

## A p p e n d i x B : N a t i o n a l H e r i t a g e A r e a

Many resources in Japantown are less than fifty years old, were affiliated with Japanese or Japanese Americans for brief periods of time, and/or were affected by redevelopment. Therefore, it is difficult to apply standard historic preservation tactics. In response, new preservation planning initiatives have been made to protect a wider range of cultural resources than have been recognized in the past, in order to develop an accurate and complete picture of Japanese American contributions to the development of the western region.<sup>i</sup>

The National Park Service's National Heritage Area program was created to address places that do not conform to conventional "park" or "museum" historic preservation models.<sup>ii</sup> The National Heritage Area program makes regional planning and preservation possible for historic and cultural resources that may not be eligible for designation under other existing historic preservation programs.

Since its inception in 1984, there have been a total of forty National Heritage Areas created. The majority of these areas are located on the East Coast and in the Midwest. Colorado, Utah, and Nevada have heritage areas, but no heritage areas currently exist in California. On May 8<sup>th</sup>, 2008, President Bush signed Public Law 110-229, the Consolidated Natural Resources Act of 2008, which created three new National Heritage Areas: the Niagara National Heritage Area in upstate New York; the Journey through Hallowed Ground National Heritage Area along the Old Carolina Road through Virginia, West Virginia, Maryland, and Pennsylvania; and the Abraham Lincoln National Heritage Area in central Illinois.<sup>iii</sup> The Gullah/Geechee Cultural Heritage Area is an example of a culturally-based National Heritage Area.

Preserving California's Japantowns is a statewide project to document historic resources from pre-World War II Japantowns. Project goals include reclaiming the stories of buildings and landscapes of California's historic Japantowns and identifying and evaluating the significance and physical condition of historic buildings and landscapes associated with *nibonmachi* across California.<sup>iv</sup> The nomination of a Japantown National Heritage Area or Corridor has been discussed.

### **W h a t i s a H e r i t a g e A r e a ?**

Heritage Areas feature historic and cultural resources that are integral with their geography. The combined landscape and development of a Heritage Area tells a story. The National Park Service defines National Heritage Areas as follows:

"A national heritage area is a place designated by the United States Congress where natural, cultural, historic, and recreational resources combine to form a cohesive, nationally-distinctive landscape arising from patterns of human activity shaped by geography. These areas tell nationally important stories about our nation and are representative of the national experience through both the physical features that remain and the traditions that have evolved with them."<sup>v</sup>

Designation of heritage areas encourages a more regional approach to preservation and conservation and allows for connections beyond an individual resource or district. Heritage Areas are committed to preserving the local culture and existing way of life for residents, while also making places more accessible to visitors and residents.<sup>vi</sup> Although there is a natural landscape component generally associated with Heritage Areas, National Heritage Areas do not necessarily encompass or include natural parks. Heritage Area designation allows for inclusion of landscape, historical, recreational, and natural resources, but does not specifically require the presence of each.

National Heritage Areas that are officially designated through the National Park Service and Congress are nationally distinctive landscapes with a variety of historic, cultural, and natural resources. Most notably, heritage areas recognize the significance of what we do today; there is no fifty-year waiting period.<sup>vii</sup> The boundaries for Areas may be based on political units, natural features, or the continuity of cultural resources. All officially designated National Heritage Areas are required to create a management plan that identifies assets in the region. Management plans include strategies for interpretation of the Heritage Area and for preservation of cultural and natural resources within the Area.

### **The Meaning of Official Designation of a National Heritage Area**

Heritage development raises a region's awareness of its heritage and makes it possible to share sites, stories, and special places with local citizens and the visiting public. Through the designation of heritage areas and corridors, small historical organizations and preservation groups can connect with larger, regional organizations and place information into a larger area of interpretation. Heritage areas are potentially eligible for congressional funding as well as additional grants through the National Park Service. Although the regional nature of heritage areas can facilitate increased management and planning measures and increase the awareness of historic and cultural resources in local and regional governance, heritage areas offer very little legal protection to resources.<sup>viii</sup> The greatest appeal of a Heritage area is the relationship that it can build between historic and cultural resources and local government, as well as the access it can provide to regional solutions. Heritage areas do not legally protect resources, but they also do not legally restrict change or development. Heritage areas are primarily an honorific designation.

