ties to Amache survivors and descendants, who helped advise and/or distribute copies to their members. Newsletters and comment cards were also placed at the Amache Museum in Granada, Colorado, and other gathering points of the Japanese American community in Denver, as recommended by Amache stakeholders and NPS subject matter experts.

During the public comment period, a total of 5,123 correspondences were received by the NPS study team. A large majority of these correspondences (5,063) were submitted electronically through the project website. Additionally, the NPS Amache Study Team received 60 correspondences that were submitted either as e-mail or mailed letters. These documents were digitized and added to the project database for inclusion in public comment analysis.

The majority of the correspondences received were submitted as form letters. The NPS Amache Study Team identified two different form letters. The first letter was an exact match to 4,589 correspondences. An additional 209 correspondences matched this form letter but added personal connections, stories, and expanded on the topics addressed. The second form letter matched three correspondences that also added personal testimony and opinions. Of the 5,123 public comments received, a total of 323 unique correspondences were identified that did not conform to any portion of either of the form letters.

Correspondences were received from all 50 states plus Washington, DC, Puerto Rico, and Great Britain. California recorded the most correspondences (795) by a large margin, followed by Florida (325), Colorado (314), New York (303), and Washington State (260).

Granada, Colorado, public meeting, February 11, 2020. NPS photo.

Most public comments were submitted by individuals. However, correspondence from several organizations, local governments, political offices, agencies, and businesses were also received and are listed below:

- Amache Historical Society II
- Bent County Board of Commissioners
- Bent County Development Foundation
- Bent County Historical Society
- Bent's New Fort
- Canyons & Plains of Southeast Colorado Regional Heritage Taskforce
- City of La Junta
- City of Lamar
- Coalition to Protect America's National Parks
- Colorado Tourism Office
- Crowley County Board of County Commissioners
- Fred T. Korematsu Institute
- Friends and Family of Nisei Veterans
- History Colorado
- Japanese American Museum of Oregon
- Jared Polis, Governor of Colorado
- Jim Collins, Mayor of the City of Las Animas
- Kiowa County Board of Commissioners
- Michael B. Hancock, Mayor of the City and County of Denver
- National Veterans Network
- Otero County Board of County Commissioners
- Outdoor Asian Colorado
- Prowers County Board of County Commissioners
- Southeast Colorado Business Retention Expansion and Attraction
- Southeast Colorado Enterprise Development
- The Conservation Fund
- The National Parks Conservation Association
- The Tuna Canyon Detention Station Coalition
- Town of Granada

The public comment period focused on seeking comments, thoughts, and ideas on five key questions. These questions were provided on the project website and guided breakout discussions during the public meetings:

1. What do you value most about Amache? This can include objects, buildings, remaining features, values, or stories that you believe are most important.

2. What is your vision for preserving Amache? How would you like to see the site managed? What types of activities and experiences do you want to see as part of Amache's future?

3. Do you have any ideas or concerns that the National Park Service should be aware of and/or address in the study process?

4. What do you think differentiates Amache from the other Japanese American incarceration camps and sites?

5. Do you have any other ideas or comments you would like to share with us?

An overview of the responses received to these questions across all modes of public engagement are presented in the following sections. These summaries are organized by primary topics as presented through the five key questions and include an analysis of overall support for NPS designation.

Amache incarcerees. Photo courtesy of the Amache Preservation Society.

# PUBLIC COMMENT SUMMARY
# Potential Designation and Management

## Support for NPS Designation

The correspondence received during the public comment period indicates overwhelming support for NPS designation. Several perspectives stand out as the primary reasons for this support. These include:

- Providing relief for John Hopper and the Amache Preservation Society (APS) by transferring stewardship responsibility for the site to the National Park Service
- Preventing this event from ever being repeated, and the National Park Service's responsibility to share this story for such purpose
- Preserving and protecting the physical remains in perpetuity
- Providing economic benefits to the region
- The need for updated/improved interpretation and urgent collection of firsthand experiences

## Opposition to NPS Designation

Of the comments received, a small selection of individuals, unaffiliated with any agencies or organizations, expressed opposition to NPS management of the site. These commenters cited the following as reasons for their disapproval of designation: the site's insufficient size; Amache as an inaccurate example of WWII Japanese American incarceration because it was the smallest site and had a reputation as "loyal" because of its lack of riots and violent resistance when compared with other WRA sites; a preference to focus resources on Manzanar and Tule Lake; the inability of the National Park Service to manage another park unit; and the sufficient representation of the incarceration story through the existing NPS incarceration sites.

