



TULE LAKE UNIT WWII VALOR IN THE PACIFIC NATIONAL MONUMENT

General Management Plan and Environmental Assessment



NOVEMBER 2016



Morgan Yamanaka, former incarcerated of Tule Lake, returns to the site of the stockade and jail. National Historic Landmark plaque, 2014. Photo: NPS.

ABSTRACT

The Tule Lake Unit of World War II Valor in the Pacific National Monument was established by presidential proclamation on December 5, 2008. As a new unit, it does not have a management plan to guide its development. The purpose of this general management plan and environmental assessment (GMP/EA) is to articulate a vision and overall management philosophy for the Tule Lake Unit that will inform long-term decision-making by current and future managers.

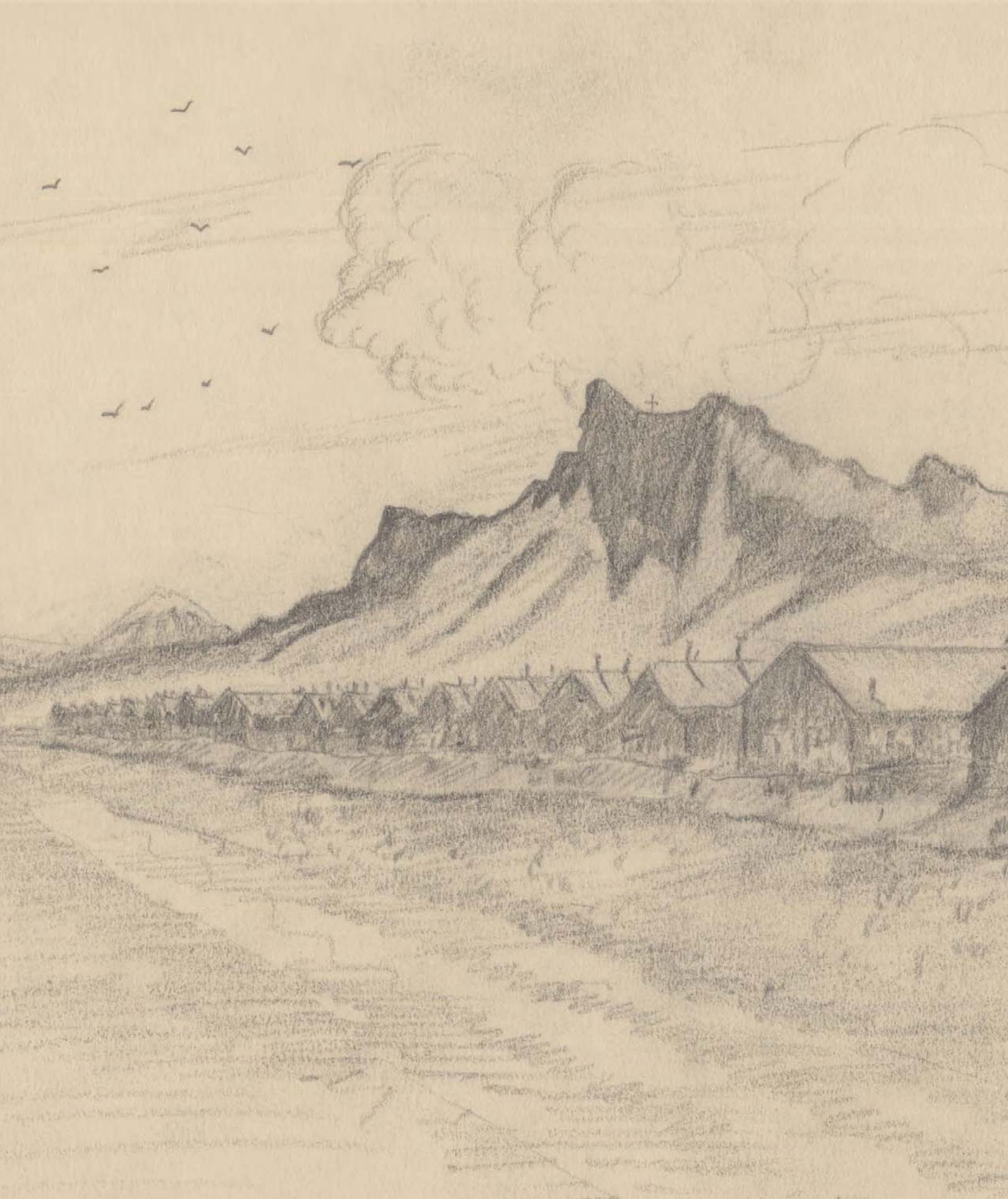
This document examines three possible management strategies, or “alternatives,” including the impacts of their implementation. The alternatives address resource protection and preservation, education and interpretation, visitor use and facilities, land protection and boundaries, and long-term operations and management. They comply with National Park Service (NPS) planning requirements and respond to issues identified during the public scoping process. Alternative C is the NPS preferred alternative to guide future management of the unit.

Alternative A, the No-Action Alternative, relies solely on the Tule Lake Unit’s base funding. The unit would be closed to the public, except during the summer season at the segregation center’s ditch rider house. Access to Camp Tulelake, the Peninsula, and the segregation center’s stockade would only be allowed infrequently during scheduled tours led by NPS rangers. Only two ongoing projects would be included: the restoration of the jail and a local interpretation and education program. No other interpretation and education, resource management, historic preservation, and facility improvement projects would occur.

Alternative B, Limited Operations, proposes limited visitor services, educational and interpretive programming, resource management, facility maintenance and improvements, and staffing. Similar to Alternative A, the unit would be closed to the public, except during the summer season at the segregation center’s ditch rider house. Access to Camp Tulelake, the Peninsula, and the segregation center’s stockade would only be allowed infrequently during scheduled tours led by NPS rangers. Implementation of this alternative would require an increase to the unit’s operating budget.

Alternative C, the NPS Preferred Alternative, emphasizes raising national awareness about the Tule Lake Unit’s unique incarceration, segregation, and renunciation history and its resources. Historic resources would be protected through stabilization and historic preservation treatments, and year-round visitor experiences would be provided. Interpretive and educational programs would focus on engaging youth, and technology and digital media would be used extensively to introduce Tule Lake to new audiences and tell the unit’s stories.

This document integrates the National Environmental Policy Act (NEPA) and National Historic Preservation Act (NHPA) Section 106 compliance processes and analysis. It includes a detailed description of the alternatives, a description of the affected environment, the alternatives’ projected environmental consequences, and the results of public involvement and consultation with other agencies, organizations, and individuals associated with planning for the Tule Lake Unit.



Pencil drawing of Tule Lake, view of barracks and the Peninsula / Castle Rock. Signed Jack T. Kudo, c. 1942–43. Image: Wing Luke Museum Collection.

TULE LAKE UNIT

WWII VALOR IN THE PACIFIC NATIONAL MONUMENT

General Management Plan and Environmental Assessment

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Please refer to “How to Use This Document” to navigate through the chapters. To comment on this document, please refer to “How to Comment on This Document.” These sections can be found on the following pages.



The grandchildren of a Tule Lake incarceree look out on the Peninsula / Castle Rock from within the jail, Tule Lake Pilgrimage, 2016. Photo: NPS.

LETTER FROM THE SUPERINTENDENT

Dear Friends,

We are pleased to present the general management plan for the Tule Lake Unit of WWII Valor in the Pacific National Monument. This plan presents the proposed long-term management actions for the Tule Lake Unit over the next 20 years. We invite you to review the document, share your thoughts with us, and let us know how it addresses your aspirations for the future of the unit.

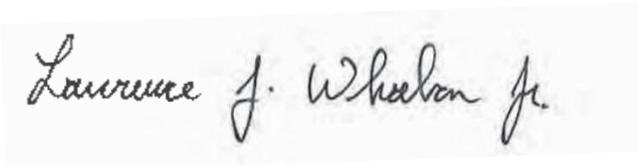
In developing this general management plan, we explored a range of ideas, methods, and concepts for managing the Tule Lake Unit. This document describes three distinct alternative strategies for protecting and managing the Tule Lake Unit, as well as an analysis of the environmental impacts and consequences of implementing each of these alternative strategies. Alternative C has been proposed as the National Park Service's preferred alternative, and this set of actions and programs is intended to become the general management plan for the Tule Lake Unit.

In addition to the planning sections, this document contains background information on the Tule Lake Segregation Center, Camp Tulelake, and the Peninsula, including descriptions of the unit's resources in chapter 4. You will also find the Tule Lake Unit foundation document in chapter 2, which describes the Tule Lake Unit's purpose, significance, interpretive themes, and fundamental resources and values.

Your involvement in the planning process is critical to the creation of this general management plan and associated management strategies. Feedback received through written comments and dozens of public meetings has helped to guide the process, and you will find that many of the ideas that you contributed are represented in the management alternatives and in the National Park Service's preferred alternative for the Tule Lake Unit.

We invite you to continue to help shape the long-term management of the Tule Lake Unit by sending us your comments on this plan. The "How to Use this Document" section provides instructions for how to comment on this document. Your involvement will assist the National Park Service in achieving its mission at the Tule Lake Unit.

Thank you for your support and interest in the long-term management of this important site.

A handwritten signature in black ink that reads "Lawrence J. Whalon Jr." The signature is written in a cursive style and is centered within a light gray rectangular box.

Lawrence J. Whalon Jr., Superintendent

大日本帝國
AMERICAN
CAMP

Penciled graffiti by Japanese American prisoners survives in the Camp Tulelake barracks, 2011. Photo: NPS.

HOW TO USE THIS DOCUMENT

The **Executive Summary** at the beginning of the document provides a condensed version of the general management plan (GMP) and environmental assessment (EA).

Chapter 1: Introduction sets the stage for the GMP/EA by describing the Tule Lake Unit, WWII and its history, the purpose and need for the plan, the issues that are addressed in the GMP/EA, and the planning process. It also describes the resources and values at stake in the planning process, the relationship of this GMP/EA to other plans in the region, and next steps and implementation of the plan.

Chapter 2: Foundation for Planning and Management includes the “foundation document,” which describes the Tule Lake Unit’s purpose, significance, interpretive themes, and fundamental resources and values. It also describes the special mandates, administrative commitments, and designations.

Chapter 3: Alternatives describes three management alternatives, including the National Park Service’s preferred alternative. The alternatives represent reasonable sets of management directions consistent with National Park Service policy and applicable laws and planning requirements. This chapter includes two explanatory charts: the Summary of Alternatives and the Summary of Impacts tables.

Chapter 4: Affected Environment provides detailed information about the Tule Lake Unit, focusing on those resources, conditions, and the local socioeconomic environment that could be affected by the decisions contained in the individual management alternatives.

Chapter 5: Environmental Consequences describes the impacts of each alternative on resources within the Tule Lake Unit.

Chapter 6: Consultation and Coordination summarizes public involvement and the consultation process that was an integral part of the creation of this GMP/EA. This chapter also summarizes public comments received by the NPS during scoping.

The **Appendices** provide more detailed information related to the plan, pertinent legislation, an analysis of boundary adjustment and land protection, a selected bibliography, and a list of the preparers and consultants for the plan.

All maps are placed within the text of the applicable chapters. In many cases, decisions or other discussions contained in this GMP/EA refer directly to maps and tables. In fact, many decisions themselves are map-based. The reader should rely on the text, maps, and tables taken together to fully understand the proposed decisions described in this GMP/EA.

HOW TO COMMENT ON THIS DOCUMENT

This general management plan/environmental assessment (GMP/EA) has been distributed to agencies, interested organizations, and individuals for their review and comment. The public comment period for this document will extend through February 10, 2017.

This document is available online at the NPS Planning, Environment, and Public Comment website at <http://parkplanning.nps.gov/tule>. We prefer that readers submit comments using this website, which provides an online public comment form.

Comments may also be made in person at one of the public meetings that will be conducted during the public review period. The specific dates and times for these meetings will be announced in local newspapers, in the GMP newsletter, and online at the above site.

Additional written correspondence may be addressed to:

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Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

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Painting of sign at perimeter of Tule Lake Segregation Center by George Tamura, c. 1943–45. Image: courtesy of Gerda Tamura, Tule Lake Unit, NPS.

TERMINOLOGY

Many different words have been used and continue to be used to describe the U.S. government’s wartime policies toward Japanese Americans and legal resident aliens of Japanese ancestry. Highly charged debates over words and terminology continue to reflect intense feelings and diverse perspectives about what occurred during World War II. 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, non-aliens, prisoners, and incarcerated. The people have also been described as Japanese, Japanese Americans, Japanese legal resident aliens, Nikkei (all people of Japanese ancestry including Japanese Americans and legal residents of Japanese ancestry), and by their generation in the United States—Issei (immigrant or 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 U.S. government purposefully used euphemistic terminology to mislead the American public about the severity of and justifications for its actions during World War II.

Differences also exist in the terminology used both historically and currently to describe what occurred in the United States. Executive Order 9066 was the legal authority for the mass removal and imprisonment of 120,000 people of Japanese ancestry. 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. This 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 accurate and non-euphemistic terms, such as incarceration, imprisonment, and detention.

For the purposes of this plan, the National Park Service uses “incarceration” to describe the process by which civilians were forcibly removed and imprisoned. This document uses 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.

ACRONYMS AND ABBREVIATIONS

ACHP	Advisory Council on Historic Preservation
BOR	Bureau of Reclamation
Caltrans	California Department of Transportation
CARB	California Air Resources Board
CEQ	Council on Environmental Quality
CCC	Civilian Conservation Corps
EA	Environmental Assessment
EPA	U.S. Environmental Protection Agency
GIS	Geographic Information System
GMP	General Management Plan
IMS	Insulated Modular Structure
JACS	Japanese American Confinement Sites
NARA	National Archives and Records Administration
NEPA	National Environmental Policy Act
NHL	National Historic Landmark
NHPA	National Historic Preservation Act
NRHP	National Register of Historic Places
NPS	National Park Service
NWRS	National Wildlife Refuge System
PEPC	NPS Planning, Environment, and Public Comment website
SHPO	State Historic Preservation Office
SR 139	State Route 139
TID	Tulelake Irrigation District
USFWS	U.S. Fish and Wildlife Service
WRA	War Relocation Authority
WWII	World War II

Haiku reproduced on chapter divider pages were written by Japanese Americans incarcerated at Tule Lake. They were compiled and translated by Tule Lake survivor Violet Kazue (Matsuda) de Cristoforo, in her 1997 anthology, *May Sky: There is Always Tomorrow* (Los Angeles, CA: Sun & Moon Press).

EXECUTIVE SUMMARY

Such a blue sky
climbing sandy hill
where seagulls are

—Haiku by Shokoshi Saga



The Tule Lake Segregation Center, c. 1942–43. Photo: Library of Congress.

EXECUTIVE SUMMARY

The Tule Lake Unit of World War II Valor in the Pacific National Monument was established by presidential proclamation on December 5, 2008. World War II Valor in the Pacific National Monument includes nine historic sites in Hawai‘i, Alaska, and California. The monument preserves and interprets the tangible and intangible historic resources and the memories, attitudes, and traditions associated with the December 7, 1941 attack in Hawai‘i and the ensuing Pacific War. Eight sites are battle sites between the United States military and Imperial Japanese military. Five of these sites are located in the Pearl Harbor area of Hawai‘i and are largely managed by the National Park Service. Three sites are located in the Aleutian Islands of Alaska and are managed by the U.S. Fish and Wildlife Service. The Tule Lake Unit is the ninth site, located within both Modoc and Siskiyou counties, near Tulelake, California, and Klamath Falls, Oregon.

The Tule Lake Unit contains three areas associated with the incarceration of Nikkei (Japanese Americans and legal residents of

Japanese ancestry) during World War II: 1) a portion of the Tule Lake Segregation Center (37 acres), 2) the Peninsula, also called “Castle Rock” (1,277 acres), and 3) Camp Tulelake (66 acres). Thirty-five acres of the Tule Lake Segregation Center area are owned and administered by the National Park Service; the remaining 2 acres are owned by the State of California Department of Transportation. The Peninsula and Camp Tulelake are owned by the U.S. Fish and Wildlife Service and co-managed with the National Park Service.

The purpose of this Tule Lake Unit General Management Plan and Environmental Assessment (GMP/EA) is to articulate a vision and overall management philosophy for the Tule Lake Unit that will guide long-term decision-making by current and future managers. This document presents management strategies for resource protection and preservation, education and interpretation, visitor use and facilities, land protection and boundaries, and long-term operations and management of the Tule Lake Unit.



Barracks, with the Peninsula / Castle Rock in the background, c. 1940s. Photo: Jack Frost, Bain Family Collection, Denshō.

PLANNING FOR THE TULE LAKE UNIT

Formal planning for the Tule Lake Unit began with public scoping, held between June 18 and September 24, 2013. Public involvement methods included news releases, public meetings and workshops, invited presentations at partner and group meetings, newsletter mailings, and website postings. The NPS held 15 public workshops in California, Oregon, and Washington, as well as two virtual meetings conducted online. Comments were received from more than 564 individuals or organizations. The scoping comments assisted the planning team in identifying the range of issues to address in the GMP and ideas for inclusion in the alternatives.

The plan was developed by an interdisciplinary planning team that was composed of staff from the Tule Lake Unit; Pacific West Regional Office planners and specialists; and representatives from the U.S. Fish and Wildlife Service. Subject matter experts from the Japanese American, academic, and local communities were also consulted during the development of this plan.

General Management Plans

The National Parks and Recreation Act of 1978 (Public Law 95-625) requires the preparation and timely revision of general management plans for each unit of the national park system.

Congress has also specifically directed the NPS in 54 U.S.C. 100502 to consider as part of the planning process the following elements: “General management plans for each unit shall include, but not be limited to:

- measures for the preservation of the area’s resources;
- indications of types and general intensities of development (including visitor circulation and transportation patterns, systems and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and anticipated costs;

- identification of an implementation commitment for visitor carrying capacities for all areas of the unit; and
- indications of potential modifications to the external boundaries of the unit, and the reasons therefore.”

The proposed GMP is accompanied by a required environmental assessment, which identifies and evaluates the effects or impacts of various alternative approaches to the protection and appropriate uses of the Tule Lake Unit.

PURPOSE AND NEED FOR THE GENERAL MANAGEMENT PLAN

The Tule Lake Unit is a new unit and does not currently have a management plan to guide its development. Completion of this GMP will provide the first component of the unit’s general management plan portfolio and will fulfill the legal requirements of the National Parks and Recreation Act of 1978 and the NPS commitment to Congress related to the special resource study for Tule Lake, authorized in the Omnibus Public Land Management Act of 2009.

This general management plan will set the management philosophy for the Tule Lake Unit for the next 20 years or longer. The purposes of this GMP are as follows:

- to confirm the unit’s purpose, significance, and primary interpretive themes;
- to describe any special mandates;
- to clearly define desired resource conditions and visitor uses and experiences;
- to provide a framework for NPS managers to use when making operational and management decisions;
- and to ensure that this plan has been developed in consultation with the public and interested stakeholders and adopted by NPS leadership after an adequate analysis of the benefits,

impacts, and economic costs of alternative courses of action.

This general management plan does not describe how particular programs or projects should be implemented. Those decisions would be addressed in future, more detailed implementation planning, which would be consistent with the approved GMP.

ISSUES ADDRESSED

Issues were identified during scoping and were addressed in the alternatives for this GMP/EA. For a complete list of issues and descriptions, please consult the Planning Issues and Concerns section in chapter 1.

The seven major issues addressed are:

- **Historic Resources:** The Tule Lake Unit includes the Tule Lake Segregation Center NHL (NHL) and Camp Tulelake (a national register-eligible property), which together contain 10 contributing historic buildings. The NPS needs to determine appropriate preservation treatments for these historically significant structures and landscapes, decide how best to integrate them into the visitor experience, and identify

those structures with potential for administrative or visitor use.

- **Visitor Experience and Access:** Currently, all areas of the Tule Lake Unit are closed to the general public except during scheduled tours or by appointment. The NPS needs to determine how to incorporate Tule Lake's historic resources into the visitor experience, which areas can be made accessible to visitors, what types of interpretive services can be offered and where they could be located, and how to integrate onsite interpretation with virtual/digital interpretation.
- **Facilities:** The NPS needs to determine appropriate levels and general locations for visitor and operational facilities, focusing on the adaptive re-use of existing historic buildings.
- **Interpretation and Research:** Tule Lake's history is contested and controversial, and limited scholarship and historical documentation exist to describe the incarceration. The foundation document, included in chapter 2, confirms the unit's significance and interpretive themes.



This historic segregation center jail, seen here with protective covering. Photo: NPS.



[Top to bottom] **1.** Visitors inside the jail during the Tule Lake Pilgrimage, 2014. **2.** Tour of the Block 73 latrine slab, Tule Lake Pilgrimage, 2014. Both photos: NPS.

- **Interagency Coordination:** Currently, two areas of the unit (the Peninsula and Camp Tulelake) are owned by the U.S. Fish and Wildlife Service and co-managed with the NPS through a management agreement. Both agencies would like to establish a mechanism whereby the NPS could become the primary manager of these sites.
- **Management Designation:** The Tule Lake Unit’s designation as part of the distant and dispersed World War II Valor in the Pacific National Monument is confusing and offensive to some visitors and stakeholders.
- **Boundaries, Adjacent Lands, and the Local Community:** Significant historic resources are located outside of the unit (see descriptions in chapter 4). These include archeological features, historic structures, and viewsheds that convey Tule Lake’s historic visual quality. However, there are differing opinions about the NPS’s role related to these historic resources and lands.

ALTERNATIVES

Alternatives present different ways the Tule Lake Unit could be managed and developed in the future. This GMP/EA presents three alternatives, including the NPS’s preferred alternative, for future management of the unit. The alternatives, which are consistent with the Tule Lake Unit’s purpose, significance, and special mandates, present different ways to manage resources, visitor use, and facilities. The three alternatives include alternative A: the no-action alternative; alternative B: limited operations; and alternative C: the NPS preferred alternative. The three alternatives vary by overarching concept, types and levels of visitor experience, resource management decisions, and desired future conditions.