Aside from visibility and recognition, funding is also potentially available for designated national heritage areas. According to the Alliance of National Heritage Areas, the group that oversees the management of designated areas, heritage areas receive \$13.4 million a year from the federal government.<sup>ix</sup>

### **How does Designation Impact Property Rights?**

The increase in the number of designated National Heritage Areas in recent years has sparked political controversy in Congress, which works with the National Park Service to designate and fund Areas. Debate centers on historic preservation and property rights. Some politically conservative congressmen such as Representative Frank R. Wolf (R-VA) are concerned that heritage areas pose a threat to property owners because they can limit development and increase zoning controls.

The National Heritage Area program, however, has bipartisan support and its impact differs by locality. Representative Ralph Regula (R-OH) estimates that an \$8 million dollar federal investment in his district has yielded \$270 million in revenue for a heritage area in his community and Representative Nick J. Rahall II (D-W. VA) states that, "given that each federal dollar is matched by local funds, the federal investment in the heritage area program is money well spent."<sup>x</sup> As of 2008, the National Heritage Area program is still in full-force and it is only through official designation that a community may potentially receive federal funding.

It is not, however, necessary for communities to pursue official designation of heritage areas and Corridors. The Kona Heritage Corridor in Hawaii is a project of the Pulama Kona Heritage Preservation Council and does not have designation through the National Park Service and Congress. Heritage Areas and Corridors may be created without official designation, but congressional funding is linked to designation.

### **Examples of Designated National Heritage Areas**

The Illinois and Michigan Canal Heritage Corridor, created in 1984, was the first designated National Heritage Area. Between that time and 2006, thirty-six other heritage areas received official congressional

designation.<sup>xi</sup> The table in this appendix lists National Heritage Areas, the date of their designation, and the state(s) in which they were designated. Designated areas vary greatly in size and nature. The boundaries of the Cache la Poudre (River) Corridor in Colorado are shaped by its geography and the area follows the floodplain of the 126-mile long La Poudre River and is part of the Rocky Mountains National Park. By contrast, the Motor Cities National Heritage Corridor is located in urban southeastern Michigan and conforms to an automobile industry theme. The Tennessee Civil War National Heritage Area encompasses the entire state of Tennessee and focuses on the preservation and conservation of Civil War battlefields. National Heritage Areas may have urban or rural locations.

## **S h o u l d J a p a n t o w n D e s i g n a t e a n A r e a ?**

Japantown may apply for designation as a National Heritage Area because the neighborhood's built form, which includes resources from each of Japantown's historical periods, qualifies it as a cultural landscape capable of relaying the history of Japanese Americans. Japantown contains resources that pre-date the 1906 Earthquake and Fire, those that served as early Japanese-American businesses and residences, buildings that were the products of redevelopment, and more recent construction. A stronger National Heritage Area would expand beyond the boundaries of Japantown to include sites throughout the City of San Francisco, including open spaces such as the Presidio and Golden Gate Park, and would allow for a more complete story of Japanese American history to be told.

This report recommends that Japantown pursue official designation as a National Heritage Area or Corridor because the City of San Francisco's current historic preservation policies already require pre-development review for all potential historic resources. Therefore, designation of a heritage area will not trigger additional scrutiny and will make it possible for Japantown to be eligible for federal funding.

### **Is Japantown eligible for designation as a National Heritage Area?**

The Japantown community has the opportunity to pursue National Heritage Area designation on a local and/or regional level. At the local level, boundaries may include the northern portion of the City of San Francisco, above an east-west boundary created by Lincoln Way, Oak Street, and 10<sup>th</sup> Street to King Street. These boundaries would also encompass Angel Island in San Francisco Bay. Alternatively, the southern boundary could be inclusive of the Sunset neighborhood or could be expanded eastward to include portions of Oakland and Berkeley. At the regional level, a National Heritage Corridor could encompass California's three Japantowns in San Francisco, San Jose, and Los Angeles and could also be expanded to include Japanese American sites in Sacramento and rural locations such as the Wakamatsu Tea and Silk Farm Colony Site in El Dorado County. This report will first focus on a smaller, more concentrated San Francisco Japanese and Japanese American Heritage Area and then will discuss the potential for a more regionally-based and Japanese American Heritage Corridor that includes the San Francisco, San Jose, and Los Angeles Japantowns.