## Continued Community Involvement

Many of the support letters that stated a need to relieve John Hopper and the Amache Preservation Society of the burden of site maintenance also insisted on the inclusion of these stewards in future management of the site. These comments expressed overwhelming support and appreciation for the many decades of work that John Hopper and the society have committed to Amache, and therefore asserted that their input, advice, and recommendations be an influential part of any future NPS management. The continued involvement of Granada High School students in site stewardship and activities were highly valued by the local Granada community. Commenters communicated that access to the site and the current activities, events, and programs that take place at the site should not be disrupted or ceased because of NPS management.

## Joint Management

Amache's proximity to two other NPS managed sites—Bent's Old Fort and the Sand Creek Massacre National Historic Sites—also prompted many commenters to suggest joint management and collaboration between these sites and Amache. These suggestions and opportunities are briefly covered again in the Differentiating Amache section below.

Contemporary view of the guard tower from inside the barrack building. NPS photo.

## Amache's Valuable Resources (Objects, Buildings, Stories)

Amache's tangible resources—building foundations, the cemetery, the reconstructed barrack, guard tower, recreation hall and water tower, the artifacts and museum objects associated with the Amache experience, and the overall existing landscape—are all highly valued by the public. Many commenters emphasized the importance of the physical site as the most effective and powerful way for visitors to more deeply understand and appreciate the Amache experience. Amache was referred to as a "living classroom" where the opportunity to learn through tangible objects and a visible landscape is more meaningful than that offered through classrooms and books.

The physical remains of Amache, specifically the barrack foundations, were particularly valuable and important to survivors and their descendants. This group of respondents found the visible presence of barrack foundations significant because they allowed visitors to navigate to and stand in the exact location where they or their family members' barracks were once located. Being able to experience this was a powerful interaction with the site, one that was treasured by these individuals and their families. These stories emphasized the importance of place and the value associated with Amache's physical landscape.

The reconstructed buildings were also mentioned as valuable physical resources by many commenters. These commenters expressed how these buildings helped visitors better visualize the living conditions during the incarceration period, including the size of barrack living spaces, the distance between the barrack and recreation hall, and the presence of armed soldiers in the guard tower.

Personal objects associated with the Amache experience curated at the Amache Museum (located in Granada, Colorado) were also highly valued by commenters. Commenters appreciated being able to access these objects and collections at the museum, especially if their family had donated personal items. Keeping these collections accessible to visitors who traveled to the site and museum was a high priority for many commenters.

Public comments mentioned Amache's intangible resources at nearly the same rate that its tangible resources were referenced. The intangible resources specifically emphasized by many commenters were Amache's stories, as told by those who experienced it firsthand. Commenters highlighted Amache survivors as one of the site's greatest resources whose stories urgently needed to be collected and preserved while still possible. These commenters noted how the personal experience of Amache, as told by those who lived it, was more engaging, meaningful, and relatable to visitors, students, and the general public, humanizing the experience and making it more relevant.

Reconstructed water tower and barrack at Amache. Commenters frequently identified the importance of these buildings for understanding the site and the opportunity to rebuild more features. NPS photo.

## Activities and Experiences

Commenters valued and expressed support for the continuation of the current activities and experiences that take place at the site and are important to the community.

The comments present widespread support for the annual pilgrimage to continue at the site, expressing their hope that NPS management would not only allow and support such an event, but a few commenters also suggested expanding the pilgrimage.

Commenters expressed a great appreciation and interest in the archeological research being conducted at Amache, praising the work of Dr. Bonnie Clark and advocating for the continuation of the archeological field school. They emphasized the value of the research and made the point that there is still much that can be learned through continued research.

University of Denver student excavating an entryway garden at Amache. Courtesy of the University of Denver Amache Project.

# A Vision for Amache

Support for NPS management also included suggestions and visions of how the visitor experience at Amache could be improved and expanded. Among the many detailed and specific suggestions were several that were often repeated. The most common suggestion was for the reconstruction or relocation of more historic buildings on site. Commenters appreciated the reconstructed and relocated structures that currently exist and expressed the need to continue reconstructing and restoring historic buildings to provide visitors a more complete and immersive experience. Several commenters envisioned the reconstruction of an entire block that would include barracks, the recreation hall, mess hall, and latrine. The importance of being able to understand the spatial layout of everyday life was repeatedly highlighted. Commenters, predominately survivors, further emphasized the need to create buildings that accurately reflected the historic living conditions, noting that current building codes and standards would not be representative of the living conditions of incarcerees.