ACTIONS COMMON TO ALL ALTERNATIVES

Several actions would be common to all alternatives (alternatives A, B, and C). The

following management guidance, desired conditions, and actions would apply to all three alternatives.

Management Structure, Partnerships, and Agreements

Under all alternatives, the NPS would recommend congressional legislation to authorize a name change from the Tule Lake Unit of World War II Valor in the Pacific National Monument to Tule Lake National Historic Site. The name change would also administratively separate the Tule Lake National Historic Site from the other eight sites of the World War II Valor in the Pacific National Monument, resulting in a standalone unit.

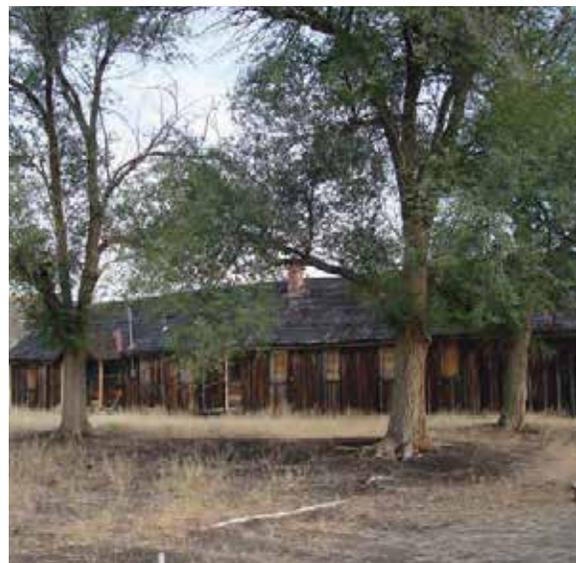
Under all alternatives, the NPS would work collaboratively with the USFWS to enter into an agreement that allows the NPS to manage and interpret resources at Camp Tulelake and the Peninsula, consistent with the management requirements of the Tule Lake National Wildlife Refuge. On the Peninsula, the National Park Service would manage wildlife and vegetation in accordance with USFWS guidelines.

The NPS and USFWS would develop an agreement with the Newell Water District to allow for continued use of the contemporary water tower and access route on the Peninsula.

Caltrans would continue to manage their 2.37-acre parcel that is located within the segregation center site. The NPS would work collaboratively with Caltrans to ensure the long-term protection of the parcel.

The NPS would continue agreements with Siskiyou and Modoc counties for law enforcement and emergency medical services and with Tulelake Multi-County Fire Protection District for fire protection at the segregation center site.

Additionally, the NPS would seek to change proprietary jurisdiction to concurrent jurisdiction for law enforcement.



[Top to bottom] 1. Visitors to the Peninsula during the 2016 Tule Lake Pilgrimage. 2. Sign for the segregation center site. 3. Camp Tulelake mess hall. The Peninsula, segregation center site, and Camp Tulelake are all closed to visitors except during scheduled tours or by appointment. All photos: NPS.



View of the Peninsula before Tule Lake was drained by the Bureau of Reclamation in the early 1900s. Photo: Courtesy of the Klamath Waters Digital Library, Oregon Tech, Klamath Falls, Oregon.

Management of Specific Areas within the Tule Lake Unit

TULE LAKE SEGREGATION CENTER

The NPS would seek to open a portion of the Tule Lake Segregation Center to visitation during the summer season by moving the small visitor contact function from the Tulelake-Butte Valley Fairgrounds to the ditch rider house in the segregation center site. The ditch rider house would be upgraded to provide basic visitor services, including site orientation, and would serve as a staging location for ranger-led tours and as a place to purchase books and merchandise. The site would be closed during the fall, winter, and spring, but could be opened by appointment if staff are available for ranger-led tours.

The jail would continue to serve as the focal point for interpretive tours with seasonal ranger-led tours. The jail would be restored, and its cover and surrounding fence would be removed.

The NPS would continue to protect and manage the historic landscape, buildings, and structures within the segregation center site.

Visitors would enter the segregation center site from State Route 139 (SR 139) in the post engineer's yard area.

The NPS would work with the California Department of Transportation (Caltrans) to ensure that the existing commemorative feature that contains the California historical landmark plaque along SR 139 is maintained.

Cultural and Natural Resources

The NPS would comply with law and policy guidance for management of the Tule Lake Unit. Desired conditions based on law and policy guidance are provided in appendix D and would apply to all alternatives.

Strategies to Address Climate Change

Management strategies to address climate change would be considered when implementing the broader management direction for the Tule Lake Unit. Strategies would include scientific research and assessment of climate change impacts on the Tule Lake Unit's resources, mitigation that promotes energy efficient practices, adaptive management to address changing conditions, and communicating with the general public about climate change and how it relates to the Tule Lake Unit.



Historic warehouses in the former industrial area, today owned by the Newell Potato Cooperative. The Peninsula can be seen in the background. Photo: NPS.

Interpretation, Education, and Outreach

The NPS would continue to lead interpretive and educational efforts for all three sites and would develop new interpretive media, as time and funding allows. The Tule Lake Unit would maintain an active social media presence to reach audiences beyond the local area.

Land Protection and Boundaries

At this time, the surrounding historic lands are determined not to be feasible for addition to the Tule Lake Unit, and the NPS is not intending to modify or add lands to the boundary of the Tule Lake Unit.

If adjacent landowners wish to donate or sell property in the future, the NPS may consider minor boundary modifications for lands that share a boundary with the existing Tule Lake Unit. A minor boundary modification that relies on Land and Water Conservation Fund acquisition funding is defined as an area up to 5% of the total acreage of the unit, or 200 acres. Any minor boundary modification would be for resource protection, improved access to existing Tule Lake Unit lands, and/or for necessary operations. Any minor boundary modification would only be considered with the full consent of the neighboring landowner. Modifications could

include acquisition or easement and would comply with all federal laws and NPS policies.

Congressional legislation would be required for all other modifications. Any boundary modification would be undertaken with cooperation from willing landowners. Acquisition by condemnation or eminent domain would not be authorized.

Safety and Security

Safety and security would be a high priority for the NPS in its management of the Tule Lake Unit. Operational leadership concepts and strategies would be integrated into all aspects of management. The NPS would continue current partnerships with emergency management agencies and local law enforcement.

Unit Operations

In all alternatives, the Tule Lake Unit would have a mix of dedicated staff positions for the Tule Lake Unit and shared positions with Lava Beds National Monument.

ALTERNATIVE A: NO-ACTION

Alternative A is the no-action alternative.

Alternative A relies solely on the Tule Lake Unit's base funding. The unit would be closed to the public, except during the summer season at the segregation center's ditch rider house. Access to Camp Tulelake, the Peninsula, and the segregation center's stockade would only be allowed infrequently during scheduled tours led by NPS rangers; these areas would be closed at all other times. Only two ongoing projects would be included in alternative A: the restoration of the jail and a local interpretation and education program. No other interpretation and education, resource management, historic preservation, and facility improvement projects would occur.

Since the establishment of the Tule Lake Unit in 2008, the NPS provided initial base funding in 2012 and an increase in 2016 to support Tule Lake Unit activities.

The no-action alternative is the baseline for evaluating the changes and impacts of the other action alternatives.

Management Structure, Partnerships, and Agreements

In addition to the actions common to all alternatives, the NPS would seek to maintain other partnerships with public agencies and nonprofit organizations, contingent on funding.

Management of Specific Areas within the Tule Lake Unit

TULE LAKE SEGREGATION CENTER

The ditch rider house area would be open during the summer season. Other than the jail and ditch rider house, all other historic structures and buildings would remain in their current conditions and closed to the public. Portions of the blue and silver garages would continue to be used for temporary maintenance functions and collections storage. All other buildings would remain vacant.

Very limited visitor amenities and services would be provided, including the existing interpretive signage and portable toilets. Minimal site maintenance would be completed on an as-needed basis.



The Camp Tulelake mess hall is in poor condition and at risk of collapse. Photo: NPS.

CAMP TULELAKE

Camp Tulelake would continue to be open once per week for public visitation on scheduled tours during the summer season and would be closed at all other times.

All buildings and structures would continue to be vacant and remain in their current conditions, ranging from poor to stabilized. The north wing of the barracks building would remain closed to staff and public access until funding is secured to improve the life/health/safety condition of the wing. The mess hall, which is in poor condition, would not receive funding for stabilization and would continue to be at risk of collapse.

Limited visitor amenities and services would be maintained, including the existing interpretive signage and portable toilets. Minimal site maintenance would be completed on an as-needed basis.

PENINSULA

The Peninsula would be accessible only by special use permit from the USFWS. This could include scheduled ranger-led tours during the summer season, for special events, and for research, consistent with the management requirements of the Tule Lake National Wildlife Refuge. The Peninsula would be closed to public access at all other times.

Historic features on the Peninsula associated with the Tule Lake Segregation Center, including the cross, chicken ranch, slaughterhouse, and foundations of a guard tower, would not receive active NPS management.

Unmaintained roads and trail alignments would continue to be closed.

Cultural and Natural Resources

Cultural and natural resource management activities would be focused on ad-hoc baseline documentation and assessment of resource conditions. Resource management work would generally occur only in response to projects that require compliance, such as

construction or maintenance that involves ground disturbance.

Interpretation, Education, and Outreach

The Tule Lake Unit would offer limited interpretive and outreach programs, primarily in the local Klamath Basin area. Staff would participate in community events, and occasionally travel to other areas to share the Tule Lake Unit's history with the public. The NPS would continue to support pilgrimages, community-focused programs, partnership programs, Japanese American Confinement Sites (JACS) grant educational projects, and local events; however, the support would be less than what currently exists.

Unit Operations

National Park Service staff would operate seasonal visitor services at the ditch rider house. The NPS would continue to lease and maintain a small administrative office space in the town of Tulelake to support staff shared between the Tule Lake Unit and Lava Beds National Monument. Other staff would be located at the Lava Beds National Monument headquarters, 45 minutes away.

The NPS would support staffing for unit management, seasonal interpretation and visitor services, and limited administrative and visitor protection functions. Most positions would be shared with Lava Beds National Monument.

Cost Estimates

ANNUAL OPERATING COSTS

Total annual operating costs would be \$394,000. This includes the unit's annual operations budget for fiscal year 2016 of \$384,000 plus a \$10,000 increase to cover new maintenance costs for the ditch rider house and restored jail.

ONE-TIME COSTS

The one-time costs to implement alternative A would total \$907,000. They include restoration

of the historic jail and a limited interpretive and educational program (costs are in 2015 dollars).

ALTERNATIVE B: LIMITED OPERATIONS

Under alternative B, visitor services, educational and interpretive programming, resource management, facility maintenance and improvements, and staffing would be limited. Similar to alternative A, the unit would be closed to the public, except during the summer season at the segregation center's ditch rider house. Access to Camp Tulelake, the Peninsula, and the segregation center's stockade would only be allowed infrequently during scheduled tours led by NPS rangers; these areas would be closed at all other times. Implementation of this alternative would require an increase to the Tule Lake Unit's operating base funding.

Resource management activities would include baseline data gathering to survey resources and document conditions. Historic resources that are in poor condition would be stabilized

to prevent resource loss. Other than the restoration work to the jail and rehabilitation of the ditch rider house, all other historic buildings would only receive stabilization measures; they would not be used for visitor services or operational needs and would remain closed to the public. Additionally, cultural resources would be managed only so that their conditions do not substantially degrade. Natural resource management would be minimal to comply with law and policy requirements.

Similar to alternative A, the NPS would provide basic visitor services at the ditch rider house at the segregation center, and interpretation about Tule Lake's history would continue to be limited. The NPS would continue to prioritize interpretive and educational programs to share Tule Lake's history and relevance with local and regional audiences. Existing partnerships would be maintained, and new partnerships could be developed to support and enhance preservation, education, and interpretation about Tule Lake.



Incarcerates from Manzanar arrive at Tule Lake after its conversion to a segregation center, 1943. Photo: NARA.

Management Structure, Partnerships, and Agreements

Same as alternative A.

Management of Specific Areas within the Tule Lake Unit

TULE LAKE SEGREGATION CENTER

Similar to alternative A, plus the silver garage and warehouse would receive minimal stabilization treatments to prevent loss of historic fabric.

Vehicular access would be formalized from SR 139 with a turn lane and associated road and parking in the post engineer's yard.

The non-extant guard towers and other historic features in the stockade area would be delineated to enhance understanding of the historic site.

CAMP TULELAKE

Similar to alternative A, plus the mess hall would be stabilized to avert risk of collapse.

Limited accessibility improvements would be made to the pullout and parking area.

PENINSULA

Similar to alternative A, plus the unit would undertake additional resource data collection and management activities described below in the cultural and natural resources sections.

Cultural Resources

The Tule Lake Unit would conduct baseline data gathering and documentation of the unit's resources. Treatments to cultural resources would occur only where necessary to prevent loss of resources. This would include stabilization of landscape features, historic buildings, and structures that contribute to the Tule Lake Segregation Center NHL designation.

Natural Resources

Monitoring, mitigation, and protection measures for natural resources under alternative B would be minimal. Data collection and planning efforts would include



Tule Lake Pilgrimage participants visit the segregation center jail, 2002. Photo: NPS.

a natural resource survey and vegetation management plan for the Peninsula. Future plans, strategies, and inventories for natural resources would also consider cultural resource assessments and prescriptions for management.

Interpretation, Education, and Outreach

In addition to the activities listed in alternative A, the NPS would develop a long-range interpretive plan to guide the development of onsite and offsite interpretive and education programs and further define a range of media to deliver the interpretive themes to visitors. The use of technology and virtual programs would be explored. Onsite and offsite interpretive and educational programs would be developed and offered during the spring, summer, and fall to visitors, schools, and educational organizations.

The Tule Lake Unit would increase community outreach, though less than in alternative C, and would regularly update the public and partners on activities related to the Tule Lake Unit.

Unit Operations and Facilities

Unit operations would be based in the ditch rider house, in a leased space in the town of Tulelake, and at the Lava Beds National Monument headquarters.

The NPS would support staffing for unit management, seasonal interpretation and visitor services, and limited administrative and visitor protection functions and would require an increase in operating funds. Most positions would be shared with Lava Beds National Monument.

Cost Estimates

ANNUAL OPERATING COSTS

Total annual operating costs would be \$704,000 for full implementation of this alternative. This includes the unit's existing annual operating budget of \$384,000 plus \$277,000 for additional NPS staff and \$43,000

for additional operations and maintenance costs related to capital investments.

ONE-TIME COSTS

The costs to implement alternative B focus on resource documentation, interpretation and education, providing basic visitor experiences, and stabilizing Tule Lake's historic resources at the segregation center site and Camp Tulelake to prevent loss. NPS costs for alternative B would total: \$2,229,000 (costs are in 2015 dollars).

ALTERNATIVE C: NPS PREFERRED

Alternative C, the NPS preferred alternative, emphasizes raising national awareness about the Tule Lake Unit's unique incarceration, segregation, and renunciation history and its resources. Historic resources would be protected through stabilization and historic preservation treatments, and select features in the stockade area would be delineated or reconstructed. Alternative C would provide year-round visitor experiences where visitors would have opportunities to learn about Tule Lake through immersion in the historic scene, interaction with NPS interpretive staff, and self-guided opportunities. Interpretive and educational programs would focus on engaging youth. Technology and digital media would be used extensively to introduce Tule Lake to new audiences on the web and entice them to visit, and would be a key component to telling Tule Lake's story onsite. The preferred alternative would seek out, cultivate, and sustain partnerships with a variety of local and national organizations to both protect the site and communicate the history, significance, and relevance of the Tule Lake story.

Implementation of the plan would occur in phases, and actions are described in three phases.

Management Structure, Partnerships, and Agreements

The NPS would actively support a wide range of partnerships at the local, regional,

and national scales and with a wide variety of stakeholders, organizations, and institutions.

Management of Specific Areas within the Tule Lake Unit

TULE LAKE SEGREGATION CENTER

The segregation center site would be open year-round for public access. The segregation center would function as the primary location for visitor learning and interpretive opportunities. Within the segregation center site, the jail and stockade area would be the focal points for visitors to see and experience the unique resources associated with Tule Lake’s segregation and renunciation history.

Existing onsite historic resources, including the cultural landscape and buildings and structures, would be protected, stabilized, treated, and maintained for long-term preservation.

Visitors would enter the segregation center site from SR 139 and park in the former post engineer’s yard. The existing entrance into the segregation center site near the jail would be used for NPS access to the motor pool area.

Visitor amenities and services would be upgraded, including the interpretive signage and restroom facilities.

Phase 1

Actions in phase 1 provide essential visitor experiences, upgrade existing infrastructure to support visitation and operations, and reconstruct important character-defining features.

In the interim, while other facilities are upgraded, the ditch rider house would serve as a temporary visitor contact station and administrative office space.

The jail and stockade area would provide an immersive experience into the historic setting where hundreds of individuals were imprisoned and suffered.

Select historic features in the stockade that are no longer present—such as a guard tower and



[Top to bottom] **1.** The ditch rider house was originally constructed in 1944 as part of the Tule Lake Segregation Center and was moved to its current location between 1949 and 1955. Used by the Tulelake Irrigation District, the building provided housing for “ditch riders,” whose jobs involved cleaning and maintaining irrigation ditches. The original 1944 building has been substantially modified and is not in its original location; it is not a contributing structure to the Tule Lake Segregation Center NHL. **2.** Carpenter shop. **3.** Historic fence with SR 139 in the background. All photos: NPS.



Visitors inside the Camp Tulelake barrack during the Tule Lake Pilgrimage, 2012. Photo: NPS.

beaverboard fence—would be reconstructed because of their extraordinary importance in accurately depicting the conditions within the Tule Lake Segregation Center.

The WRA motor pool area would serve the unit’s administrative and maintenance functions, using the existing entrance into the area. The silver garage would be minimally rehabilitated to house an insulated modular structure (IMS) for climate-controlled curatorial storage. The blue garage would be minimally rehabilitated to support large equipment storage.

Phase 2

Phase 2 actions include rehabilitating the carpenter shop, improving visitor accessibility and circulation, moving more unit operations onsite, and improving the condition of resources and areas within the segregation center site.

The historic 2,700-square-foot carpenter shop would be rehabilitated to replace the ditch rider house as the primary visitor facility for the Tule Lake Unit. It would be open and staffed year-round. Within the carpenter

shop, visitors would have the opportunity to interact with NPS staff, receive orientation information, and learn about Tule Lake’s primary interpretive themes through a variety of digital and hard media. It would also house a small store for educational materials, including books and merchandise.

The ditch rider house could remain for operational support until no longer needed, at which time it could be removed.

Phase 3

Phase 3 projects include additional visitor accessibility and circulation, reconstruction of character-defining historic features, historic preservation work for the unit’s operational facilities, and associated utilities.

In the stockade, one of the four original barracks would be reconstructed to illustrate the historic buildings and features inside the stockade. The barrack would house interpretive exhibits and could function as a multi-purpose space for interpretive and educational activities. In the long term, the remaining three barracks, guard towers, and associated landscape features could be

reconstructed or returned to the site to further illustrate the stockade's built environment.

In the WRA motor pool area, the silver garage would be rehabilitated to serve the unit's operational needs, including necessary staff offices and maintenance functions.

CAMP TULELAKE

Camp Tulelake would be open during the extended summer season. An NPS ranger would be onsite to provide an introduction to Camp Tulelake, its significance, and its resources, and to lead tours. During the off-season, the NPS would collaborate with the USFWS to maintain a small visitor contact area in the USFWS Tule Lake National Wildlife Refuge Visitor Center, which is located 1 mile south. Generally, visitors would learn about Camp Tulelake on their own through digital media and self-guided tours.

Phase 1

Phase 1 includes stabilization of the mess hall, shop, and barracks.

A vault toilet would be installed at the site.

Phase 2

Phase 2 would include formalizing and/or constructing roads, parking, and trails. Phase 2 would also include delineation and restoration of historic character-defining landscape features, including the flagpole, machine-gun post, and parade grounds.

Phase 3

Phase 3 would include the rehabilitation of the north wing of the barracks, which would serve as a staffed visitor contact area during the summer season.

PENINSULA

The NPS would continue to provide ranger-led tours of the Peninsula during the summer season, for special events, and for research, consistent with the management requirements of the Tule Lake National Wildlife Refuge. The frequency of guided tours and routes could change in the future, so that visitors are provided more options to see and experience

the Peninsula. The Peninsula would be closed to public access at all other times.

The NPS would work with USFWS to support additional natural and cultural resource management activities, including surveys, documentation, research, monitoring, and treatments for the Peninsula. In addition, the NPS would identify measures to monitor and protect raptor nesting sites, adaptively manage habitat for species of concern, and control or remove exotic species, such as noxious invasive weeds. The NPS and USFWS would rehabilitate select unmaintained roads and trails on the Peninsula to restore natural conditions.

During the lifetime of the GMP, the NPS could work with the USFWS to explore opening additional public access to select areas of the Peninsula along road and trail corridors. Any change in public access would be done with consultation with the Modoc of Oklahoma and Klamath Tribes and through a public planning process. A change in public access would be contingent on support from the USFWS formalized in an agreement and cost sharing for improvements. An arrangement that allows access across private land on the road corridor to the water towers would also be necessary.

Cultural Resources

The NPS would protect and preserve cultural resources within the Tule Lake Unit through a variety of treatments and methods, including collaborating with partners. These cultural resources include archeological features and sites, historic buildings and structures, cultural landscapes, ethnographic resources, and collections.

A phased approach would be implemented. Early steps would include surveys, documentation, and emergency stabilization to prevent loss of historic fabric. Additional treatments for historic buildings and cultural landscape features would include delineation, preservation, rehabilitation, restoration, and reconstruction. The NPS would develop and maintain a formal oral history program to record, preserve, use, and share personal

narratives associated with the Tule Lake Unit’s history and significance.