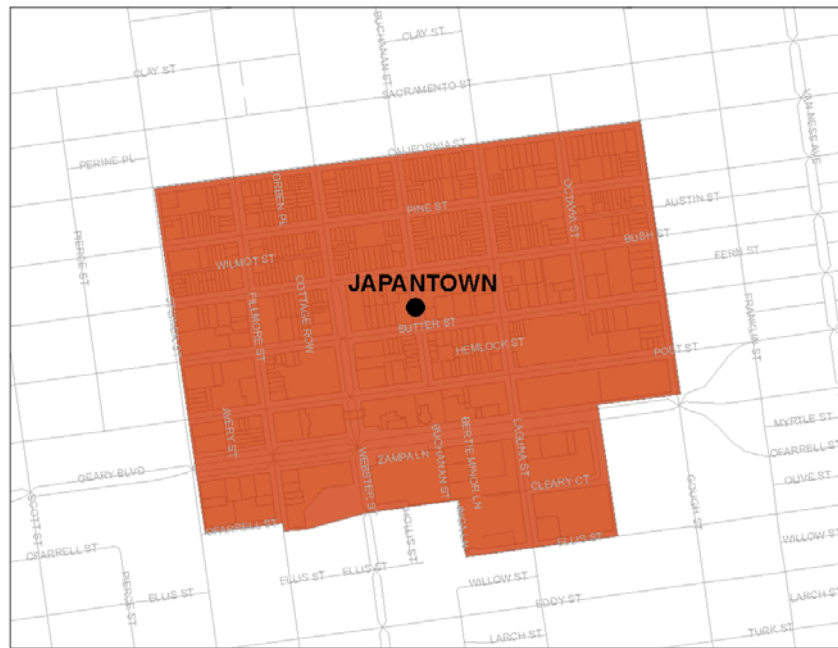
### **What would a San Francisco Japantown Heritage Area look like?**

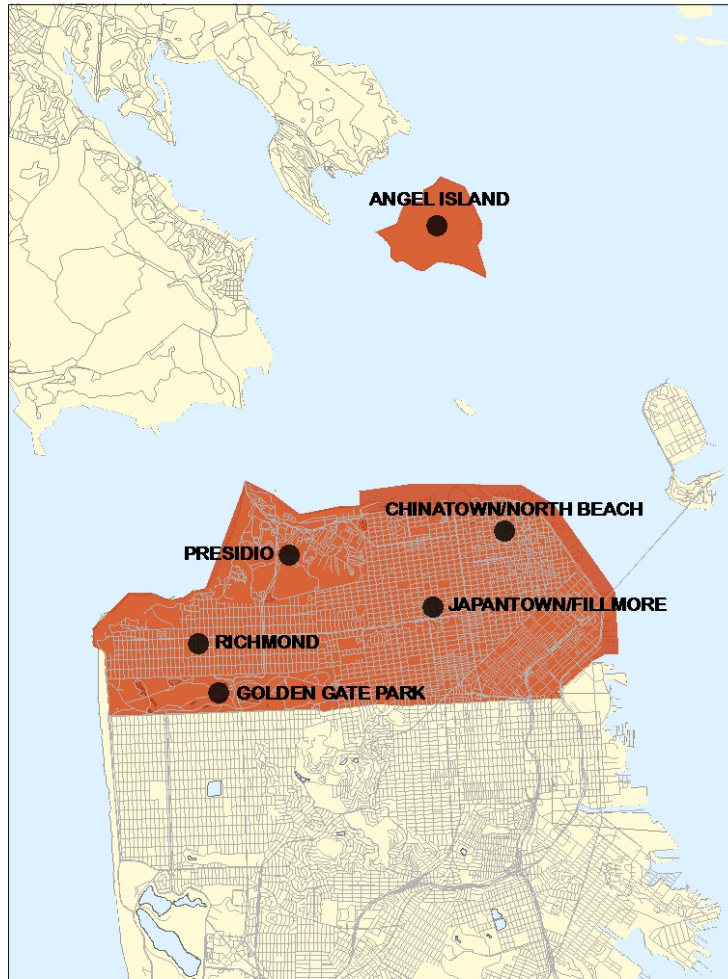
A San Francisco Japantown National Heritage Area could emphasize San Francisco's Japantown as historically the largest Nihonmachi in California and could include sites located inside Japantown's boundaries as well as Japanese-American sites throughout the city (**Figures 1 and 2**). Angel Island, as a quarantine and immigration center, also contributes to the history of Japanese Americans. The National Park Service's *Five Views: An Ethnic Sites Survey for California* identifies several sites with Japanese American importance throughout the city, including the Gospel Society/Fukuin Kai Site, which is located in the Richmond neighborhood, and the California Flower Market, which is located in the South of Market neighborhood.<sup>xiii</sup> Additionally, the Japantown community has noted the importance of the Japanese Tea Garden in Golden Gate Park and the site of Building 640 Communique, the Military Intelligence Service Historic Learning Center at the Presidio. These five sites are not the only Japanese American sites located