Commenters expressed a desire for staff consisting of knowledgeable NPS rangers who would be able to offer guided interpretive tours of the site. Many commenters commended the APS students for their work as docents and tour guides and noted that NPS rangers would be able to augment these efforts by providing tours and information on a more regular basis with expanded availability. Many commenters felt that touring the site with a guide was imperative to getting a full and meaningful experience of Amache.

For a few commenters, a grand vision for Amache's future included a new, NPS staffed visitor center. Most of these commenters also specifically indicated that a visitor center should be located on-site rather than in town. Commenters raised several themes and topics they placed great importance in communicating to audiences. The themes most commonly mentioned include:

## Learning from the Past

Nearly half of the unique public correspondences mentioned the need to learn from the past. They condemned the WWII incarceration of people of Japanese descent and reflected the firm belief that this dark chapter of American history must be told to prevent it from ever happening again. The form letters also reinforce the idea, declaring the story of incarceration not just a Japanese American story or WWII story but an American one that must not be forgotten. Many added that the National Park Service not only has the responsibility and capacity to tell an inclusive history of the United States but that it also has the experience in doing so at other sites of difficult history.

## Military Service

For many commenters, the Japanese American involvement in the US military is a source of both pride and great interest. Commenters noted that Amache had the highest number of incarcerees volunteer for military service of all the camps, which earned Amache the reputation as the most "loyal" camp. Many commenters felt strongly that this story of loyalty and sacrifice from Amache volunteers should be a subject to be highlighted for future interpretation opportunities.

## The Strength of Community

Commenters highlighted several aspects of community strength that they felt were important to showcase and interpret. Several commenters wanted to ensure that the resilience and strength of the Japanese American community be showcased as something admirable and in which to bear pride. Public comment also defined the current Amache community as being composed of the community of survivors and descendants and the local community of Granada. The strong relationship between these two communities, both historically and at present, were often mentioned as important aspects of the Amache experience that need to be addressed when telling a complete and inclusive story. The relationship between Amache and Granada was also strongly emphasized as a unique characteristic.

Many comments indicated that the efforts of the Amache Preservation Society and the University of Denver Field School have expanded the base of stakeholders with interest in Amache. Photo by Greg Kitajima.

## Differentiating Amache (Uniqueness)

Commenters provided a robust list of what differentiates Amache from the other incarceration centers, but the idea that all camps are unique and contribute to the overall story of Japanese American incarceration was also a frequent sentiment that was threaded throughout many of the comments that addressed uniqueness. Commenters made the point that because of their locations, the people who were incarcerated, and other variables, each camp unquestionably had its own unique characteristics and that they should all be valued as important parts of the incarceration story. Several commenters noted that the National Park Service manages multiple Civil War sites in order to tell a more complete and broader story of that period in American history and argued that there should be a similar effort for Japanese American incarceration sites.

Amache's close proximity to the town of Granada and its relationship with the townspeople, both historically and currently, was identified as a unique and defining characteristic compared with the other incarceration centers. The historic relationship between the town and camp was illustrated with stories about Amacheans traveling to town to shop at well-known establishments such as Newman's Drug Store and the Granada Fish Market. The buildings of these two shops still exist in Granada today, tangible representations of this historic relationship and a testament to the continued relationship between Amache and the town. Commenters also relayed stories about Granada sports teams playing Amache teams and a few commenters even mentioned stories about townspeople coming in to Amache to watch movies when they were being shown because there was no theater in Granada. The unique, symbiotic relationship between Amache and Granada is one that commenters felt strongly about and proudly shared in these stories.

Commenters also mentioned the current relationship between the town and the site, lauding John Hopper, the Amache Preservation Society, and the Town of Granada for their continued support of Amache and its history. Commenters felt that this current relationship was also unique to Amache and has contributed to the care and stewardship that Amache has received.

Being located in Colorado was another aspect of Amache's location that commenters presented as contributing to its uniqueness. Governor Ralph Carr was one of the only governors who welcomed the Japanese Americans from the West Coast during the short voluntary displacement period that commenced before forced removal. Because of his actions, there was a population of Japanese American families that moved to Colorado from the West Coast who avoided incarceration.

Commenters regarded Governor Carr as a brave and admirable politician, willing to sacrifice his career to welcome those of Japanese descent into his state. Commenters provided stories about non-incarcerated Japanese Americans who conducted business with Amache such as the owners of the Granada Fish Market. The public comments expressed how the unique situation in which non-incarcerated Japanese American families were living freely in Colorado in close proximity to an incarceration camp was only made possible by Governor Carr's actions.