Natural Resources

The NPS would inventory natural resources in the three sites and would develop a resource stewardship strategy to define desired future conditions for both natural and cultural resources.

Visual and Scenic Resources

The NPS would work collaboratively with others and pursue partnerships to protect and preserve character-defining viewsheds and develop viewpoints to the extent possible. Important views and vistas include the Peninsula and Horse Mountain.

Interpretation, Education, and Information

The NPS would focus the content of interpretive and educational programs on the unit’s interpretive themes, which were developed as part of this GMP effort and through a public planning process. They are described in chapter 2.

The NPS would increase awareness about Tule Lake’s existence, significance, and relevance through interpretation, education, and outreach. The NPS would develop a wide range of learning opportunities both onsite and offsite and in partnership with local, regional, and national stakeholders and organizations. Outreach programs and online media would be designed to reach people who are not able to visit the unit, as well as to entice them to visit.

At the segregation center site, the NPS would provide an interactive and immersive experience for visitors. Online media would be greatly expanded, including social media, virtual classrooms, online exhibits, and an online resource for research about Tule Lake.

Outreach activities would promote learning and understanding of Tule Lake in the local Klamath Basin, regionally along the West Coast, and nationally.

Land Protection and Boundaries

During the lifetime of this GMP, the NPS would explore collaborative relationships and partnerships with willing landowners, both public and private, within the historic extent and viewshed of the Tule Lake Segregation



Horse / Abalone Mountain seen from the segregation center, c. 1943. Photo: Bain Family Collection, Denshō.

Center. The mechanisms used for these partnership opportunities could take the form of technical assistance, memorandums of understanding, right-of-way agreements, and easements to preserve and interpret contributing resources associated with Tule Lake's history. The NPS goals would be to: 1) provide technical assistance and support for historic preservation activities, 2) seek opportunities to provide public interpretation about Tule Lake's history, 3) address necessary or desired access, operational, and management issues with the unit's neighbors, and 4) to encourage the protection of significant visual resources.

Areas for potential partnerships include sensitive and important sites, such as areas with in situ camp remnants, and scenic landscape resources, such as Horse Mountain. Parcels and/or areas around the Peninsula could also be considered for partnership opportunities to provide access to the Peninsula's resources and for public enjoyment of those resources. If federal land within the historic extent of the camp— such as lands managed by the Bureau of Land Management—were to become available, the NPS may pursue partnership or co-management.

The NPS, in collaboration with USFWS and local neighbors, would conduct a cadastral survey of all lands within the unit to legally define the unit's boundaries.

Unit Operations

Unit operations would be based in the ditch rider house, in a leased space in the town of Tulelake, and at the Lava Beds National Monument headquarters until the silver garage is upgraded to house administrative offices, curatorial storage, and maintenance functions and storage.

The NPS would support staffing for unit management, including positions in resource management; interpretation, education, and visitor services; facilities and maintenance; law enforcement; and administration. Many positions would be shared with Lava Beds National Monument.

Cost Estimates

ANNUAL OPERATING COSTS

Total annual operating costs would be \$1,204,000 for full implementation of this alternative. This includes the unit's existing annual operating budget of \$384,000 plus



View of Horse / Abalone Mountain from the block 73 slab, 2011. Photo: NPS.

\$728,000 for additional NPS staff, and \$92,000 for additional operations and maintenance costs related to capital investments.

ONE-TIME COSTS

The costs to implement alternative C focus on resource documentation, interpretation and education, providing high-quality visitor experiences, and ensuring the long-term preservation of Tule Lake's historic resources at the segregation center site and Camp Tulelake. The majority of costs are for historic preservation treatments to historic buildings and structures.

One-time investments would occur in phases.

Phase 1 projects total \$3,821,000

Phase 2 projects total \$3,694,000

Phase 3 projects total \$3,733,000

NPS costs for Phase 1, 2, and 3 would total: \$11,340,000

Gross cost estimates, including USFWS partnership costs of \$371,000, would total \$11,711,000.

(All costs are in 2015 dollars).

ALTERNATIVES AND ACTIONS DISMISSED FROM FURTHER CONSIDERATION

The following alternatives or actions were considered during the alternatives development phase of the project, but were dismissed from further consideration.

Historic Preservation Treatments for All Historic Buildings and Structures

The NPS considered a range of potential uses, historic preservation treatments, and facility upgrades for the unit's 10 historically significant structures and four other structures. Potential uses included visitor facilities, administrative offices, maintenance facilities, curatorial and maintenance storage, research facilities, and educational/multi-purpose spaces. Adaptive re-use of specific buildings was cost estimated and facility models were

run to determine the necessary square footage of space necessary for NPS operations. The facility models for the unit determined the existing square footage space far exceeds the unit's operational needs projected for the lifetime of this GMP. The high cost of preservation and facility treatments would also result in additional operations and maintenance costs, which together could not be justified. Therefore, it was determined that several historic structures would only be maintained in a stable condition for their value as contributing historic features until a future function is identified. Some of these buildings could serve as storage if needed. These buildings include the blue garage and warehouse at the segregation center site, and the mess hall, a portion of the barracks, and the shop at Camp Tulelake. Non-contributing structures could be maintained or treated to serve the unit's operational needs, or they could be removed.

Newell Elementary School

The Newell Elementary School building is owned by the Tulelake Multi-County Fire Protection District and is located adjacent to the segregation center site. The Newell School was analyzed for its potential use as a multi-purpose facility that could serve as a visitor contact facility with an auditorium, classrooms, administrative offices, maintenance facility, and storage. Its fair condition, proximity to the segregation center, and availability for leasing and use made it a viable alternative to consider. The cost estimate for adaptive re-use of the facility to serve NPS functions was approximately \$4.9 million. The Newell School was rejected from further consideration because the NPS determined that the priority for NPS funding should be directed to the treatment of contributing historic structures and facilities within the unit and that the unit's visitor and operational activities should occur onsite.

USER CAPACITY

General management plans are required to identify and implement user capacities for all areas of a park. The National Park Service

defines user capacity as the type and level of visitor use that can be accommodated while sustaining desired park resource conditions and achieving desired visitor experiences consistent with the purpose of a national park unit. The overall strategy of implementing a user capacity program is a tiered approach, monitoring indicators and managing to maintain (or achieve) identified standards and conditions. User capacity includes managing all components of visitor use (levels, types, behavior, timing, and distribution). User capacity is discussed for each site (the segregation center site, Camp Tulelake, and the Peninsula), including identifying indicators that may be monitored and a range of actions that may be taken when indicators are not showing progress towards meeting desired conditions. See chapter 3.

ENVIRONMENTAL CONSEQUENCES

The potential effects of the three alternatives are analyzed for cultural resources, natural resources, visitor use and experience, operations, and the socioeconomic environment. This analysis is the basis for comparing the advantages and disadvantages of the alternatives. Impacts are described in terms of whether they are direct or indirect, adverse or beneficial, and how long they would last.

A summary of impacts of all alternatives considered, in accordance with the National Environmental Policy Act, is located in chapter 3. See table 3.10.



Children in the Tule Lake Segregation Center, n.d. Photo: R. H. Ross, BOR.



Siding of historic guard tower cupola, segregation center site. Photo: NPS.

INTRODUCTION



A quiet night
the moon is setting
behind Castle Rock Mountain

—Haiku by Senbo Takeda



Scene in the Tule Lake Segregation Center, March 20, 1946. Photo: NARA.

CHAPTER 1: INTRODUCTION

DESCRIPTION OF THE TULE LAKE UNIT

World War II Valor in the Pacific National Monument was established by presidential proclamation on December 5, 2008 and includes nine historic sites in Hawai'i, Alaska, and California. The monument preserves and interprets the tangible historical resources and the intangible memories, attitudes, and traditions associated with the December 7, 1941 Japanese attack in Hawai'i and the ensuing Pacific War. Eight sites are battle sites between the United States and Japanese militaries. Five of these sites are located in the Pearl Harbor area of Hawai'i and are largely managed by the National Park Service (NPS). Three sites are located in the Aleutian Islands of Alaska and are managed by the U.S. Fish and Wildlife Service (USFWS).

The Tule Lake Unit is the ninth site, located within both Modoc and Siskiyou counties near Tulelake and Newell, California. The Tule Lake Unit encompasses three sites associated with the incarceration of Nikkei during World War II:

1. A portion of the Tule Lake Segregation Center totaling 37 acres. This site includes the historic War Relocation Authority (WRA) stockade and jail, three garages, the sites of the motor pool and post engineer's yard, and the carpenter shop. Thirty-five acres of the Tule Lake Segregation Center site are owned and administered by the National Park Service; the remaining 2 acres are owned by the state of California Department of Transportation. Today the majority of the original segregation center lands have been converted to other land uses, such as the town of Newell and the Tulelake Municipal Airport.
2. The Peninsula, known as "Castle Rock" to incarcerated, includes 1,277 acres and is a geologic landmark in the Tule Lake Basin. A cross erected on the Peninsula during World War II served

as an important symbolic feature for individuals imprisoned at Tule Lake. The Peninsula is owned by the U.S. Fish and Wildlife Service and co-managed with the National Park Service.

3. Camp Tulelake. This 66-acre parcel is a former Civilian Conservation Corps (CCC) camp, constructed between 1935 and 1938. It is the only remaining CCC camp of several that once existed in the Klamath River Basin, and it is one of the few extant camps in California. It was also used as an incarceration site during World War II. Remaining structures include the mess hall, the barracks, and a shop building. Camp Tulelake is owned by the U.S. Fish and Wildlife Service and co-managed with the National Park Service.

Location, Access, and Setting

The Tule Lake Unit sits at an elevation of 4,033 feet in the Tule Lake Basin, 30 miles southeast of Klamath Falls, Oregon, in California's first congressional district. The area's principal transportation route, SR 139, provides primary access to the three sites.

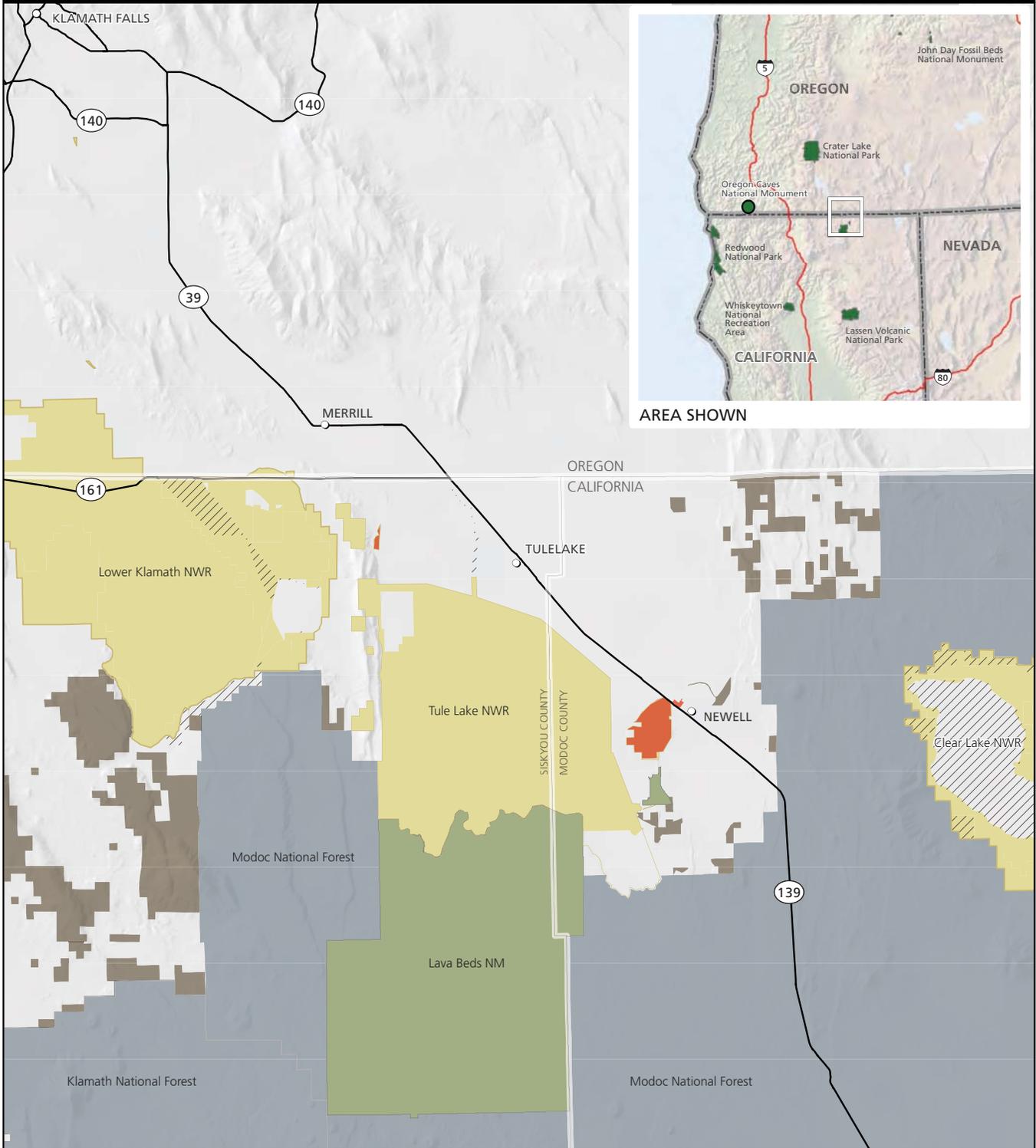
Tule Lake received its name from the tule reeds that were present in the 96,000-acre lake that once dominated the basin. The rich farmlands in the Tule Lake Basin were created under the Newlands Reclamation Act of 1902. Following the provisions of this act, the Bureau of Reclamation (BOR) drained Tule Lake in the early 1900s to reclaim most of the lake bottom for agricultural use. Portions of the unit are located in this former lake bed (see Figure 12: Hydrological and Physiographic Context).

In 1928, 11,000 acres of the basin were designated the Tule Lake National Wildlife Refuge, which is located west of the segregation center site. A CCC camp called Camp Tulelake was constructed on land within the refuge beginning in 1935 and supported New Deal initiatives to improve farming and wildlife habitat in the basin. Located on Hill

Figure 1: Regional Overview

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA

National Park Service
U.S. Department of the Interior



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|--------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------|
|  Tule Lake Unit |  U.S. Forest Service |
|  Lava Beds NM |  Bureau of Land Management |
|  U.S. Fish and Wildlife Service |  Bureau of Reclamation |

Produced by: NPS-PWR GIS and Planning
Date created: May 2016
Data sources:
NPS-Park boundaries, shaded relief
U.S. Forest Service-National forest boundaries
U.S. Fish and Wildlife Service-USFWS boundaries
BLM-BLM and USBR boundaries
ESRI-Cities, highways, state and county lines
USGS-Shaded relief (inset map)

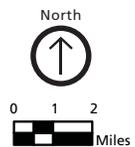
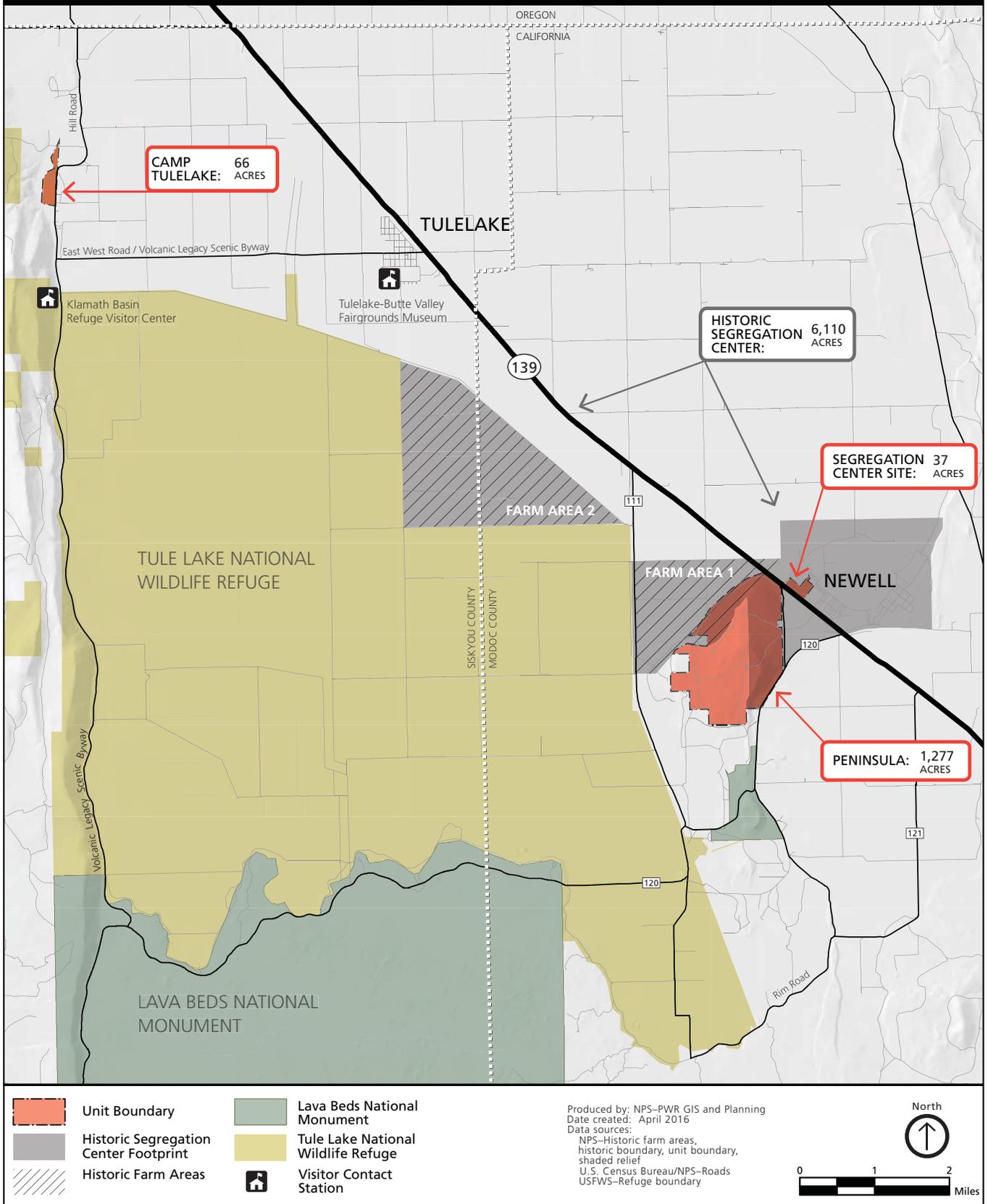


Figure 2: Unit Overview

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA

National Park Service
U.S. Department of the Interior



Road, approximately 14 miles northwest of the segregation center site, Camp Tulelake can be accessed via SR 139 and the Volcanic Legacy Scenic Byway.

The approach to the segregation center site along SR 139 is still marked by sagebrush, farms, and irrigated fields. A railroad line traverses the reclaimed lake bed and was used during World War II to transport Nikkei to Tule Lake. The view of the Peninsula, known as “Castle Rock,” and Horse Mountain, known as “Abalone Mountain,” remain iconic in the landscape.

Visitor access to the segregation center site, Camp Tulelake, and the Peninsula is currently allowed only by guided tours or by appointment.

Historical Background

The prelude to the incarceration began with Japanese immigration and settlement of Hawai‘i and the West Coast between 1880 and 1924. By the beginning of World War II, Nikkei communities were well established with churches, businesses, hotels, and schools in Nihonmachi, or Japantowns, and in rural areas throughout the West Coast states. By 1940, roughly two thirds of ethnic Japanese were American-born citizens. However, anti-Japanese sentiments and prejudice were prevalent.

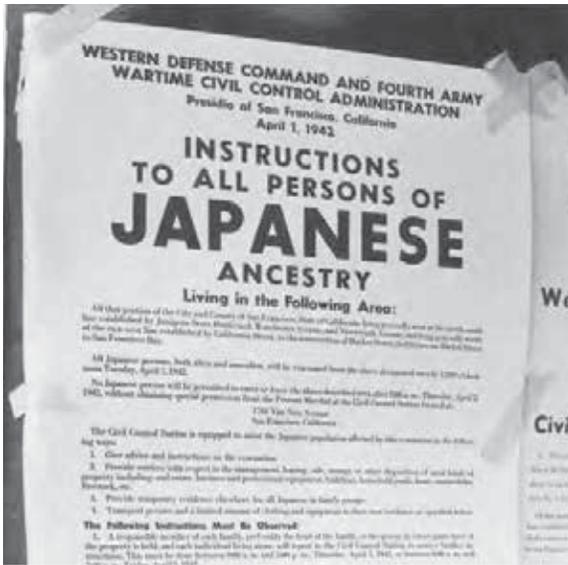
On December 7, 1941 the Japanese bombed Pearl Harbor and other sites in Hawai‘i, and the United States Congress declared war against Japan the next day. Beginning on December 7, the government began arresting 1,500 Issei listed by the Federal Bureau of Investigation as potentially subversive and dangerous. A series of executive orders quickly followed that prevented “enemy aliens” from traveling, froze their assets in banks, and subjected them to curfews. Although the orders were directed toward all “enemy aliens,” they were predominantly applied to Issei. American-born Nisei feared that they might be targeted as well, despite their American citizenship. War hysteria and racial prejudice in the public sphere mounted,

leading to calls for the mass removal of all Nikkei from the West Coast.