outside of San Francisco’s Japantown, however, they provide examples of the type of sites and locations that may be included within the boundaries of a heritage area. These sites are also representative of the places and neighborhoods that are important to the history of Japanese-Americans:

- Angel Island, where immigrants first arrived in the United States;
- North Beach/Chinatown and South Park, where many Japanese Americans initially settled in San Francisco prior to 1906;
- Japantown/Fillmore, the location of Japantown after the Earthquake and Fire of 1906;
- The Richmond neighborhood, where many Japanese-Americans moved during the redevelopment era from the 1950s through 1970s;
- Golden Gate Park, the location of a Japanese Village exhibit during the World’s Fair of 1894, which subsequently became the Japanese Tea Garden, a permanent park attraction; and
- the Presidio, where the Military Intelligence Service for Japanese Americans Center was located during World War II.

These sites demonstrate a wide range of locations and types of resources that highlight the history of Japanese Americans in San Francisco. The Japantown community may suggest additional sites of Japanese American significance to be included in the heritage area and may also expand the area to include additional neighborhoods.





Figures 1-2. Potential Japantown National Heritage Areas in San Francisco  
 Source: Page & Turnbull, 2008

### Designation of a Regional or Statewide Japanese American Heritage Area

Alternatively, San Francisco’s Japantown may benefit from collaboration with Japantowns in Los Angeles and San Jose. A California Japantown National Heritage Corridor that links the communities could increase the level of national awareness of Japanese American history in a way that may not be possible with a heritage area limited to the City of San Francisco (**Figure 3**). The inclusion of resources within the region would allow for more history that could potentially also encompass those sites located outside of the defined *nibonmachi*, in more rural settings. An expanded National Heritage Area could explain the development of California Japantowns over time: the initial settling of Japanese Americans in San Francisco, the migration to the San Jose area for agricultural work, and the settlement of Los Angeles’s Japantown, which was prompted by the 1906 Earthquake and Fire and would result in the largest *nibonmachi* in the state.

Yet another alternative is that of a California Japanese American Heritage Area, which would comprise the entire state and highlight many places that have been important parts of Japanese American history outside of the three Japantowns (**Figure 4**). Potential sites include Wakamatsu Tea and Silk Farm Colony Site, and the internment camps at Tule Lake and Manzanar, in addition to urban Japantowns.



Figure 3. Potential Japantown National Heritage Corridor in California  
Source: Page & Turnbull, 2008



Figure 4. Potential Japantown National Heritage Area in California  
 Source: Page & Turnbull, 2008

**Benefits of National Heritage Area Designation**

The California Japantown National Heritage Corridor or statewide Heritage Area would promote the marketing and economic development of all three Japantowns by packaging them together. Additionally, designation would encourage a working partnership with the National Park Service, provide public and federal funding for cultural preservation, provide staff assistance, and enhance San Francisco Japantown’s visibility regionally, nationally, and internationally.