Another aspect of Amache's location that commenters highlighted is its proximity to two other national historic sites: Bent's Old Fort and Sand Creek Massacre. The adjacency of these other sites brought up the possibility for joint management among the sites, sharing resources, and also developing interpretation that addresses the similar themes of discriminatory and racist treatment of people of color by the US government. Another unique connection that a few commenters mentioned is that the Granada Relocation Center's more common name, Amache, is in honor of the daughter of the Cheyenne chief who was killed at the Sand Creek Massacre. Some commenters suggested creating a network of sites that would include Amache, Bent's Old Fort, and Sand Creek Massacre that could present a connected and unified history of southeastern Colorado.

Commenters noted how far east Amache is positioned from the West Coast, aside from the two incarceration camps located in Arkansas. The public comments overwhelmingly stressed the fact that the story of Amache is not widely known and that Japanese American incarceration is often seen as a West Coast story. Amache's geographic location, near the center of the country, offers the incarceration story to a different population than the other camps, broadening its reach and making it relevant to audiences that may be less familiar with this part of American history.

Visible foundations of the bathroom in Block L-9. The historic integrity of the site was commonly referenced by commenters. NPS photo.

The physical characteristic that was most impactful to the commenters is the integrity of the site today. Because Amache barracks were built on concrete foundations that are mostly still intact, the footprint and layout of the camp is still very visible. This contrasts greatly with many of the other incarceration camps that no longer have visible foundations. As discussed previously, commenters strongly value this unique aspect of Amache as it directly enables the powerful connections they are able to experience when standing in the exact location of their family's barrack.

Many commenters also focused on Amache's physical characteristics when describing its uniqueness. Commenters highlighted the brick floors that lined some of the barrack floors, the fact that Amache had the smallest population of all the incarceration camps, and the unique octagonal design of the Amache guard towers.

Commenters also mentioned the Amache Silk Screen Shop as a unique feature of its history. Although a silk screen shop was also started in Heart Mountain (Wyoming), it eventually closed and Amache became the only incarceration camp with a successful silk screen operation, fulfilling orders for the production of thousands of Navy training posters. In addition to Navy posters, the silk screen shop printed items for incarcerees such as calendars, invitations, programs, and souvenirs.

Operations at the Amache Silkscreen Shop, ca. 1943–1945, Namura collection. Courtesy of the Amache Preservation Society.

# Concerns, Ideas, and Observations

## Economic Benefits to Local Area

One recurring perspective that was repeated largely by local organizations, governments, and agencies was the economic benefit that a federally managed national park unit could bring to the region. The comments received from these local groups emphasized how the establishment of a national park site in the region would promote more tourism to southeast Colorado where economic development is most needed, bolstering the economy in rural America and emphasizing its complex and varied history.

## Still Widely Unknown

Many of the commenters voiced concern that the story of Amache was still widely unknown. For many, this was a motivating reason for supporting NPS designation, expecting that the broader reach and resources of a federal entity would help bring Amache to the attention of wider audiences. For others it was an admission of their own lack of knowledge and desire to have the site and its history preserved so that they may have the opportunity to learn more. Amache as an "unknown" story in American history surfaced through a majority of the public comments whether it be from those well acquainted with its story or those with much more to learn.

Schoolchildren at Amache, ca. 1943-1945, McClelland color slide collection. Courtesy of the Amache Preservation Society.

## Commonly Occurring Questions

Public comments sometimes included questions, and several questions were repeatedly raised during public meetings. Many of these questions relate to details of operations and management of Amache if it were to be designated as a unit of the national park system. Others are more appropriate for the special resource study process and would be addressed in the special resource study report. These questions are paraphrased below:

- Will pilgrimages and the field school be able to continue at the site under NPS management?
- What will happen to the artifacts and objects at the Amache Museum?
- What area is the National Park Service looking at in terms of a site boundary?
- How will the National Park Service manage the cemetery landscaping in light of probable drought conditions in Colorado?
- Have any measures or considerations been made for addressing the protection of endangered or threatened wildlife in the area?
- Are there any plans for creating recreational sites nearby in light of the current lack of such sites?
- If Amache becomes a unit of the national park system, will personnel invest time in researching Amache?
- What is the status of water rights on the property?

The Amache memorial cemetery landscape. NPS photo.

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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