On February 19, 1942 President Franklin D. Roosevelt issued Executive Order 9066. In conjunction with Public Law 503, this order allowed the government to remove civilians from designated military areas. The resulting exclusion zones included Alaska, the western halves of Washington and Oregon, all of California, and the southern half of Arizona. More than 110,000 Nikkei were forced from their homes and communities in the exclusion areas. Initially they were transported and imprisoned in temporary detention centers managed by the army. These detention centers were euphemistically called “assembly centers” and were located at fairgrounds and other existing facilities along the West Coast. Nikkei were then moved to more permanent concentration camps in California, Idaho, Utah, Arizona, Wyoming, Colorado, and Arkansas operated by the War Relocation Authority (WRA), a new federal agency created to imprison Japanese Americans. Most Nikkei would spend the duration of the war under difficult and overcrowded conditions.

The Tule Lake War Relocation Center was one of the 10 camps operated by the WRA from May 27, 1942 to March 20, 1946. Like all WRA sites, Tule Lake was selected for its isolation, its proximity to a rail line, its federal ownership (BOR), and its agricultural potential. Although tens of thousands of acres of the Tule Lake Basin had been drained under the Reclamation Act, only a small portion of this acreage was in cultivation at the outbreak of World War II. It was assumed that incarcerated individuals would provide the labor needed to increase agricultural production on reclamation lands (NPS 2006b).

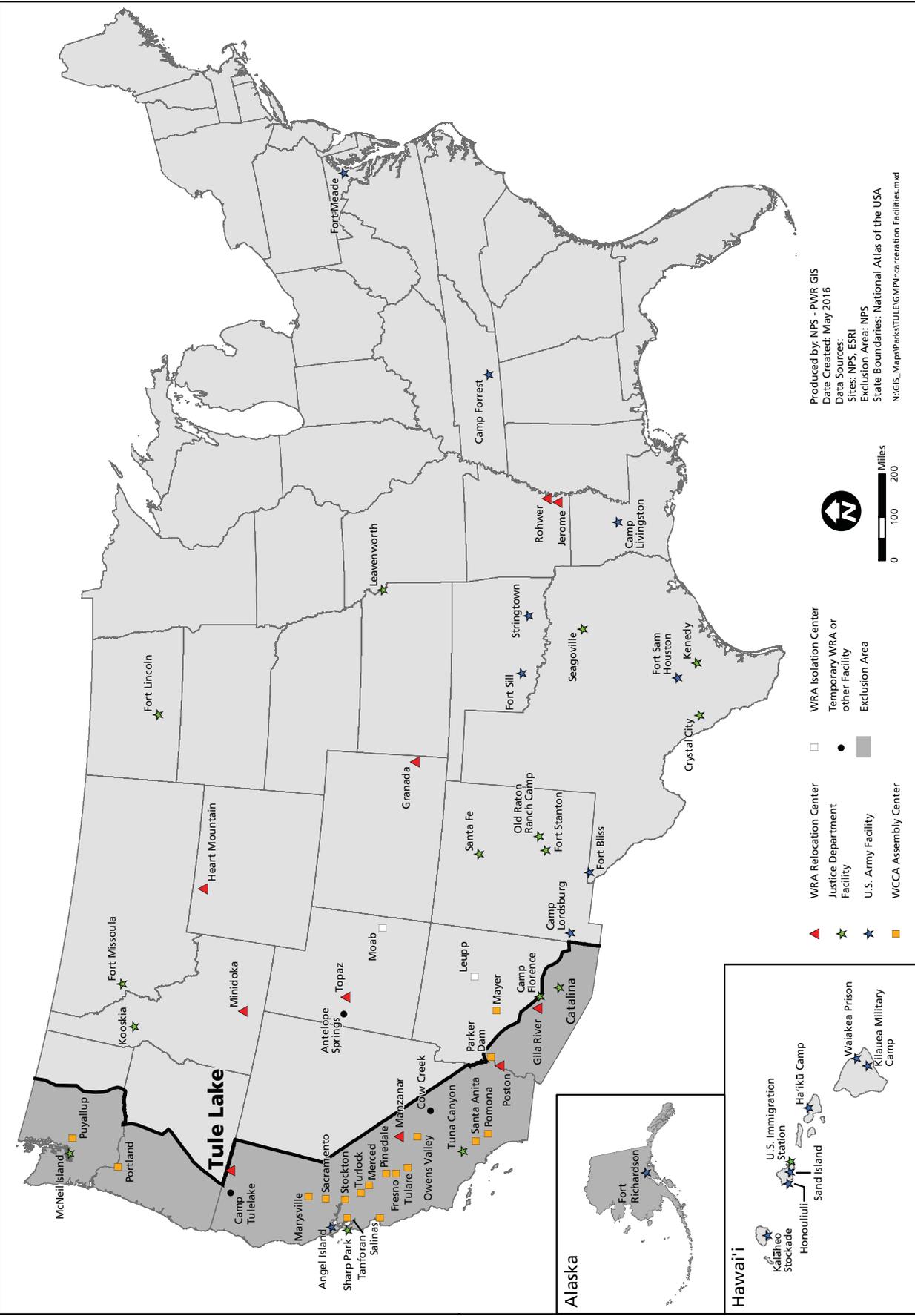
Construction of the Tule Lake WRA camp began on April 15, 1942 and accelerated in late May with the arrival of 447 Japanese Americans who volunteered to help build the camp. Nikkei originally sent to the camp came largely from Sacramento, California; Tacoma and the White River Valley in Washington; and Hood River, Oregon. Eventually, Tule Lake would become the largest of the 10 WRA centers, with a peak population of 18,789



1. [Top left] Civilian Exclusion Order for the removal of all persons of Japanese ancestry, San Francisco, April 1942. Photo: Dorothea Lange, Bancroft Library, University of California, Berkeley.
2. [Top right] Sign placed on an Oakland, California storefront by its Nikkei owner on December 8, 1941 and photographed in March 1942. Photo: Dorothea Lange, Library of Congress.
3. [Middle] The horse stalls at the Tanforan Assembly Center, formerly a race track in San Bruno, California, were used as living quarters for Nikkei in 1942. Photo: Dorothea Lange, NARA.
4. [Bottom] This World War I veteran is forced to enter the Santa Anita Assembly Center, from which he will later be transferred to a WRA center, 1942. Photo: Clem Albers, NARA.



Figure 3: Incarceration Facilities
Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA



Produced by: NPS - PWR GIS
Date Created: May 2016
Data Sources:
Sites: NPS, ESRI
Exclusion Area: NPS
State Boundaries: National Atlas of the USA
N:\GIS_Maps\Park\3TULEGMP\Incarceration_Facilities.mxd



[This page: top to bottom] **1.** Nikkei board a train at California's Santa Anita Assembly Center that will transport them to a WRA center, 1942. Photo: Library of Congress. **2.** Construction of the Tule Lake WRA Center, April 23, 1942. Photo: Clem Albers, NARA.

[Opposite] Map of WWII incarceration facilities.





people. The camp would imprison more than 29,840 individuals over the lifetime of its operation. Within the 908-acre developed area of the camp, there were more than 1,700 structures divided into wards and blocks. Nikkei were housed in more than 1,000 barracks served by latrines, mess halls, and other communal buildings. The 6,110-acre camp also contained a post office, high school, hospital, cemetery, factories, railroad sidings, two sewage treatment plants, hog and chicken farms, water wells, and thousands of acres of irrigated farmland. WRA facilities included 144 administration and support buildings. The camp was surrounded by a barbed wire fence and six guard towers (NPS 2006b).



In 1943 the U.S. government developed a “loyalty questionnaire” that was administered to each incarcerated person over the age of 17, whether born in the United States or Japan. The questions included were ambiguous, and incarcerated in all WRA camps were given a strict deadline for response. At Tule Lake in particular, imprisoned individuals were not provided with supplemental information or given sufficient opportunity to discuss the questions or to understand the implications of their answers. Questions 27 and 28 were especially problematic in this regard. Question 27 of the questionnaire addressed a person’s willingness to serve in the U.S. armed forces. Question 28 asked for a disavowal of allegiance to the Japanese emperor or other foreign governments. Faced with difficult choices and unknown consequences, each individual’s responses to the questionnaire were tempered by a variety of personal and cultural values and factors, as well as outside pressures from family and peers.

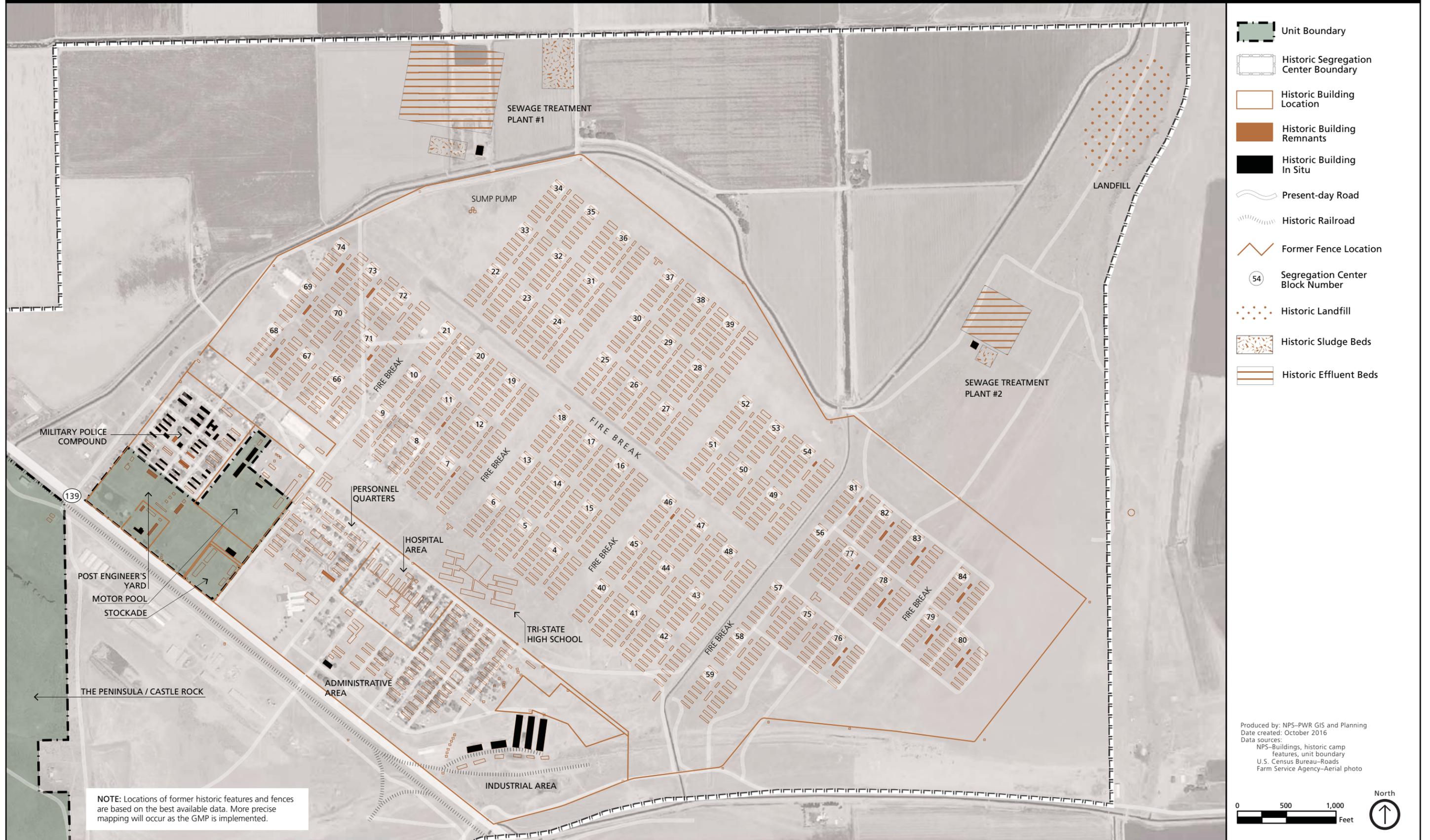


Those who refused to answer the questionnaire, gave qualified answers, or answered “no” to the questions were officially labeled “disloyal” by the government. However many who were branded “disloyal”

[Top to bottom] **1.** Scene in the fingerprinting department at the Tule Lake Segregation Center, September 25, 1943. Photo: Charles E. Mace, Bancroft Library, University of California, Berkeley. **2.** Grammar school students within the Tule Lake WRA center, November 1942. Photo: Francis Stewart, NARA. **3.** Prisoners in the Tule Lake stockade are searched by Border Patrol officers, June 1945. Photo: NARA.

Figure 4: Historic Segregation Center Features and Existing Conditions

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA



NOTE: Locations of former historic features and fences are based on the best available data. More precise mapping will occur as the GMP is implemented.

Produced by: NPS-PWR GIS and Planning
Date created: October 2016
Data sources:
NPS-Buildings, historic camp features, unit boundary
U.S. Census Bureau-Roads
Farm Service Agency-Aerial photo

were protesting the injustice of their forced confinement and the denial of their civil liberties.

In part due to WRA mishandling of the questionnaire at Tule Lake, more than 40% of respondents refused to give unqualified “yes” responses to questions 27 and 28. This was the highest percentage of so-called “disloyals” of all the camps. As a result, Tule Lake was selected for conversion to a maximum-security “segregation center,” which began on July 15, 1943.

Respondents from the other nine camps similarly labeled “disloyal” were transferred to the Tule Lake Segregation Center. Those labeled “disloyal” made up two thirds of the camp’s population. Tule Lake incarcerated identified as “loyal” were given the choice to move to other WRA camps, but many chose to stay instead of enduring yet another move. They composed one third of the segregation center population and were called the “Old Tuleans.” The social dynamics between the “Old Tuleans” and the newly transferred incarcerated were complex and often resulted in widespread conflict. Whether they were new arrivals or long-time incarcerated at Tule Lake, those imprisoned responded to their confinement in diverse ways. For example, while many in the segregation center refused to give unqualified “yes” responses to the loyalty questions, others entered the U.S. military service. From the group of “Old Tuleans,” over 50 Nisei volunteered or were drafted into the military to serve the U.S. during the war.

Several changes also occurred in the physical layout of the camp after conversion to the segregation center. These included the construction of a new and larger military police compound, an increase in the number of guard towers from six to 28, and the installation of a high-security stockade that included a jail. The prison-like atmosphere of the camp and lack of freedom were underscored by the presence of nearly a thousand armed guards, several tanks, and multiple security fences.

The segregation center conversion also impacted Camp Tulelake. Previously vacant, the buildings were used to detain protesters of the loyalty questionnaire between March and May 1943. During this time, approximately 100 individuals were moved to Camp Tulelake, where they were held without charge or explanation until their transfer back to the segregation center or to prisons or isolation centers operated by the U.S. Army and the Justice Department (Daniels 2004; NPS 2015). Camp Tulelake was used again in fall 1943 to protectively house Nikkei brought in as strikebreakers from other WRA camps to harvest agricultural crops. The additional labor was needed because farmworkers incarcerated at Tule Lake were on strike, protesting poor working and living conditions and unfair treatment. The strike was catalyzed by a farm truck that overturned in 1943, killing one man and injuring several others. The strikebreakers were returned to their WRA camps at the end of the growing season. In 1944 Camp Tulelake was occupied again, this time by German and Italian prisoners of war, recruited to provide labor for local farms. They were accepted by the local community, in contrast to the treatment received by Japanese Americans.

Tensions within the segregation center, including the strike, culminated in late 1943 with the declaration of martial law. Between November 14, 1943 and January 15, 1944, repressive actions were implemented by the army and the WRA, including a curfew, barrack-to-barrack searches, and the suspension of many daily activities, including work and social activities. The declaration of martial law resulted in a time of increased suffering for the entire population. This period led to widespread hostility toward the army and the WRA and caused many families to wonder what future they had in a country that showed so little regard for them.

Tule Lake’s atmosphere of anxiety, anger, confusion, and distrust helped set the stage for the largest mass renunciation of American citizenship in U.S. history. Passage of the Denaturalization Act of 1944 (Public Law 78-405) on July 1 allowed Americans to voluntarily give up their U.S. citizenship during times of war, and enabled the Department of

23. List contributions you have made to any society, organization, or club:

<i>Organization</i>	<i>Place</i>	<i>Amount</i>	<i>Date</i>
.....
.....
.....
.....
.....
.....

24. List magazines and newspapers to which you have subscribed or have customarily read:

.....
.....
.....
.....
.....
.....
.....

25. To the best of your knowledge, was your birth ever registered with any Japanese governmental agency for the purpose of establishing a claim to Japanese citizenship?

(a) If so registered, have you applied for cancellation of such registration?
(Yes or no)

When? Where?

26. Have you ever applied for repatriation to Japan?

27. Are you willing to serve in the armed forces of the United States on combat duty, wherever ordered?

28. Will you swear unqualified allegiance to the United States of America and faithfully defend the United States from any or all attack by foreign or domestic forces, and forswear any form of allegiance or obedience to the Japanese emperor, or any other foreign government, power, or organization?

.....
(Date) (Signature)

NOTE.—Any person who knowingly and willfully falsifies or conceals a material fact or makes a false or fraudulent statement or representation in any matter within the jurisdiction of any department or agency of the United States is liable to a fine of not more than \$10,000 or 10 years' imprisonment, or both.

The last page of a four-page questionnaire issued to Nikkei by the U.S. government, including the "loyalty questions," 27 and 28. Courtesy Ikeda Family Collection, Denshō.

Justice to treat them as “enemy aliens.” At Tule Lake, 5,461 Japanese Americans renounced their U.S. citizenship. In contrast, only 128 Japanese Americans from the other nine WRA camps renounced. The chaotic conditions at Tule Lake, the uncertain outcome of World War II, and personal and familial situations all contributed to each individual’s decision to renounce.

While some renunciants would voluntarily leave for Japan, most would seek hearings to avoid deportation as they learned the full implications of renunciation. In 1945, in the midst of this tumultuous period, San Francisco civil rights attorney Wayne Collins filed a lawsuit challenging the legality of the renunciations of Japanese Americans, arguing that the renunciation program was unjust and that the individuals who renounced their U.S. citizenship did so under duress. The judge’s decision restored U.S. citizenship to the renunciants, however, the Department of Justice appealed the decision, and the mass case on behalf of the renunciants was broken into thousands of individual cases. It took Collins until 1968 to restore American citizenship to 4,978 stateless Japanese Americans.



[Top to bottom] 1. and 2. Individuals requesting repatriation and expatriation to Japan board ships in Seattle, November 1945. Photos: NARA. 3. Demonstration by members of the Hoshi Dan at the Tule Lake Segregation Center, January 1945. The Hoshi Dan was a pro-Japan group formed in Tule Lake; they openly resisted the WRA administration and its policies. Photo: R. H. Ross, NARA.



A group of new homesteaders gather in front of one of the segregation center barracks that was given away after the war, 1947. Photo: J. E. Fluharty, courtesy of the Klamath Waters Digital Library, Oregon Tech, Klamath Falls, Oregon.

Tule Lake was the last WRA camp to close, remaining in operation seven months after the end of World War II. In the final months before closing, the segregation center operated under the authority of the Department of Justice, interning renunciant families and individuals who faced deportation or removal to the Crystal City family internment camp.

The administration of the center was returned to BOR on May 5, 1946. The dismantling of the segregation center occurred quickly. Barrack buildings were given or sold to new homesteaders in the Tule Lake Basin, with preference given to those who were World War II veterans. Some of these buildings continue to be used today. In the early 1950s, plots of land within the camp boundary were auctioned by the BOR to establish the town of Newell.

In 1974, Japanese American survivors and their descendants organized a group of approximately 200 people to participate in the first pilgrimage to Tule Lake. In 1975, the Tule Lake site was designated a California historical

landmark. In 1988, the Civil Liberties Act (Public Law 100-383) was passed in which the U.S. government formally apologized to each individual incarcerated during World War II, based on the determination that the mass incarceration of Japanese Americans during the war was the result of “race prejudice, war hysteria and a failure of political leadership.” The Tule Lake Segregation Center was designated a national historic landmark in 2006.

The Tule Lake Segregation Center still represents a lesser-known chapter in the history of the World War II incarceration. In addition to the disrespect and stigma that Nikkei suffered during and after incarceration, Tule Lake survivors and their family members were further shamed within Japanese American communities, where they were branded as “disloyal” and “troublemakers,” regardless of their loyalty question responses. Deep rifts associated with this history continue today among individuals and organizations within the Japanese American community. There is strong consensus among



Memorial service at the Tule Lake Pilgrimage, with Castle Rock in the background, 2012. Photo: NPS.

scholars that Tule Lake’s history is the primary “untold story” of the Nikkei incarceration during World War II.

PLANNING FOR TULE LAKE

Planning provides an opportunity to create a vision and to define a park’s role in relation to its national, natural, historic, and community settings. The planning process is designed to provide decision-makers with adequate information about resources, impacts, and costs. Decisions made within this planning context are more likely to be successful over time and promote a more efficient use of public funds.

A general management plan (GMP) is the result of a formal decision-making process, in which relevant information is gathered and used to make a series of related decisions. The process of creating a GMP ensures that park managers, partners, and the public share a clearly defined understanding of the resource conditions, opportunities for visitor experiences, and general kinds of

management, access, and development that will best achieve a park’s purpose and conserve its resources unimpaired for the enjoyment of future generations. General management plans are intended to be long-term documents that establish and articulate a management philosophy and framework for decision-making and problem-solving in the parks.

Public involvement and consultation efforts were important to the process of preparing this GMP/EA. The NPS invited public comments during the public scoping period between June 18 and September 24, 2013. Public involvement methods included news releases, public meetings and workshops, invited presentations at partner and group meetings, newsletter mailings, and website postings. The NPS held 15 public workshops in California, Oregon, and Washington, as well as two virtual meetings conducted online. Comments were received from more than 564 individuals or organizations. The scoping comments assisted the planning team in identifying the range of

issues to address in the GMP and ideas for inclusion in the alternatives.

The plan was developed by an interdisciplinary planning team that was composed of staff from the Tule Lake Unit; Pacific West Regional Office planners and specialists; and representatives from the USFWS. Subject matter experts from the Japanese American, academic, and local communities were also consulted during the development of this plan.