**Next Steps**

The Japantown community can determine whether it would like to pursue the creation of a National Heritage Area or Corridor, what its boundaries would be, and if official designation should be pursued. A Japantown Cultural Preservation Council or other community-based organization should prepare a nomination, which should then be presented to local, state, and national entities for public review and designation.

## Designated National Heritage Areas

Year Designated	Designated National Heritage Areas (through 2006)	State(s)
1984	Illinois & Michigan Canal National Heritage Corridor	IL
1986	John H. Chafee Blackstone River Valley National Heritage Corridor	MA & RI
1988	Delaware & Lehigh National Heritage Corridor	PA
1988	Southwestern Pennsylvania Heritage Route (Path of Progress)	PA
1994	Cane River National Heritage Area	LA
1994	Quinebaug & Shetucket Rivers Valley National Heritage Corridor	CT & MA
1996	Cache La Poudre River Corridor	CO
1996	America's Agricultural Heritage Partnership	IA
1996	Augusta Canal National Heritage Area	GA
1996	Essex National Heritage Area	NY
1996	Hudson River Valley National Heritage Area	MA
1996	National Coal Heritage Area	WV
1996	Ohio & Erie Canal National Heritage Corridor	OH
1996	Rivers of Steel National Heritage Area	PA
1996	Shenandoah Valley Battlefields National Historic District	VA
1996	South Carolina National Heritage Corridor	SC
1996	Tennessee Civil War Heritage Area	TN
1998	Automobile National Heritage Area	MI
2000	Wheeling National Heritage Area	WV
2000	Yuma Crossing National Heritage Area	AZ
2000	Lackawanna Valley National Heritage Area	PA
2000	Schuylkill River Valley National Heritage Area	PA
2000	Erie Canalway National Heritage Area	NY
2003	Blue Ridge National Heritage Area	NC
2004	Mississippi Gulf Coast National Heritage Area	MS
2004	National Aviation Heritage Area	OH
2004	Oil Region National Heritage Area	PA
2006	Arabia Mountain National Heritage Area	GA
2006	Atchafalaya National Heritage Area	LA
2006	Champlain Valley National Heritage Partnership	NY & VT
2006	Crossroads of the American Revolution National Heritage Area	NJ
2006	Freedom's Frontier National Heritage Area	KS & MO



2006	Great Basin National Heritage Area	NV & UT
2006	Gullah/Geechee Cultural Heritage Corridor	NC, SC, GA, FL
2006	National Mormon Pioneer Heritage Area	UT
2006	Northern Rio Grande National Heritage Area	NM
2006	National Housatonic Valley National Heritage Area	CT & MA

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- <sup>i</sup> Gail Lee Dubrow, "Japanese-American Cultural Resources in Western Washington," *Preservation in the Pacific Rim*. CRM, 1999.
- <sup>ii</sup> Nora Richter Greer and James S. Russell, "Preservation's Vast New Horizons," *Architectural Record*. February 1994.
- <sup>iii</sup> National Heritage Areas <<http://www.nps.gov/history/heritageareas/>>
- <sup>iv</sup> California Japantowns: Exploring the preservation of history, culture, and community... <<http://www.californiajapantowns.org/index.html>>
- <sup>v</sup> National Heritage Areas.
- <sup>vi</sup> Judy Hart, "Planning for Preserving Cultural Resources through National Heritage Areas," *Cultural Resource Magazine*. No. 7, 2007.
- <sup>vii</sup> Brenda Barrett, "The National Register and Heritage Areas," *Cultural Resource Magazine*. No. 1, 2002.
- <sup>viii</sup> Paul Bray, "The Heritage Area Phenomenon," *Cultural Resource Magazine*. Vol. 17, No. 18, 1994.
- <sup>ix</sup> Paul Kane, "Heritage Areas vs. Property Rights: With Designations on the Rise, Conservatives Sound Alarm," *The Washington Post*. November 30, 2007.
- <sup>x</sup> *Ibid.*
- <sup>xi</sup> National Heritage Areas.
- <sup>xii</sup> California Department of Parks and Recreation Office of Historic Preservation. "Five Views: An Ethnic Historic Site Survey for California," 1988. <[http://www.nps.gov/history/history/online\\_books/5views/5views.htm](http://www.nps.gov/history/history/online_books/5views/5views.htm)>