General Management Plans

The National Parks and Recreation Act of 1978 (Public Law 95-625) requires the preparation and timely revision of general management plans for each unit of the national park system; and *NPS Management Policies 2006* call for each GMP to “. . . set forth a management concept for the park [and] establish a role for the unit within the context of regional trends and plans for conservation, recreation, transportation, economic development and other regional issues. . .”

Congress has also specifically directed (54 U.S.C. 100502) the NPS to consider as part of the planning process the following elements. “General management plans for each unit shall include, but not be limited to:

- measures for the preservation of the area’s resources;
- indications of types and general intensities of development (including visitor circulation and transportation patterns, systems and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and anticipated costs;
- identification of an implementation commitment for visitor carrying capacities for all areas of the unit; and
- indications of potential modifications to the external boundaries of the unit, and the reasons therefore.”

The proposed GMP is accompanied by a required environmental assessment, which identifies and evaluates the effects or

impacts of various alternative approaches to the protection and appropriate uses of Tule Lake Unit.

As plans that focus on desired conditions to be achieved and maintained over a relatively long period of time, GMPs are generally large in scope and implemented in phases over many years. As a result, the National Environmental Policy Act (NEPA) analysis for GMPs is typically a programmatic, or broad-scale analysis, rather than a site-specific analysis. As decision-making moves from general management planning into program planning, strategic planning, and implementation planning, the need for information becomes increasingly focused and specific, requiring additional analysis at those levels.

PURPOSE AND NEED FOR THE GENERAL MANAGEMENT PLAN

Purpose of the Plan

The new general management plan will set the management philosophy for the Tule Lake Unit for the next 20 years or longer. The purposes of this GMP are as follows:

- to confirm the purpose, significance, and primary interpretive themes;
- to describe any special mandates;
- to clearly define desired resource conditions and visitor uses and experiences;
- to provide a framework for NPS managers to use when making operational and management decisions;
- and to ensure that this plan has been developed in consultation with the public and interested stakeholders and adopted by NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of alternative courses of action.

Legislation establishing the National Park Service as an agency and the range of laws and policies governing the national park system provide the fundamental direction for the

administration of the Tule Lake Unit. This general management plan/environmental assessment is intended to build on these laws and the legislation that established and governs the Tule Lake Unit to provide a vision for the unit's future.

This GMP/EA presents and analyzes three alternative future directions for the management of the Tule Lake Unit. Alternative C is the National Park Service's preferred alternative (see Chapter 3: Alternatives). The alternatives in this general management plan address desired future conditions that are not already mandated by law and policy and which must be determined through a planning process. Where law, policy, and regulations do not provide clear guidance, management decisions would be based on the GMP, public concerns, and analysis of impacts of alternative courses of action, including long-term operational costs. Successful implementation of the GMP would result in the long-term preservation of natural and cultural resources and an enhanced visitor experience. For more details on the laws and policies directing management actions, see Appendix D: Desired Conditions and Management Strategies and Potential Management Strategies Derived from Laws, Regulations, and Policies. The potential environmental impacts of all alternatives have been identified and assessed (see Chapter 5: Environmental Consequences).

Actions directed by general management plans or in subsequent implementation plans are accomplished over time. Budget restrictions, requirements for additional data or regulatory compliance, and competing priorities may change or delay implementation of many actions. Major or especially costly actions would be implemented in phases, as identified in the alternatives. Some actions could be implemented 10 or more years into the future.

This general management plan does not describe how particular programs or projects should be implemented. Those decisions would be addressed in future, more detailed implementation planning, which would be consistent with the approved GMP.

Need for the Plan

The Tule Lake Unit is a new unit and does not currently have a management plan to guide its development. Completion of this GMP will provide the first component of the unit's general management plan portfolio and will fulfill the legal requirements of the National Parks and Recreation Act of 1978 and the NPS commitment to Congress related to the special resource study for Tule Lake authorized in the Omnibus Public Land Management Act of 2009.

Several preliminary planning steps have already been accomplished for the Tule Lake Unit. To date, the completed planning efforts include a foundation document with an assessment of planning and data needs, stakeholder meetings, public scoping, briefings with Pacific West Regional leadership, and the completion of the *Strategic Plan for Lava Beds National Monument and the Tule Lake Unit: 2015–2020*. The strategic plan is a living document that provides direction and priorities for the unit and an operational structure for managing the Tule Lake Unit with staff from Lava Beds National Monument, while longer-term decisions are made through a public planning process.

PLANNING ISSUES AND CONCERNS

During this planning process NPS staff, members of Japanese American communities, representatives from other agencies and organizations, local community members, and interested members of the public identified various issues and concerns about the Tule Lake Unit. This information assisted in determining the scope or range of issues to be addressed by this GMP.

The following section outlines needs or challenges that are addressed in this general management plan and environmental assessment. The alternatives provide strategies for addressing these issues within the context of the Tule Lake Unit's purpose, significance, and special mandates.



[Top to bottom] **1.** View of historic guard tower cupola at the segregation center site, with carpenter shop in the background. **2.** Visitor access to the Peninsula during the 2016 Tule Lake Pilgrimage. **3.** Visitor access to Camp Tulelake during the 2016 Tule Lake Pilgrimage. All photos: NPS.

Historic Resources

The Tule Lake Unit includes the Tule Lake Segregation Center NHL and Camp Tulelake (a national register-eligible property), which together contain 10 contributing historic structures. The NPS needs to determine appropriate preservation treatments for these historically significant structures and landscapes, decide how best to integrate them into the visitor experience, and identify those structures with potential for administrative or visitor use. Planning for the NHL property needs to consider its relationships to other historic resources within the unit on both NPS and USFWS land. The NPS also needs to determine how to care for the unit’s museum and archival collections.

Visitor Experience and Access

Currently, all areas of the Tule Lake Unit are closed to the general public except during scheduled tours or by appointment. During the summer, NPS staff provides limited interpretation at the Tulelake-Butte Valley Fairgrounds and conducts scheduled site tours. The exhibits at the fairgrounds are temporary, are not under NPS control, and do not meet NPS standards. The NPS needs to determine how to incorporate Tule Lake’s historic resources into the visitor experience, which areas can be made accessible to visitors, what types of interpretive services can be offered and where they could be located, and how to integrate onsite interpretation with virtual/digital interpretation.

Facilities

The NPS needs to determine appropriate levels and general locations for visitor and operational facilities, focusing on the adaptive re-use and condition of existing historic buildings.

Interpretation and Research

Tule Lake’s history is contested and controversial, and limited scholarship and historical documentation exist to describe the incarceration. The foundation document,

included in chapter 2, confirms the unit's significance and interpretive themes.

Interagency Coordination

Currently, two areas of the unit (the Peninsula and Camp Tulelake) are owned and administered by the U.S. Fish and Wildlife Service and co-managed with the NPS through a management agreement. At present the NPS leads interpretive efforts at both sites and manages historic preservation at Camp Tulelake, while the USFWS manages the vegetation and wildlife at both sites. Both agencies would like to establish a mechanism whereby the NPS could become the primary manager of these sites in the future.

Management Designation

Tule Lake Unit's designation as part of the distant and dispersed World War II Valor in the Pacific National Monument is confusing and offensive to some visitors and stakeholders.

Boundaries, Adjacent Lands, and the Local Community

Significant historic resources are located outside of the unit (see descriptions in Chapter 4: Affected Environment). These include archeological features, historic structures, and viewsheds that convey the Tule Lake's historic visual quality. However, there are differing opinions about the NPS's role related to these historic resources and lands.

ISSUES AND CONCERNS NOT ADDRESSED

Not all of the issues or concerns raised by the public are included in this general management plan. Issues that were raised by the public were not considered if they are already addressed by law, regulation, or policy; if they would be in violation of law, regulation, or policy; or if they were at a level that was too detailed for a general management plan and are more appropriately addressed in subsequent planning or operational documents.

IMPACT TOPICS: RESOURCES AND VALUES AT STAKE IN THE PLANNING PROCESS

Impact topics allow comparison of the environmental consequences of implementing each alternative. These impact topics were identified based on federal laws and other legal requirements, the Council on Environmental Quality's guidelines for implementing the National Environmental Policy Act, NPS *Management Policies 2006*, subject-matter expertise and knowledge of limited or easily impacted resources, and issues/concerns expressed by other agencies or members of the public during scoping. Impact topics were developed to focus the environmental analysis and to ensure that alternatives were evaluated against relevant topics. The impact topics that will be analyzed in the environmental consequences chapter are given below, as well as a more detailed justification for dismissing other topics from further consideration.

Impact Topics to be Considered

The following impact topics will be retained for analysis due to the potential of management alternatives to affect these resources and values, either beneficially or adversely:

- Cultural Resources
 - Archeological Resources
 - Historic Structures and Cultural Landscapes
 - Values, Traditions, and Practices of Traditionally Associated Peoples
 - Museum Collections
- Natural Resources
 - Geologic and Soil Resources
 - Biological Resources
- Visitor Use and Experience
- Socioeconomics

Impact Topics Dismissed from Further Consideration

Some potential impact topics were considered and determined not relevant to the development of this general management plan either because implementing the alternatives

would have no effect or a negligible effect on the topic or resource, or the resource does not occur in the unit. The specific topics dismissed from further analysis are discussed below.

AIR QUALITY

Air pollutants are emitted from both local and regional sources. Within the unit, pollutant emission sources are few and intermittently produced: these sources include ozone precursors (nitrogen oxides and volatile organic compounds) from vehicle exhaust and particulates from wind-blown dust and soil.

Clean air, free from excessive human-caused pollution, is critical for the health of both humans and ecosystems. In order to protect this value, the U.S. Congress passed the Federal Clean Air Act in 1970 (expanded in 1977 and 1990), which identifies dangerous air pollutants and also establishes concentration thresholds for these pollutants. These threshold concentrations are called the National Ambient Air Quality Standards (NAAQS). Areas that have violated the NAAQS are federally designated as “nonattainment” areas.

The Tule Lake Unit is located within California’s Northeast Plateau Air Basin, a rural area of relatively low population that covers 14,788 square miles within Lassen, Modoc, and Siskiyou counties. The California Air Resources Board (CARB) collects and summarizes ozone and airborne particulate data from one to three monitoring stations, respectively, all located within Siskiyou County (CARB 2010). The summary report stated that Siskiyou County was designated as a transitional non-attainment zone for ozone; however, significant improvements and no exceedances of the ozone standard occurred in 2009. The report also identified inconclusive data signifying the need for additional monitoring with respect to particulate (PM10 and PM2.5) levels in the basin (CARB 2010). Quantitative information specific to the air quality at the unit does not exist.

Outside the unit’s boundary, local and regional air pollutant sources include wind-blown dust, especially dust generated by agricultural

activities; smoke from seasonal agricultural burning, wood stoves used for heating, and periodic wildfire; emissions from fertilizers and pesticides; and non-point vehicle emissions from farm equipment, aircraft, and highway vehicles.

Some of the actions proposed in the alternatives involve site redesign, repair and construction of facilities, and trail construction. The anticipated effects of these activities could result in increased dust and particulates; however, the extent of these impacts would be confined to the local area, lasting only for the short-term duration of the construction or maintenance activities, and would have little effect on air quality. While there are ongoing effects to air quality originating from external sources, no action proposed in the alternatives proposed in this GMP would have a long-term adverse impact on air quality. Therefore the impact topic of air quality is dismissed from further analysis.

HYDROLOGIC RESOURCES

The Tule Lake Unit has no permanent or ephemeral lakes, streams, or wetlands, or other naturally occurring surface water. Some of the actions proposed in the alternatives would involve some amount of domestic water use from groundwater sources. The anticipated effects of these activities would be slight compared to other uses in the region and would have little effect on groundwater resources. While there are ongoing effects to groundwater originating from external sources, no action proposed in the alternatives proposed in this GMP would have more than a slight, imperceptible impact on groundwater supply or quality. Therefore the impact topic of hydrologic resources, including wetlands and groundwater, is dismissed from further analysis.

SOUNDSCAPES

The acoustic environment of an area is the combination of all the acoustic resources—natural and human-caused sounds—as modified by the environment. The soundscape is the component of the acoustic environment that can be perceived and comprehended

by humans. The character and quality of the soundscape influence human perceptions of an area, providing a distinct sense of place. Both natural and human sounds may be desirable and appropriate in a soundscape, depending on the purposes and values of the park.

“Natural quiet” refers to the state of having only natural sources of sound, for example wind, bird calls, and rustling grass. Birds, insects, and mammals rely on complex acoustic communication networks to live and reproduce. In habitats where wildlife vocalizations signify mating calls, danger from predators, or territorial claims, hearing these sounds is important to animal reproduction and survival. While complete natural quiet is rare within the unit, the natural soundscape is arguably the most intact in portions of the Peninsula and to some extent in the Camp Tulelake area. Although complete natural quiet is infrequent in the unit, the remote character of the landscape fosters a soundscape characterized by low noise levels or periods of time where little or no noise is present. This cultural soundscape includes opportunities to experience cultural and historic sounds and noise levels similar to those that occurred during the incarceration.

Human-caused background noise from external sources is undeniably present in all three of the unit’s sites. Qualitative observations indicate that the primary sources of noise within the unit include vehicle traffic on SR 139 and Hill Road, farm machinery operating in adjacent fields, and air traffic. Aircraft overflights take several forms: daily commercial air traffic due to a major north-south flight path adjacent to the unit; periodic Air National Guard flight traffic from a training base located 40 miles northwest of the unit, and seasonal overflights from small fixed-wing aircraft which are used to aerially apply herbicides and fertilizer to nearby agricultural crops. Trains can be heard from the segregation center site and the Peninsula several times per day.

While there are ongoing effects to soundscapes originating from external sources, no action proposed in the alternatives in this GMP

would have more than a slight, imperceptible effect on overall sound levels. Therefore the impact topic of soundscapes, including natural and human-caused sounds, is dismissed from further analysis.

CLIMATE CHANGE

Climate change refers to any substantial changes in average climatic conditions (such as average temperature, precipitation, or wind) or climatic variability (such as seasonality or storm frequencies) lasting for an extended period of time (decades or longer). Climate change is expected to result in changes in the Tule Lake Basin, including hotter summer temperatures, fewer winter freezes, and changes in precipitation. Specific impacts on the Tule Lake Unit could include higher risks of wildfire and changes to vegetation and habitat conditions for wildlife. While climate change is a major issue facing many national parks, the contribution of the proposed project to climate change is negligible under any alternative.

The anticipated effects of climate change on the Tule Lake Unit’s resources is also negligible and has been dismissed. The impacts of climate change on the Tule Lake Unit are not expected to differ among the alternatives, and the lack of qualitative information about climate change effects adds to the difficulty of predicting how these impacts will be realized. The range of variability in the potential effects of climate change is large, especially in regard to the specific areas affected by this plan and even if larger-scale climatic pattern predictions hold true. With this in mind, the potential outcomes of a dynamic climate in the region are discussed in Chapter 4: Affected Environment. However, they will not be analyzed in detail in Chapter 5: Environmental Consequences with respect to each alternative because of the uncertainty and variability of outcomes, and because these impacts are not expected to differ among the alternatives.

Although many specific effects of climate change and the rates of change are not known at the present time, additional data and climate change modeling will become available during the life of this general management

plan. The best available climate change data and modeling will be incorporated into specific management planning, decisions, or actions that may be taken under any of the alternatives described in this plan. Guidance is provided in the alternatives to advise managers in addressing climate change for the Tule Lake Unit.

GREENHOUSE GAS EMISSIONS

Consistent with the NPS interim guidance for considering climate change in NEPA analysis, the planning team considered potential effects from proposals in the alternatives on greenhouse gas emissions and the unit's carbon footprint. The most significant contribution to greenhouse gas emissions at the Tule Lake Unit is from vehicle traffic. While some actions in the GMP would increase vehicle traffic in the vicinity through increased visitation, the effects on overall vehicle use and carbon emissions on a regional scale would be negligible. Construction projects would be minimal, short-term, and would not result in any long-term adverse impacts from increasing greenhouse emissions. Furthermore, the GMP alternatives propose recommendations for improving sustainability of NPS operations, including construction and maintenance activities, with the goal of further reducing greenhouse gas emissions and contributions to the unit's carbon footprint. Because of the negligible amount of greenhouse gas emissions that would result from each alternative, a quantitative measurement of their carbon footprint was determined not to be practicable by the planning team. Therefore, this impact topic is dismissed from further analysis.

ENERGY REQUIREMENTS AND CONSERVATION POTENTIAL

Alternatives in the general management plan, including the preferred alternative, could result in updated and repurposed facilities with inherent additional energy needs. In all of the alternatives, these facilities would be designed with long-term sustainability in mind. The National Park Service has adopted the concept of sustainable design as a guiding principle of facility planning and development (*Management Policies 2006* 9.1.1.6). The

objectives of sustainability are to design facilities to minimize adverse effects on natural and cultural resources, to be compatible with their environmental setting, and to require the least amount of nonrenewable fuels and energy.

The action alternatives could result in an increased energy need, but this need is expected to be negligible when seen in a regional context. Thus, this topic is dismissed from further analysis.

INDIAN TRUST LANDS

The National Park Service does not manage or administer Indian trust assets. The overriding mandate for the National Park Service is to manage the park units in the national park system consistent with park laws and regulations. No lands comprising the Tule Lake Unit of WWII Valor in the Pacific National Monument are held in trust by the Secretary of the Interior solely for the benefit of American Indians. Therefore, this topic was dismissed from further analysis.

NATURAL OR DEPLETABLE RESOURCES REQUIREMENTS AND CONSERVATION POTENTIAL

Resources that will be permanently and continually consumed by implementation of the GMP include water, electricity, natural gas, and fossil fuels; however, the amount and rate of consumption of these resources would not result in significant environmental impacts or the unnecessary, inefficient, or wasteful use of resources. All alternatives reduce the use of fossil fuels through implementation of management strategies to address climate change and regional sustainability initiatives.

Construction activities related to implementation of the alternatives would result in the irretrievable commitment of nonrenewable energy resources, primarily in the form of fossil fuels (including fuel oil), natural gas, and gasoline construction equipment. With respect to operational activities, compliance with all applicable building codes as well as project mitigation measures would ensure that all natural



Aiko Herzig-Yoshinaga speaks at a 2013 public scoping meeting for the Tule Lake general management plan, Carson, California. Photo: NPS.

resources are conserved or recycled to the maximum extent feasible.

Consideration of these topics is required by 40 *Code of Federal Regulations* (CFR) 1502.16. The National Park Service has adopted the concept of sustainable design as a guiding principle of facility planning and development (*Management Policies 2006* 9.1.1.7). Through sustainable design concepts and other resource management principles, the alternatives analyzed in this document would attempt to conserve natural or depletable resources. Therefore, this topic has been dismissed from further analysis.

PUBLIC HEALTH AND SAFETY

Actions and developments proposed in the alternatives would not result in any identifiable adverse impacts to human health or safety. Therefore, this topic is dismissed from further consideration.

PRIME AND UNIQUE FARMLANDS

In 1980 the Council on Environmental Quality directed federal agencies to assess the effects

of their actions on farmland soils classified by the U.S. Department of Agriculture's Natural Resource Conservation Service as prime or unique. Prime farmland is defined as soil that particularly produces general crops such as common foods, forage, fiber, and oil seed; unique farmland soils produce specialty crops such as specific fruits, vegetables, and nuts.

There are no prime or unique farmlands within the boundaries of the Tule Lake Unit. Private agriculture does not exist within the unit, so this type of land use would not be affected by this plan. Therefore, there would be no impacts on prime or unique farmlands and the topic is being dismissed from further analysis in the plan.

RELATIONSHIPS OF OTHER PLANNING EFFORTS TO THE GMP

Land Use Documents, Related Plans, and Programs

Several plans have influenced or would be influenced by this management plan for the Tule Lake Unit. These plans have been

prepared (or are being prepared) by the National Park Service, the U.S. Fish and Wildlife Service, regional organizations, and local counties. Related plans are described briefly here, along with their relationship to this management plan.

National Park Service Plans and Studies

SUPERINTENDENT’S COMPENDIUM

The superintendent’s compendium is an annually updated list of designations, closures, permit requirements, and use restrictions promulgated under the discretionary authority of the superintendent. The compendium covers visitor hours; public use limits; closures and area designations for specific uses or activities; a list of activities that require a NPS permit; regulations regarding preservation of natural, cultural, and archeological resources; and general regulations regarding wildlife protection, camping, picnicking, and pets, among other topics. The compendium would be modified as necessary to reflect any changes resulting from implementation of this management plan.

STRATEGIC PLAN FOR LAVA BEDS NATIONAL MONUMENT AND THE TULE LAKE UNIT (2015)

Based on previous strategic plans completed for the Tule Lake Unit (2013) and Lava Beds National Monument (2014), the 2015 merged strategic plan includes recommended actions spanning from 2015 to 2020. The plan recognizes the need for an integrated approach to strategic planning between the two units and provides an organizational framework for integrating operations. This framework includes establishing a foundation for operations and development of the Tule Lake Unit. The key priorities established for Tule Lake were stabilization of historic structures, conducting historic research and oral histories, maintaining a limited interpretive presence, and protecting the site from further degradation.

GENERAL MANAGEMENT PLAN FOR LAVA BEDS NATIONAL MONUMENT (2011)

The general management plan provides management direction for operations, facilities development, and visitor use, as well as monument-wide development concepts for Lava Beds National Monument. The Tule Lake Unit is managed by staff from Lava Beds National Monument. This arrangement is discussed in the *Lava Beds National Monument General Management Plan*, although detailed planning for short- and long-term management of the Tule Lake Unit was deferred to the unit’s strategic and management plans.

TULE LAKE UNIT INTERIM ASSET USE MANAGEMENT PLAN (2013)

The purpose of this plan is to protect visitors and staff from being injured in hazardous buildings and to protect the historic buildings and related resources of the Tule Lake Unit from further degradation until they can be documented, and protected, and stabilized. This adaptive plan defines which buildings are available for ranger-led public tours, which are only open to NPS employees, and which have been determined unsafe to enter. The plan is temporary and intended to be in place until the general management plan is completed; it is regularly updated as building conditions change or worsen.

DRAFT ACCESSIBILITY PLAN (2014)

This accessibility self-evaluation and transition plan addresses the overall needs associated with making the unit accessible to all. The plan establishes a methodical process based on an understanding of key experiences that identifies, prioritizes, and outlines improvements to accessibility. The plan proposes strategies for implementation over time and in a manner consistent with park unit’s requirements and protocols. The final plan is underway.

TULE LAKE UNIT ORAL HISTORY AND PUBLIC HISTORY STRATEGY (2014)

This strategy identifies specific recommendations for the establishment of an oral history program at the Tule Lake Unit. The oral history program will collect, preserve, and make accessible diverse and rare information pertaining to Japanese American incarceration during World War II. The stories gathered through this program will give a deeper meaning to the history told at Tule Lake and will play a critical role in the development of new educational and interpretive programs and exhibits. This strategy includes input from specialists at universities, partner organizations, and other National Park Service sites.

WILDFIRE EMERGENCY RESPONSE PROCEDURE (2015)

The Wildfire Emergency Response Procedure (WERP) is a type of fire management plan which provides a “suppression-only” response within the segregation center site to protect human life, property, and nationally significant historical structures. The WERP employs strategies that reduce the potential impact of fire suppression operations on biotic, historical, and cultural resources.

U.S. Fish and Wildlife Plans

COMPREHENSIVE CONSERVATION PLAN (IN PROCESS)

The USFWS is currently drafting a comprehensive conservation plan and environmental impact statement for the six national wildlife refuges in the Klamath Basin National Wildlife Refuge Complex, which includes the Peninsula and Camp Tulelake.

WILDLAND FIRE MANAGEMENT PLAN (2001)

USFWS has a fire management plan for the Klamath Basin National Wildlife Refuge Complex. The plan provides guidelines for appropriate fire suppression and management programs for the Peninsula and Camp Tulelake.

Local and Regional Plans

MODOC COUNTY GENERAL PLAN

The main segregation center site and the Peninsula are located in Modoc County. The *Modoc County General Plan* is designed to provide long-range guidance on growth and development in the county. There are no known conflicts between existing or proposed uses in the Tule Lake Unit and the county general plan.

SISKIYOU COUNTY GENERAL PLAN

The existing Tule Lake Unit visitor contact station at the fairgrounds and Camp Tulelake site are located in Siskiyou County. Nonfederal land use in Siskiyou County is governed by the *Siskiyou County General Plan*. There are no known conflicts between existing or proposed uses in the Tule Lake Unit and the county general plan.

THE MODOC VOLCANIC SCENIC BYWAY PLAN

The Modoc Volcanic Scenic Byway traverses an area which includes Tule Lake National Wildlife Refuge, the Tule Lake Unit, Lava Beds National Monument, and portions of the Klamath, Shasta-Trinity, and Modoc national forests. This plan calls for consistently signing and publicizing a system of rural roads through a wide range of volcanic features on lands administered by several different agencies. The byway plan does not impose any management requirements or road standards on the cooperating agencies.

NEXT STEPS IN THE PLANNING PROCESS

After the distribution of the general management plan and environmental assessment there will be a minimum 60-day public review and comment period, after which the NPS planning team will evaluate comments from agencies, organizations, businesses, tribes, and individuals regarding the plan. If no significant environmental impacts are identified and no major changes are made in the alternatives, then a Finding of No Significant Impact (FONSI) and final decision on the preferred alternative can be made and approved by the Pacific West Regional Director. Following a 30-day waiting period, the plan can then be implemented.

IMPLEMENTATION OF THE PLAN

Implementation of the approved plan will depend on funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the actions in the approved general management plan could be many years in the future and will occur in phases. The implementation of the approved plan could also be affected by other factors, such as changes in NPS staffing, visitor use patterns, and unanticipated environmental changes.

Once the general management plan has been approved, additional feasibility studies and more detailed planning, environmental documentation, and consultations may need to be completed, as appropriate, before certain preferred alternative actions can be carried out. For example:

- Additional environmental documentation may need to be completed.
- Appropriate agreements and permits may need to be formalized or obtained before implementing actions.
- Appropriate federal and state agencies would need to be consulted concerning actions that could affect threatened and endangered species.

- The State Historic Preservation Officer would need to be consulted, as appropriate, on actions that could affect historic properties eligible for listing, or listed in, the National Register of Historic Places.
- Consultation with American Indian tribes and groups would continue throughout the implementation process, and as part of any effort to identify, document, and manage historic properties with religious and cultural significance to traditionally associated American Indian peoples.

Future program and implementation plans, describing specific actions that managers intend to undertake and accomplish in the unit, will be guided by the desired conditions and long-term goals set forth in this general management plan.

FOUNDATION FOR PLANNING AND MANAGEMENT

2



Like-minded people gather
new shoots sprout from pine tree
early summer sky

—Haiku by Kazue Matsuda



Hike up the Peninsula / Castle Rock, 2012 Tule Lake Pilgrimage. Photo: NPS.

CHAPTER 2: FOUNDATION FOR PLANNING AND MANAGEMENT

This chapter contains elements of the foundation document for the Tule Lake Unit. The foundation document provides the underlying basis for this general management plan and is a shared understanding of the park unit's purpose, significance, resources and values, and interpretive themes. These statements identify Tule Lake's unique characteristics and what is most important about the unit.

The foundation for planning and management is generally developed early in the general management planning process. A foundation document can be used in all aspects of park management to ensure that the most important objectives are accomplished before turning to items that are also important, but not directly critical to achieving the park purpose and maintaining its significance.

WHAT IS INCLUDED IN THIS FOUNDATION DOCUMENT?

The foundation document includes relatively stable components that will not change much over time. These components are the legislated **purpose** of the park unit, the **significance** it holds, what the focus of its interpretation (**interpretive themes**) and education program should be, and its **fundamental resources and values**. The **special mandates and administrative commitments** section includes the legal requirements that must be followed in the management of the park unit.

FOUNDATION PLANNING FOR THE TULE LAKE UNIT

The foundation document was developed by park and regional staff and subject matter experts starting in 2010. The full foundation document for Tule Lake, including an assessment of planning and data needs, was completed in December 2014.

PARK PURPOSE

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for the Tule Lake Unit was drafted through a careful analysis of the presidential proclamation establishing the unit. (See appendix A for Presidential Proclamation 8327). The purpose statement lays the foundation for understanding what is most important about the park unit.

The purpose of the Tule Lake Unit, a part of World War II Valor in the Pacific National Monument, is to preserve, study, and interpret the history and setting of the incarceration and later segregation of Nikkei at Tule Lake during World War II.

PARK SIGNIFICANCE

Significance statements express why the Tule Lake Unit's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of the Tule Lake Unit and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of a park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for the Tule Lake Unit. (Please note that the sequence of the statements in this document does not reflect the level of significance or priority.)

1. **Injustice:** The Tule Lake experience represents the injustice of uprooting and imprisoning 110,000 Nikkei by presidential order during World War II. The Tule Lake Unit illustrates the violation of human, civil, and constitutional rights and hardships suffered from forced removal and incarceration. The unit

offers a compelling venue for engaging in a dialogue concerning racism and discrimination, war hysteria, failure of political leadership, and the fragility of democracy in times of crisis.

2. **Loyal or Disloyal:** The Tule Lake Unit explores the issues of loyalty and disloyalty in the context of a chaotic and unjust incarceration. The government segregated persons it deemed “disloyal” and subjected them to special hardships that define the Tule Lake experience. Being labeled “disloyal” stigmatized individuals, families, and their descendants and had long-lasting impacts in the Nikkei community.
3. **Renunciation:** The Tule Lake Unit preserves the primary site where almost 6,000 Japanese Americans renounced their U.S. citizenship and examines the context and reasons for their renunciation. The mass renunciation at Tule Lake was the largest renunciation of citizenship in U.S. history.
4. **Relevancy:** The Tule Lake Unit provides opportunities for our nation to examine the history of incarceration during World War II and its lessons for upholding constitutional and human rights.
5. **Stories and Perspectives:** The Tule Lake Unit preserves a mosaic of stories related to the Tule Lake War Relocation Center, Tule Lake Segregation Center, Camp Tulelake, and the Peninsula, told from multiple perspectives.
6. **Individuals and Communities:** The Tule Lake Unit recognizes and interprets the diverse experiences of individuals and communities affected by Tule Lake, including Nikkei incarcerated at Tule Lake, civilian and military personnel who worked at Tule Lake, area residents, and many more people throughout the U.S. and abroad.
7. **Segregation Center:** The Tule Lake Unit preserves the site of the only WRA center that was converted to a high-security segregation center. After

segregation, it became the most populated and militarized of the 10 WRA camps. Tule Lake may be the best example of what President Roosevelt called concentration camps in the United States during World War II.

8. **Historic Setting and Resources:** The Tule Lake Basin, including the Tule Lake Segregation Center NHL and Camp Tulelake, contains the largest and most diverse collection of buildings and features associated with the incarceration of Nikkei during World War II. The Tule Lake Unit promotes the preservation of the prehistoric and historic fabric and landscape, which provide a greater understanding for present and future generations.
9. **Tule Lake Landscape:** The Tule Lake Segregation Center was set within a remote setting, unfamiliar environment, and surrounded by distinct land forms and vistas. These environmental conditions contributed to an atmosphere of isolation and harsh living conditions for Nikkei at Tule Lake.
10. **World War II:** The Tule Lake Unit represents a controversial and significant part of the events that took place on the American home front before, during, and after World War II.

FUNDAMENTAL RESOURCES AND VALUES

Fundamental resources and values may include systems, processes, features, visitor experiences, stories, scenes, sounds, smells, or other resources and values present within the unit. Fundamental resources and values are the most important elements, ideas, or concepts that warrant primary consideration during planning and management because they are critical to achieving the park’s purpose and maintaining its significance.

One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that



1. [Top] Hoshi Dan members leaving Tule Lake, June 24, 1945. Photo: NARA.
2. [Middle left] Congregation of the United Christian Church of Tule Lake, 1943. Photo: Akizuki Family Collection, Denshō.
3. [Middle right] Incarcerees from Manzanar arrive at Tule Lake after its conversion to a segregation center, 1943. Photo: NARA.
4. View inside the Tule Lake Canteen cooperative store, where incarcerated purchased groceries, October 1945. Photo: R. H. Ross, NARA.



are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for the Tule Lake Unit:

- **Historic Sites, Archeological Features, and Artifacts:** The Tule Lake Unit contains many cultural landscape features, viewsheds, structures, and artifacts associated with pre-WWII history and the wartime incarceration at Tule Lake. These sites and features presently include, but are not limited to, the segregation center's jail, the carpenter shop, and sites of the stockade, motor pool, post engineer's yard, the Peninsula, and Camp Tulelake area.
- **Setting and Landscape:** The Tule Lake Unit and adjacent areas include landforms and natural features that provide opportunities to experience and comprehend the daily environmental conditions that Nikkei experienced at Tule Lake during World War II, which were also experienced by those who have called the Tule Lake Basin home for generations. The expansive high desert landscape, surrounding mountains, and unfamiliar climate influenced the daily feelings of remoteness, desolation, and isolation. This same remoteness contributed to the basin's ideal setting for agriculture. The iconic broad, high desert vistas within and surrounding the Tule Lake Unit, represented by Abalone/Horse Mountain, Castle Rock/the Peninsula, Mount Shasta, and distant geologic features, provide important connections to the physical landscape for peoples ancestral to the Modoc, local communities, those who were incarcerated during World War II, and contemporary visitors.
- **Collections, Archives, Documents, and Inventories:** The Tule Lake Unit maintains and collects oral histories, artifacts, manuscripts, literature, and other associated records related to the Tule Lake WRA Center and Camp Tulelake. These materials provide important insight and information, as well as research material, about the multidisciplinary implications of the incarceration and its effect on Nikkei and the larger American society.



[Left to right] 1. Shells used for jewelry. 2. Kumataro and Kadju Nishimura measure and sort shells for jewelry making. Both photos c. 1943, Bain Family Collection, Denshō.

- **Personal Stories:** Personal stories relate the complexity of the history from both inside and outside the concentration camp. These first-person recollections include oral interviews and hearsay accounts reported by scholars, diaries, autobiographies, memoirs, print and broadcast media, artwork, and photos.
- **Cultural Traditions:** Nikkei cultural traditions, values, and attitudes are essential to understanding how Nikkei experienced and reacted to incarceration and life within the segregation center. These include the concepts of *Gaman* (perseverance), *Shikata ga nai* (it cannot be helped), honor, family, loyalty, and nationalism.
- **Public Understanding, Education, and Involvement:** Visitors to the Tule Lake Unit have the opportunity to learn about the history and experience resources within the local and regional setting from the National Park Service and its partners, including through events such as the Tule Lake Pilgrimage and reunions. These opportunities, along with the research necessary to support them, help to ensure the resources' long-term conservation and public awareness about this history.

OTHER IMPORTANT RESOURCES AND VALUES

The Tule Lake Unit contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values.” These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for the Tule Lake Unit:

- **Natural Resources:** Native shrub and grasslands, agricultural fields, lacustrine soils, wetlands, and rocky hilltops provide habitat for an array of wildlife species, including waterfowl, within and surrounding the Tule Lake Unit. The Tule Lake Unit contains an assemblage of natural resources that include such items as shells and sagebrush once used by Nikkei as an outlet for creativity.



[Left to right] **1.** Peggy Yorita making jewelry with shells found within the segregation center, c. 1943. Photo: Bain Family Collection, Denshō. **2.** An example of shell jewelry that survives today. Photo: NPS.

INTERPRETIVE THEMES

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The National Park Service recognizes that a park's context and relevance may change over time. For the Tule Lake Unit, the potential topics to be explored for each theme further illustrate the theme with related historical facts, events, and stories. They are topics that can be conveyed to the public through a variety of interpretive media and programming. Additional topics may be added as new historical information becomes available and as the Tule Lake Unit's interpretive program evolves.

The following interpretive themes have been identified for the Tule Lake Unit:

- **Injustice:** The mass incarceration of Nikkei during World War II resulted from a complex mix of economic,

political, and social factors, fueled by racial prejudice, wartime hysteria, and a failure of political leadership.

Potential topics to be explored within this theme:

- Racism and prejudice in the pre-war era, including laws, policies, sociopolitical and economic conditions, and their impacts on Nikkei and Asian American communities on the West Coast
- The immediate days and aftermath of Pearl Harbor, including the roundup of Issei (immigrant generation), and a series of government curfews and mandates directed at Nikkei
- Nationwide confusion and fear and the role of mass media and government actions in fomenting wartime hysteria
- Ethnicity and citizenship and the lack of distinctions made by most Americans at that time between Japanese nationals and Japanese American citizens
- The few courageous individuals who supported the Japanese American community with acts of good conscience
- Executive Order 9066 and the hasty uprooting of Nikkei from their communities into assembly centers
- Exploitation of Japanese Americans for personal, political, or economic gain
- Sudden and dramatic loss of freedoms, economic livelihoods, and personal dignity experienced by Nikkei
- The temporary detention centers and move to the WRA camps
- The failure of government officials at all levels to protect the civil rights of Japanese Americans

- **Tule Lake War Relocation Center to Segregation Center:** Tule Lake was the only WRA concentration camp that was converted to a high-security segregation center. After segregation, it became the most populated and militarized of the 10 WRA camps.

Potential topics to be explored within this theme:

- Selection and construction of the Tule Lake War Relocation Center in the Tule Lake Basin
- Design and layout of the camp, including barracks, blocks, schools, administration areas, farm areas, military police areas, stockade, guard towers, and fences
- Conditions and operation of Tule Lake as one of 10 WRA centers in the first half of Tule Lake’s history
- The location, environmental conditions, and geologic and landscape features surrounding the camp that created a sense of imprisonment and isolation



[Top to bottom] **1.** Racist “license” to hunt Japanese, reflecting the atmosphere of fear and hatred that incited the incarceration of Japanese Americans during WWII. Image: Wing Luke Museum Collection. **2.** Incarcerees cutting seed potatoes, May 1943. Photo: Francis Stewart, NARA. **3.** Incarcerees from Manzanar are transported in trucks to Tule Lake after its conversion to a segregation center, 1943. Photo: Francis Stewart, NARA

- Daily life in camp, including cramped conditions and communal living, and its effects on individuals, families, and communities
- Government and Nikkei roles and jobs in camp, including farming, teaching, administration, and security
- Circumstances leading to Tule Lake having the highest number of respondents answering “no-no” to the loyalty questionnaire of the 10 WRA centers, and reasons for Tule Lake’s conversion to a segregation center
- The movement of thousands of people to and from Tule Lake to other centers and Tule Lake’s linkages to all of the camps
- The dramatic changes in social climate and security build-up after conversion
- Tule Lake inmates’ mistreatment of each other within the camp, including threats, intimidation, and physical force
- The strikes, demonstrations, shootings, beatings, and riots
- The use of the stockade and jail to hold prisoners in administrative detention without hearings
- The imposition of martial law and its effects on all individuals within the camp
- The layers and roles of government agencies and control, including the War Relocation Authority, Army, Immigration and Naturalization Service, Federal Bureau of Investigation, and Justice Department
- The aftermath of the Tule Lake Segregation Center and the social and economic development of a homesteading community in the Tule Lake Basin
- **Stories and Perspectives, Individuals and Communities:** The Tule Lake Unit preserves the mosaic of stories about the Tule Lake War Relocation Center, Tule Lake Segregation Center, the Peninsula, and Camp Tulelake, told from



[Left to right] **1.** Prisoners being taken by patrolmen for departure to Santa Fe Internment Camp, June 1945. Photo: R. H. Ross. **2.** Patrolmen forcibly remove a prisoner for departure to Santa Fe Internment Camp, June 1945. Both photos: NARA.

multiple perspectives. Life and events at these sites subjected individuals, families, and communities to short- and long-term impacts.

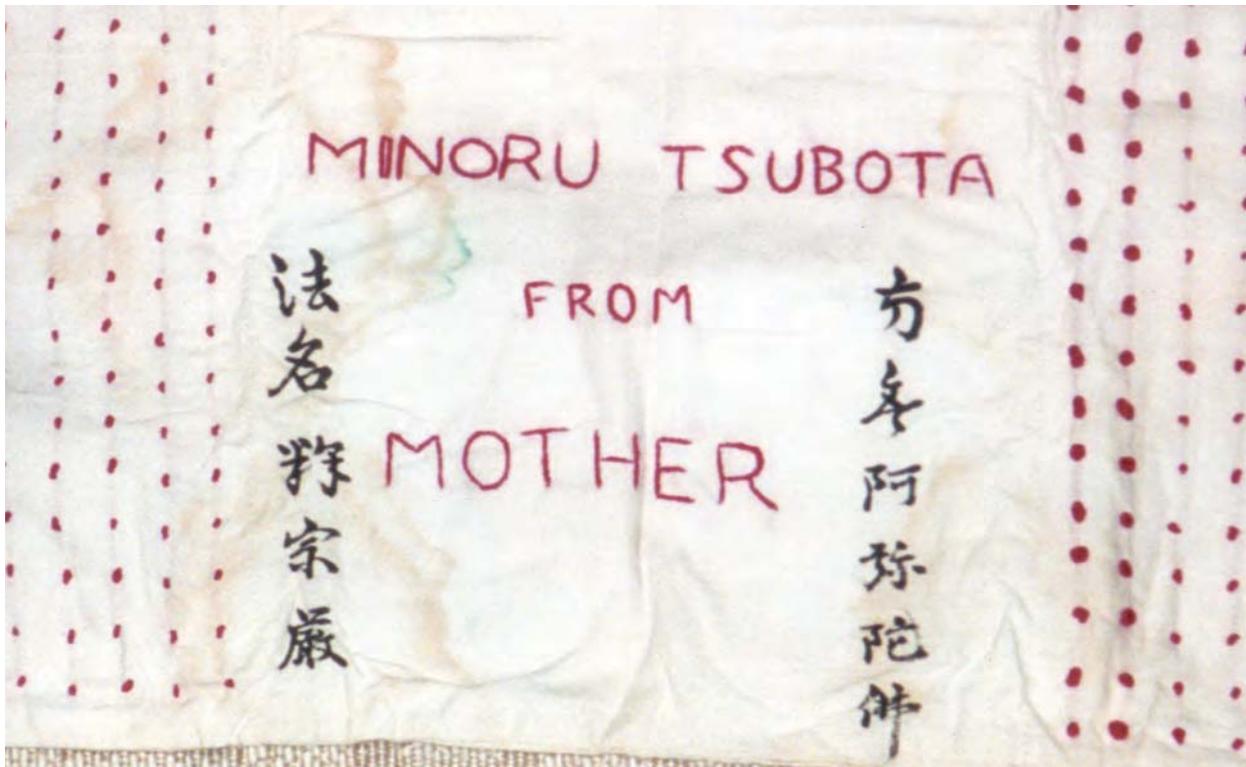
Potential topics to be explored within this theme:

- The profound emotional, psychological, physical, economic, financial, and social hardships that were inflicted upon Japanese Americans and their lasting impacts
- Nikkei families torn apart, physically, spiritually, culturally, and emotionally
- Cultural values and practices, both Japanese and American, employed to deal with trying experiences
- How daily activities and the normal patterns of life were deeply impacted by Tule Lake's extreme circumstances
- The generational divide and the differences in generational responses



1. [Top] Signs welcoming incarceratedees transferred from other WRA camps to the Tule Lake Segregation Center. Photo: Charles E. Mace, Bancroft Library, University of California Berkeley. 2. [Middle] Incarceratedees of all ages were transferred from other camps to the Tule Lake Segregation Center in 1943. Photo: NARA. 3. [Bottom left] World History and English class at Tule Lake, November 1942. Photo: Francis Stewart, NARA. 4. Making tofu in the segregation center, October 1945. Photo: R. H. Ross, NARA.

- The experiences of people, called “Old Tuleans,” who answered “yes-yes” but chose to stay at Tule Lake
- WRA staff experiences of living in and operating the camp
- Conditions of and relations among Nikkei, WRA staff, military police, army personnel, and local residents and each group’s perception of the other
- Military police and army personnel’s experiences guarding the camp and trying to maintain order
- Local residents’ experiences and perceptions of the construction, operation, and dismantling of the camp
- The social, cultural, and economic divisions between people living on either side of the fence
- How Camp Tulelake represents national movements, wartime policies, and international agreements on a local scale during the Great Depression and World War II; how Nikkei strikebreakers from other WRA centers were housed at Camp Tulelake to provide farm labor in 1943
- How Camp Tulelake was upgraded by Italian prisoners of war, and eventually housed 800 German prisoners of war who provided farm labor from 1944 to 1946
- The differences in government and local residents’ treatment of the European prisoners of war at Camp Tulelake and Nikkei at the Tule Lake Segregation Center
- From the ancestral Modoc to post-World War II homesteaders, the Tule Lake Basin has a deep and complex history



Senninbari (“thousand-stitch belt”) made for Minoru Tsubota by his mother while she was incarcerated at Tule Lake, c. 1943. Tsubota served in the U.S. Army’s 442nd Regimental Combat Team and received a Bronze Star and Purple Heart medals for his service. Senninbari were created to protect soldiers going into battle; each of the thousand knots was sewn by a different woman. Courtesy of the Tsubota Family Collection, Denshō.

- “Loyal” or “Disloyal”: The loyalty questionnaire subjected individuals and families to difficult and unfair decisions about citizenship and national allegiance and instigated many acts of sacrifice and patriotism. Peoples’ rationales for their responses to the loyalty questionnaire varied widely, and the results of their decisions had lasting personal and social impacts. During and after the incarceration, many people questioned the meaning and value of constitutional rights, loyalty, cultural pride, honor, and disgrace.

Potential topics to be explored within this theme:

- How the government segregated persons it deemed “disloyal” and subjected them to special hardships that define the Tule Lake experience
- The purpose and administration of the loyalty questionnaire and its many unforeseen consequences
- How people were forced to choose allegiance between countries
- The complexities and cultural dynamics of answering the questionnaire depending on citizenship status, family allegiance, religious affiliation, and social pressures from pro-America and pro-Japan organizations
- The segregation of more than 100 Nikkei men who refused to answer the loyalty questionnaire and were segregated to Camp Tulelake for several months in 1943
- The rise of pro-Japan cultural and political organizations at Tule Lake, including the Hoshi Dan
- The patriotism and heroism of those serving in the armed forces while families endured incarceration at home
- Japanese Americans served in the Army’s 100th and 442nd Regimental



[Top to bottom] 1. Harry Tamura (second from right) and Chik Oyama on leave to visit Tamura’s family and a family friend at Tule Lake in 1943. Photo: Linda Tamura, *Nisei Soldiers Break Their Silence: Coming Home to Hood River*, University of Washington Press, 2012. 2. Technician Fourth Grade (T/4) Taniguchi visits his wife and daughter at the Minidoka WRA center before returning to his unit in the China-Burma-India theatre, March 1945. Taniguchi volunteered for the army in 1942, when he and his family were at Tule Lake, before it became a segregation center. Photo: NARA.



Nikkei requesting repatriation and expatriation to Japan wait to board ships in Seattle, November 1945. Photo: NARA

Combat Team, Military Intelligence Service, and Women's Army Auxiliary Corps

- After World War II, many Nikkei attempted to “Americanize” and distance themselves from their Japanese heritage because of the shame they felt from their incarceration experiences
- Perception and misconceptions about those who were labeled “disloyal”
- **Renunciation:** The decision of nearly 6,000 Japanese Americans to renounce their U.S. citizenship resulted from a storm of government policies, community pressures, and personal fears that brewed in the Tule Lake Segregation Center and continue to challenge our understanding of what it means to be a U.S. citizen today.

Potential topics to be explored within this theme:

- The passage and purposes of Public Law 405, signed by

President Roosevelt in 1944, allowing for the renunciation of citizenship during wartime

- The reasons for and rise of pro-Japan cultural and political organizations in Tule Lake and their effect on the social climate and conditions at Tule Lake Segregation Center
- The mass renunciation events, called “purges”
- The government role in administering renunciation and mistreatment of renunciants within the center and stockade
- The wide range of motivations and rationales for renunciation made under duress
- Renunciants’ departure from Tule Lake Segregation Center to the Department of Justice camps
- Individuals, including renunciants and Japanese legal resident aliens, who requested repatriation to Japan



Modoc children exiled to Oklahoma, c. 1874. Photo: Riddle 1914.

- The story of Wayne Collins and his decades-long battle to restore citizenship to the renunciants
- **Relevancy:** The Tule Lake Unit acts as a forum for discussing the meaning of citizenship and justice in the United States. The Tule Lake Unit illustrates the need to be ever diligent in the protection of human and constitutional rights for all Americans.

Potential topics to be explored within this theme:

- The similar themes between the Modoc's forcible removal from their homeland in the 19th century and the forced detention of Japanese Americans in the same location 70 years later
- How wartime events were a defining experience for Japanese Americans and continue to impact succeeding generations
- The redress movement and its significance for the recognition of an injustice, and the ongoing need to protect civil rights and liberties for all
- Tule Lake's history since the 1970s, which has been characterized by the grassroots struggle of Japanese Americans and others to preserve the place, its stories, and its lessons
- The preservation and interpretation of Tule Lake in the context of other American incarceration sites
- Ethnic and racial profiling today
- The role of euphemistic language and propaganda in the context of the incarceration of Nikkei during World War II
- The recognition of parallels between the treatment of Nikkei during WWII and the experiences of Arab and Muslim Americans, such as in the aftermath of September 11, 2001
- Questions about the possibility of whether a similar event could occur again in the United States



Memorial service at the 2012 Tule Lake Pilgrimage. Photo: NPS.

SPECIAL MANDATES AND ADMINISTRATIVE COMMITMENTS

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with

other organizations. They are an essential component of managing and planning for the Tule Lake Unit.

Management Agreement with U.S. Fish and Wildlife Service: Tule Lake National Wildlife Refuge

The Tule Lake Unit is composed of three sites, all owned by the federal government. The Tule Lake Segregation Center site in Newell, California, is owned and managed by the National Park Service. The Peninsula and Camp Tulelake are owned and administered by the U.S. Fish and Wildlife Service and co-managed with the National Park Service through a management agreement.

The 1997 National Wildlife Refuge System Improvement Act (1997 Improvement Act), which amends the National Wildlife Refuge System Administration Act of 1966, serves as the enabling legislation for the National Wildlife Refuge System (NWRS) and provides comprehensive legislation describing how the NWRS should be managed and used

by the public. The 1997 Improvement Act directs the U.S. Fish and Wildlife Service to manage the National Wildlife Refuge System as a national network of lands and waters for the conservation, management, and where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans. Each refuge shall be managed to fulfill the mission of the system, as well as the specific purposes for which that refuge was established. The main components of the 1997 Improvement Act include:

- A strong and singular wildlife conservation mission for the NWRS
- Recognition of six priority public uses of the NWRS (hunting, fishing, wildlife observation, photography, environmental education, and interpretation)
- A requirement that the Secretary of the Interior maintain the biological integrity, diversity, and environmental health of NWRS lands
- A new process for determining compatible uses on national wildlife refuges
- A requirement to prepare a comprehensive conservation plan for each refuge by 2012

Tule Lake National Wildlife Refuge was established, “as a preserve and breeding ground for wild birds and animals” (Executive Order, 1928) and “dedicated to wildlife conservation . . . for the major purpose of waterfowl management but with full consideration to optimum agricultural use that is consistent therewith” (Kuchel Act, 1964).

The U.S. Fish and Wildlife Service and the National Park Service maintain a management agreement that defines management responsibilities for the operation and stewardship of Camp Tulelake and the Peninsula. The management agreement was entered into on May 2, 2012 and expires on May 2, 2017.

Designations

NATIONAL HISTORIC LANDMARK.

On February 17, 2006, 42 acres of the Tule Lake Segregation Center were designated a NHL (recent mapping has revised the total acreage to 37 acres). The NHL contains the stockade, the WRA motor pool, the post engineer’s yard, and portions of the former military police compound. This concentration of World War II buildings and features is unique among the 10 WRA centers, as Tule Lake contains the highest number of extant and in situ historic buildings of all the camps. The boundaries of the NHL were drawn to include only public land with highly significant historic resources that retain a high degree of integrity. The area includes the most poignant symbol at Tule Lake, the stockade and jail. The period of significance is from 1942 to 1946. Areas of significance include: architecture; Asian ethnic heritage; law, politics, and government; and social history. The Tule Lake Segregation Center qualifies for NHL status under Criterion 1: “Properties that 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,” and Criterion 4 as “an outstanding example of World War II U.S. Army Military Police encampment.”

CALIFORNIA HISTORICAL LANDMARK (NO. 850-2)

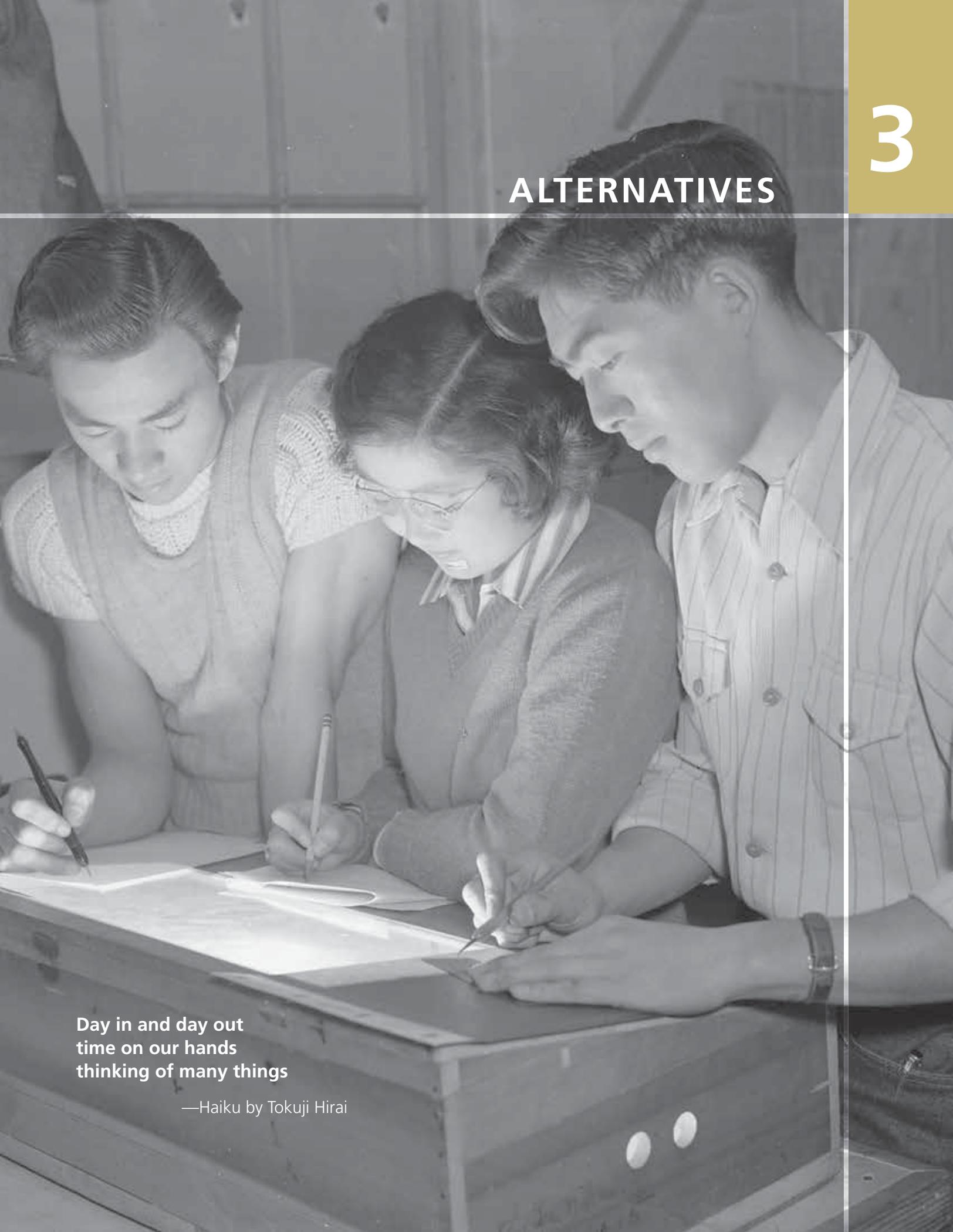
On August 20, 1975, the Tule Lake Segregation Center was designated a California historical landmark. The historical marker reads, “Tule Lake was one of ten American concentration camps established during World War II to incarcerate 110,000 persons of Japanese ancestry, of whom the majority were American citizens. Behind barbed wire and guard towers without charge, trial or establishment of guilt, these camps are reminders of how racism, economic and political exploitation and expediency can undermine the constitutional guarantees of United States citizens and aliens alike. May

the injustices and humiliation suffered here never recur. California Registered Historical Landmark No. 850-2. Plaque placed by the State Department of Parks and Recreation in cooperation with the Northern California–Western Nevada District Council, Japanese American Citizens League. May 27, 1979.” The commemorative rock structure and plaque are located within the California Department of Transportation right-of-way on SR 139 adjacent to the stockade area.

CAMP TULELAKE—A PROPERTY ELIGIBLE FOR LISTING IN THE NATIONAL REGISTER OF HISTORIC PLACES

Forms to nominate Camp Tulelake to the National Register of Historic Places (NRHP) were prepared by a consultant to the U.S. Fish and Wildlife Service in 1986 but were never submitted to the California State Historic Preservation Officer for concurrence. The National Park Service believes the site retains a sufficient degree of integrity and significance to remain eligible for inclusion on the NRHP and has updated the nomination of the Camp Tulelake National Historic District, recommending three structures as contributing: the barracks, mess hall, and shop. The nomination is still awaiting submission to the California State Historic Preservation Officer.

ALTERNATIVES



Day in and day out
time on our hands
thinking of many things

—Haiku by Tokuji Hirai



Production of the camp newspaper, the *Tulean Dispatch*, November 1942. Photo: Francis Stewart, NARA.

CHAPTER 3: ALTERNATIVES

INTRODUCTION

The National Environmental Policy Act of 1969 (NEPA) requires that alternative management scenarios be developed for federal actions. This general management plan explores a range of ideas, methods, and concepts for managing the Tule Lake Unit. All alternatives should be feasible for implementation. In addition, regulations require that the plan identify a “preferred alternative” before the general management plan and the environmental assessment is released for public review. The preferred alternative is the alternative the National Park Service believes would best accomplish its goals, based on the analyses conducted.

Development of these alternatives was based on information about the Tule Lake Unit’s resources, visitor use, and ideas gathered from the public, stakeholder groups, government agencies, and National Park Service and U.S. Fish and Wildlife Service (USFWS) staff. Each of these alternatives would support the unit’s purpose and significance, avoid unacceptable resource impacts, and respond to differing wishes or concerns. The concepts and subsequent actions for each alternative comply with NPS park planning requirements and were evaluated to ensure consistency with current laws, regulations, and policies.

This chapter contains several parts:

- Description of elements that are common to all alternatives
- Description of alternatives A, B, and C including:
 - alternative concept
 - desired conditions for resources, visitor experience, and interpretation and education
 - cost estimates
 - discussion of land protection and boundaries
- User capacity prescriptions

- Summary table detailing all components of the alternatives
 - summary of impacts: see Chapter 5, Environmental Consequences, for details

In many cases, decisions or other discussions contained in this general management plan/ environmental assessment (GMP/EA) refer directly to maps and tables; many decisions themselves are “map-based.” The reader should rely on the text, maps, and tables taken together to fully understand the range of alternatives described in this GMP/EA.

Three alternatives are described in this GMP. Each alternative has a different overarching concept, series of actions, and associated costs. The three alternatives are characterized as follows:

- Alternative A is the no-action alternative
- Alternative B is the limited operations alternative
- Alternative C is the NPS preferred alternative

Management guidance, desired conditions, and actions that would apply to all alternatives, including alternative A (no-action), are described below in the Common to All section followed by descriptions of each of the alternatives: A, B, and C.

IDENTIFICATION OF THE PREFERRED ALTERNATIVE

The preferred alternative is the alternative the NPS and the USFWS identified as the most capable of fulfilling the Tule Lake Unit’s purpose and responsibilities. The preferred alternative was identified following an initial assessment of the impacts of the alternatives. The public’s ideas, preferences, and reasoning greatly assisted the NPS and USFWS in identifying the preferred alternative.

A logical and trackable decision-making process was used to analyze and compare the relative advantages, impacts, and costs of each alternative. Alternative C was identified as the preferred alternative because it best: 1) preserves resources and promotes long-term stewardship of the Tule Lake Unit, 2) provides a range of high-quality visitor experiences, and 3) provides for cost-efficient and sustainable facilities and operations. Neither alternative A nor B adequately protect resources, provide for visitors, or are sustainable over the long term. See Chapter 5: Environmental Consequences for a more detailed description of the impacts of implementing alternatives A, B, and C.

ACTIONS COMMON TO ALL ALTERNATIVES

The following management guidance, desired conditions, and actions would apply to all three alternatives.

Management Structure, Partnerships, and Agreements

Under all alternatives, the NPS would recommend congressional legislation to authorize a name change from the Tule Lake Unit of World War II Valor in the Pacific National Monument to Tule Lake National Historic Site. The name change would also administratively separate the Tule Lake National Historic Site from the other eight sites of the World War II Valor in the Pacific National Monument, resulting in a standalone unit.

Under all alternatives, the NPS would work collaboratively with the USFWS to enter into an agreement that allows the NPS to manage and interpret resources at Camp Tulelake and the Peninsula, consistent with the management requirements of the Tule Lake National Wildlife Refuge. On the Peninsula, the National Park Service would manage wildlife and vegetation in accordance with USFWS guidelines. The level of management and funding allocated to Camp Tulelake and the Peninsula would be based on the selected alternative. The USFWS could also continue to

take a lead role in compliance for the Peninsula and Camp Tulelake.

The NPS and USFWS would develop an agreement with the Newell Water District to allow for continued use of the contemporary water tower and access route on the Peninsula.

Caltrans would continue to manage their 2.37-acre parcel that is located within the segregation center site. The NPS would work collaboratively with Caltrans to ensure the long-term protection of the parcel.

The NPS would continue agreements with Siskiyou and Modoc counties for law enforcement and emergency medical services, and with Tulelake Multi-County Fire Protection District for fire protection at the segregation center site.

Additionally, the NPS would seek to change proprietary jurisdiction to concurrent jurisdiction for law enforcement.

Management of Specific Areas within the Tule Lake Unit

TULE LAKE SEGREGATION CENTER

The NPS would seek to open a portion of the Tule Lake Segregation Center site to visitation during the summer season by moving the small visitor contact function from the Tulelake-Butte Valley Fairgrounds to the ditch rider house on the segregation center site.

The ditch rider house would be upgraded to provide basic visitor services including site orientation, and it would serve as a staging location for ranger-led tours and a place to purchase books and merchandise. The segregation center site would be closed during the fall, winter, and spring, but could be opened by appointment if staff are available for ranger-led tours.

The jail would continue to serve as the focal point for interpretation with seasonal ranger-led tours. The jail would be restored, and its cover and surrounding fence would be removed.

Figure 5: Existing Conditions—Segregation Center Site

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA

National Park Service
U.S. Department of the Interior



NOTE: Locations of former historic features and fences are based on the best available data. More precise mapping will occur as the GMP is implemented.

Produced by: NPS-PWR GIS and Planning
Date created: October 2016
Data sources:
NPS-Buildings, historic camp features, unit boundary
U.S. Census Bureau-Roads
Farm Service Agency-Aerial photo



The NPS would continue to protect and manage the historic landscape, buildings, and structures within the Tule Lake Segregation Center site.

Visitors would enter the segregation center site from SR 139 and park in the post engineer's yard area.

The NPS would work with the California Department of Transportation (Caltrans) to ensure that the existing commemorative feature that contains the California historical landmark plaque along SR 139 is maintained.

Cultural and Natural Resources

The NPS would comply with law and policy guidance for management of the Tule Lake Unit. Desired conditions based on law and policy guidance are provided in appendix D and would apply to all alternatives.

Strategies to Address Climate Change

Management strategies to address climate change would be considered when implementing the broader management direction for the Tule Lake Unit. Strategies would include scientific research and assessments of climate change impacts on the Tule Lake Unit's resources, mitigation that promotes energy-efficient practices, adaptive management to address changing conditions, and communication with the general public about climate change and how it relates to the unit. See appendix D for more specific management guidance for climate change and resources, sustainability, and sustainable facility design derived from law and policy.

Interpretation, Education, and Outreach

The NPS would continue to lead interpretive and educational efforts for all three sites and develop new interpretive media, as time and funding allows. The Tule Lake Unit would maintain an active social media presence to reach audiences beyond the local area.

Land Protection and Boundaries

At this time, the surrounding historic lands are determined not to be feasible for addition to the Tule Lake Unit, and the NPS is not intending to modify or add lands to the boundary of the Tule Lake Unit.

If adjacent landowners wish to donate or sell property in the future, the NPS may consider minor boundary modifications for lands that share a boundary with the existing Tule Lake Unit. A minor boundary modification that relies on Land and Water Conservation Fund acquisition funding is defined as an area up to five percent of the total acreage of the unit or 200 acres. Any minor boundary modification would be for resource protection, improved access to existing Tule Lake Unit lands, and/or for necessary operations. Any minor boundary modification would only be considered with the full consent of the neighboring landowner. Modifications could include easement or acquisition and would comply with all federal laws and NPS policies.

Congressional legislation would be required for all other modifications. Any boundary modification would be undertaken with cooperation from willing landowners. Acquisition by condemnation or eminent domain would not be authorized.

See Appendix C: Analysis of Boundary Adjustment and Land Protection Criteria for more detailed analysis of the Tule Lake Unit's boundaries and associated lands.

Safety and Security

Safety and security would be a high priority for the NPS in its management of the Tule Lake Unit. Operational leadership concepts and strategies would be integrated into all aspects of management. The NPS would continue current partnerships with emergency management agencies and local law enforcement.

Park Operations

In all alternatives, the Tule Lake Unit would have a mix of dedicated staff positions for the Tule Lake Unit and shared positions with Lava Beds National Monument.

Cost Estimates

Cost estimates for all alternatives are not for budgetary purposes; they are only intended to show a relative comparison of costs among the alternatives.

The implementation of the approved plan will depend on future funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the actions in the approved general management plan would likely take many years. Additionally, some of the future long-term funding needed to implement the various actions called for in the alternatives could come from nonfederal partners.

All cost estimates are in 2015 dollars. Construction cost estimates are Class C and are guided by the NPS *Cost Estimating Requirements Handbook*. Gross cost estimates are provided for all costs; gross estimates include NPS standard cost estimating factors such as location, remoteness, design contingencies, historic preservation, and overhead.

ONE-TIME COSTS

The prioritization of facility projects would be determined together with the unit's asset management plan.

Projects that involve historic preservation treatments (stabilization and rehabilitation) and replacement of infrastructure and other facilities would address deferred maintenance. Examples of these projects include preservation treatments to historic structures in poor and fair condition that contribute to the Tule Lake Segregation Center NHL.

Projects could be jointly funded through partnerships.

ALTERNATIVE A: NO-ACTION

Alternative A is the no-action alternative.

Alternative A relies solely on the Tule Lake Unit's base funding. The unit would be closed to the public, except during the summer season at the Segregation Center's ditch rider house. Access to Camp Tulelake, the Peninsula, and the Segregation Center's stockade would only be allowed infrequently during scheduled tours led by NPS rangers; these areas would be closed at all other times. Only two ongoing projects would occur: the restoration of the jail and minimal local interpretation and education programming. No other interpretation and education, resource management, historic preservation, and facility improvement projects would occur.

Since the establishment of the Tule Lake Unit in 2008, the NPS provided initial base funding in 2012 and an increase in 2016 to support Tule Lake Unit activities.

The no-action alternative is the baseline for evaluating the changes and impacts of the other action alternatives.

Management Structure, Partnerships, and Agreements

In addition to the actions common to all alternatives, the NPS would seek to maintain other partnerships with public agencies and nonprofit organizations, contingent on funding.

Management of Specific Areas within the Tule Lake Unit

TULE LAKE SEGREGATION CENTER

The ditch rider house area of the Tule Lake Segregation Center would be open during

[Opposite: top to bottom] **1.** Visitors experience the jail on a ranger-led tour. **2.** Under alternative C, the preferred alternative, the ditch rider house would be upgraded to provide basic visitor services. In the long term, it would be converted to administrative offices or removed once the carpenter shop is rehabilitated to serve as the unit's primary visitor facility. Both photos: NPS.

the summer season. Historic structures and buildings other than the jail and ditch rider house would remain in their current conditions and would be closed to the public. Portions of the blue and silver garages would continue to be used for temporary maintenance functions and collections storage. All other buildings would remain vacant.

Very limited visitor amenities and services would be provided, including interpretive signage and portable toilets. Minimal site maintenance would be completed on an as-needed basis.

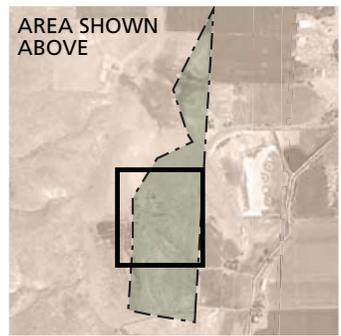
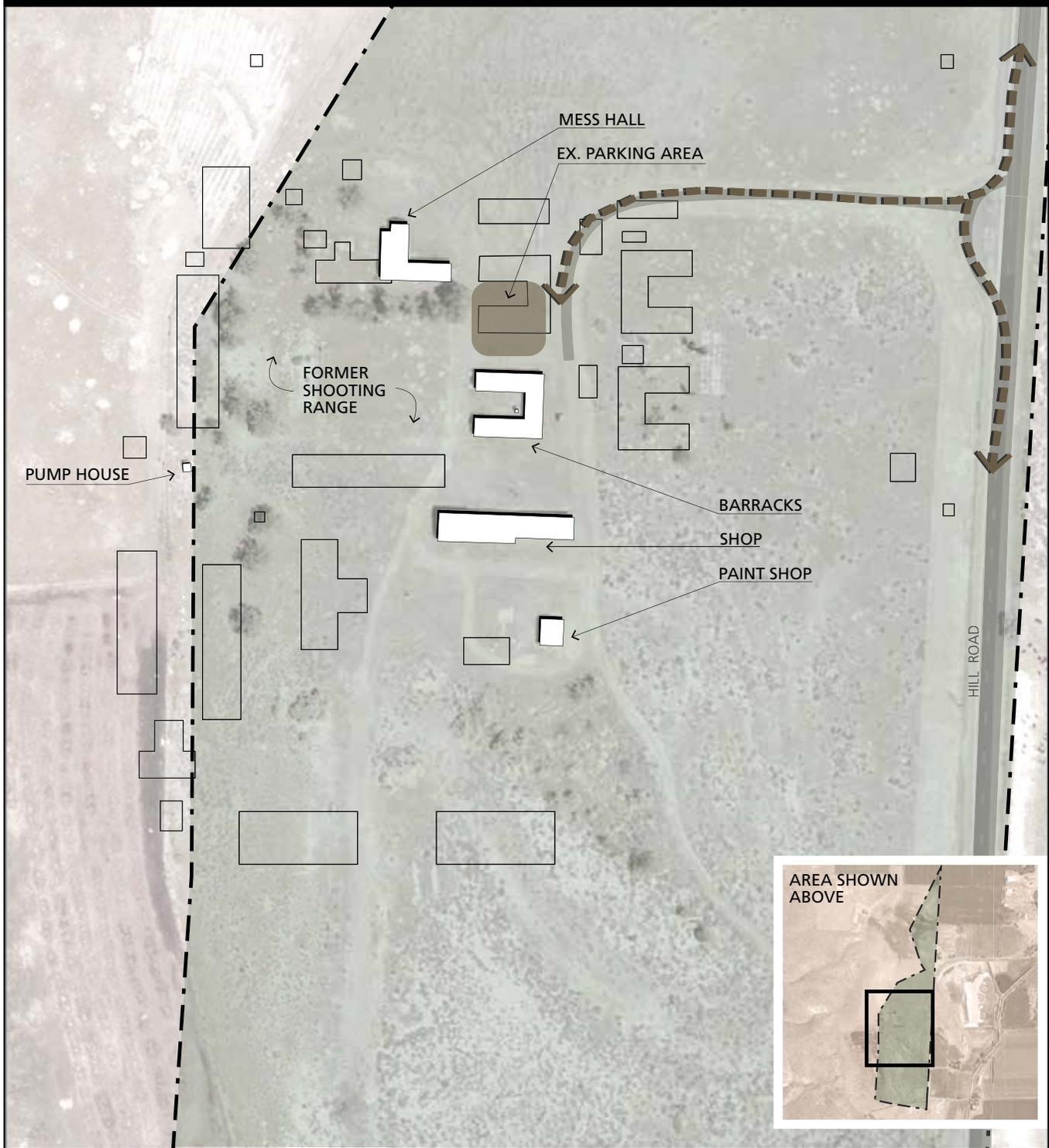
CAMP TULELAKE

Camp Tulelake would continue to be open once per week for public visitation on scheduled tours during the summer season and would be closed at all other times.

All buildings and structures would continue to be vacant and remain in their current conditions, ranging from poor to stabilized. The north wing of the barracks building would remain closed to staff and public access until funding is secured to improve the life/health/safety condition of the wing. The mess hall, which is in poor condition, would not



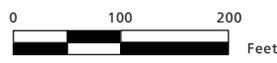
Figure 6: Existing Conditions—Camp Tulelake
 Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA



-  Unit Boundary
-  Existing Historic Building
-  Historic Building Location
-  Road
-  Existing Access to Site

NOTE: Locations of former historic features and fences are based on the best available data. More precise mapping will occur as the GMP is implemented.

Produced by: NPS-PWR GIS and Planning
 Date created: February 2016
 Data sources: NPS-Buildings, unit boundary
 U.S. Census Bureau/NPS-Roads
 Farm Service Agency-Aerial photo





receive funding for stabilization and would continue to be at risk of collapse.

Limited visitor amenities and services would be maintained, including interpretive signage and portable toilets. Minimal site maintenance would be completed on an as-needed basis.

PENINSULA

The Peninsula would be accessible only by special use permit from the USFWS. This could include scheduled ranger-led tours during the summer season, for special events, and for research, consistent with the management requirements of the Tule Lake National Wildlife Refuge. The Peninsula would be closed to public access at all other times.

Historic features on the Peninsula associated with the Tule Lake Segregation Center, including the cross, former chicken farm, slaughterhouse, and foundations of a guard tower, would not receive active NPS management.

Unmaintained roads and trail alignments would continue to be closed.

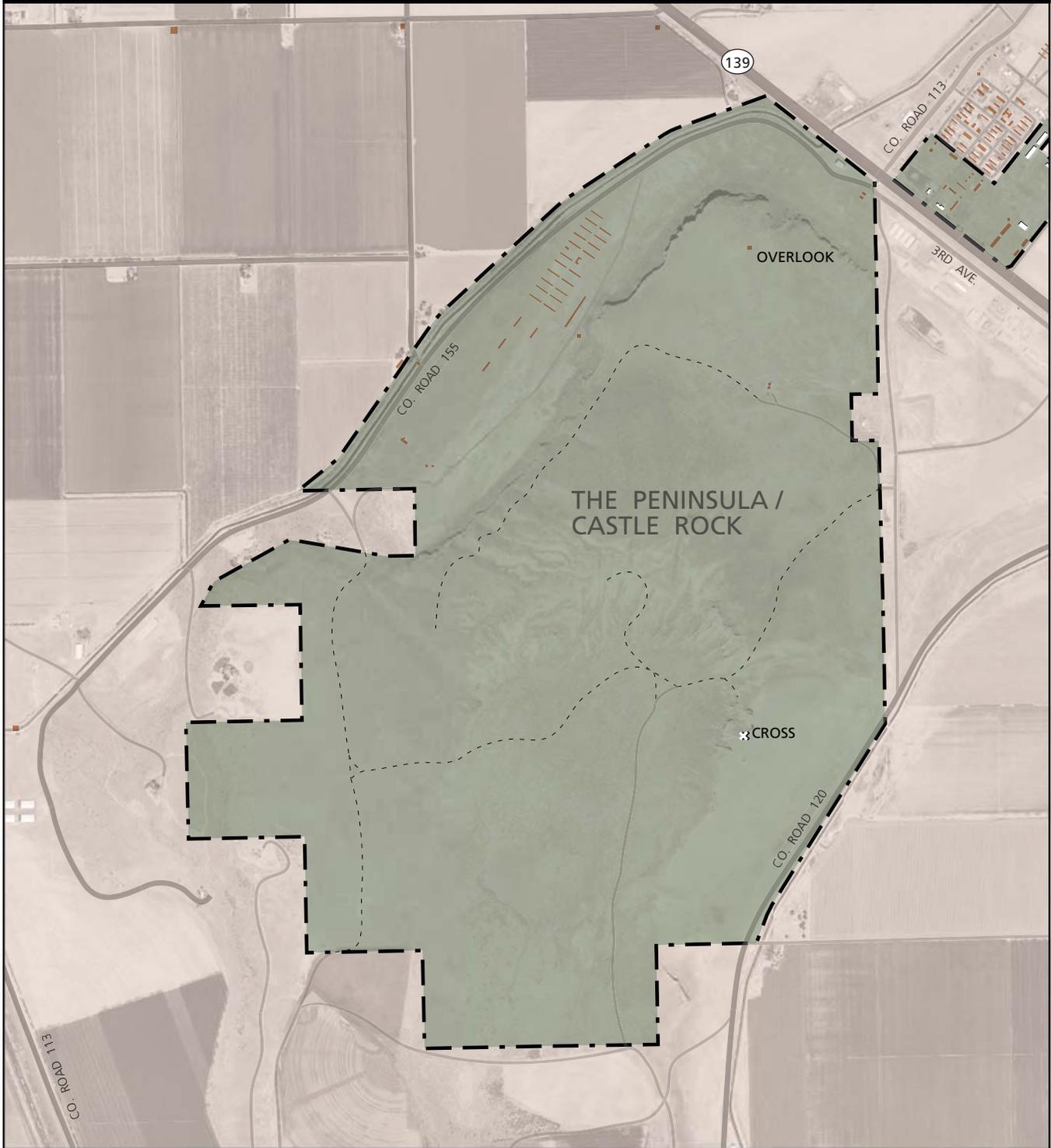
Cultural Resources

Cultural resource management activities would be focused on ad-hoc baseline documentation and assessment of resource



[Top to bottom] **1.** Camp Tulelake, 1940. Photo: NARA. **2.** Under alternative C, the preferred alternative, the Camp Tulelake barracks' north wing would be rehabilitated for a visitor contact function; the south wing would be stabilized. Photo NPS. **3.** Under alternative C, the Camp Tulelake mess hall would be stabilized. Photo NPS.

Figure 7: Existing Conditions—The Peninsula
 Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA



-  Unit Boundary
-  Existing Historic Building
-  OHV Road
-  Historic Building Location
-  Road

NOTE: Locations of former historic features and fences are based on the best available data. More precise mapping will occur as the GMP is implemented.

Produced by: NPS-PWR GIS and Planning
 Date created: February 2016
 Data sources:
 NPS—Buildings, historic camp features, unit boundary
 U.S. Census Bureau/NPS—Roads
 Farm Service Agency—Aerial photo

North



0 500 1,000
 Feet



conditions, driven by compliance and unit project needs.

ARCHEOLOGICAL RESOURCES

Active archeological work would occur only in response to projects that require compliance with the National Historic Preservation Act, such as construction or maintenance that involves ground disturbance.

VALUES, TRADITIONS, AND PRACTICES OF TRADITIONALLY ASSOCIATED PEOPLES (ALSO REFERRED TO AS ETHNOGRAPHIC RESOURCES)

The NPS would not develop or maintain an ethnographic resources program.

HISTORIC BUILDINGS, STRUCTURES, AND CULTURAL LANDSCAPE

In addition to the restoration of the jail, Tule Lake's historic buildings, structures, and cultural landscape features would continue to be protected, though stabilization would not occur.

COLLECTIONS

The Tule Lake Unit would continue to follow an interim scope of collection statement, receive donated items on a case-by-case basis, and store items at Lava Beds National Monument. The existing storage capacity would continue to be inadequate for the collections and unacceptable according to required NPS museum standards.

Natural Resources

Active natural resources management work would occur only in response to projects that require compliance, such as construction or maintenance that involves ground disturbance.

Interpretation, Education, and Outreach

The Tule Lake Unit would offer limited interpretive and outreach programs, primarily in the Klamath Basin area. Staff

would participate in community events, and occasionally travel to other areas to share the Tule Lake Unit's history with the public. The NPS would continue to support pilgrimages, community-focused programs, partnership programs, Japanese American Confinement Sites (JACS) grant educational programs, and local events; however, the support would be less than what currently exists.

Park Operations

Park staff would operate seasonal visitor services at the ditch rider house. The NPS would continue to lease and maintain a small administrative office space in the town of Tulelake to support staff shared between the Tule Lake Unit and Lava Beds National Monument. Other staff would be located at the Lava Beds National Monument headquarters, 45 minutes away.

The NPS would support staffing for unit management, seasonal interpretation and visitor services, and limited administrative and visitor protection functions.



A young participant in the 2016 Tule Lake Pilgrimage visits a recently acquired historic guard tower cupola. Photo: NPS.

Cost Estimates

ANNUAL OPERATING COSTS

Total annual operating costs would be \$394,000. This includes the unit's annual operations budget for fiscal year 2016 of \$384,000 plus a \$10,000 increase to cover new maintenance costs for the ditch rider house and restored jail.

TABLE 3.1: ALTERNATIVE A ANNUAL OPERATING COSTS

ANNUAL OPERATING COSTS							
	ADMIN.	CULTURAL RESOURCES	INTERP./ ED.	LAW ENFORCEMENT	FACILITIES MGMT.	NATURAL RESOURCES	TOTAL
Annual Operations + Maintenance	196,000	80,000	37,000	14,000	44,000	13,000	384,000
Additional Staffing							
Additional Operations + Maintenance Related to Capital Investments					10,000		10,000
Total	\$196,000	\$80,000	\$37,000	\$14,000	\$54,000	\$13,000	\$394,000

ONE-TIME COSTS

Costs to implement alternative A include a minimal interpretation and educational program and the restoration of the jail.

NPS costs for Alternative A would total: \$907,000.

Cost estimates for alternative A follow the guidance outlined in the One-time Capital Cost section under Actions Common to All Alternatives.

TABLE 3.2: ALTERNATIVE A ONE-TIME COSTS

PROJECT DESCRIPTION	BASIC VISITOR SERVICES	OTHER PROJECT	HISTORIC STABILIZATION	DELINEATION	HISTORIC REHAB.	NEW CONSTRUCTION
INTERPRETATION AND EDUCATION						
Interpretation and education programs		40,000				
SEGREGATION CENTER						
Jail: Restore, remove fence and cover					867,000	
Alternative A Totals						
Total (NPS Costs)						
	\$907,000	\$40,000			\$867,000	

ALTERNATIVE B: LIMITED OPERATIONS

Under alternative B, visitor services, educational and interpretive programming, resource management, facility maintenance and improvements, and staffing would be limited. Similar to alternative A, the unit would be closed to the public, except during the summer season at the segregation center's ditch rider house. Access to Camp Tulelake, the Peninsula, and the segregation center's stockade would only be allowed infrequently during scheduled tours led by NPS rangers; these areas would be closed at all other times. Implementation of this alternative would require an increase to the Tule Lake Unit's operating budget.

Resource management activities would include baseline data gathering to survey resources and document conditions. Historic resources that are in poor condition would be stabilized to prevent resource loss. Other than the restoration work to the jail and rehabilitation of the ditch rider house, all other historic buildings would only receive stabilization measures; they would not be used for visitor services or operational needs and would remain closed to the public. Additionally, cultural resources (including archeological resources, cultural landscape resources, ethnographic resources, and collections) would be managed only so that their conditions do not substantially degrade. Treatments to the cultural landscapes at the segregation center site and Camp Tulelake, such as rehabilitation and restoration of character-defining features, would not be conducted. Natural resource management would be minimal to comply with law and policy requirements.

Similar to alternative A, the NPS would provide basic visitor services at the ditch rider house at the segregation center, and interpretation about Tule Lake's history would continue to be limited. The NPS would continue to prioritize interpretive and educational programs to share Tule Lake's history and relevance with local and regional audiences. Existing partnerships would be maintained, and new partnerships could be developed to support and enhance

preservation, education, and interpretation about Tule Lake.

Management Structure, Partnerships, and Agreements

Same as alternative A.

Management of Specific Areas within the Tule Lake Unit

TULE LAKE SEGREGATION CENTER

Similar to alternative A, the silver garage and warehouse would receive minimal stabilization treatments to prevent loss of historic fabric.

Vehicular access would be formalized from SR 139 with a turn lane and associated road and parking in the post engineer's yard. Site planning would be necessary to determine the specific location and dimensions for a road and parking area.

The Tulelake Irrigation District (TID) storage area would be cleaned of hazardous materials.

The non-extant guard towers and other historic features in the stockade area would be delineated to enhance understanding of the historic site.

CAMP TULELAKE

Similar to alternative A, plus the mess hall would be stabilized to avert risk of collapse. Limited accessibility improvements would be made to the pullout and parking area.

PENINSULA

Similar to alternative A, plus the unit would undertake additional resource data collection and management activities described below in the cultural and natural resources sections.

Cultural Resources

The Tule Lake Unit would conduct baseline data gathering and documentation of the unit's resources. Treatments to cultural resources would occur only where necessary to prevent loss of resources. This would include stabilization of landscape features,



[Top to bottom] **1.** Stabilization repairs made to the Camp Tulelake barracks. **2.** The segregation center site warehouse—inside the protective structure seen here—would receive emergency stabilization under alternative C, the preferred alternative. It would remain onsite and could be used in the future, if a function is identified. **3.** Tule Lake Pilgrimage participants approach the historic jail, seen here with its protective covering. All photos: NPS.

historic buildings, and structures that contribute to the Tule Lake Segregation Center NHL designation.

The NPS would conduct a historic resource study to document the historic development and resources within the Tule Lake Unit.

ARCHEOLOGICAL RESOURCES

The NPS would conduct an archeological overview and assessment to better understand and document archeological resources associated with the Tule Lake Unit.

HISTORIC BUILDINGS, STRUCTURES, AND CULTURAL LANDSCAPE

The Tule Lake Unit’s historic buildings, structures, and cultural landscape would continue to be stabilized as necessary to prevent loss of historical fabric.

Historic structure reports would be conducted for all historic buildings to document their conditions and make treatment recommendations based on their intended functions. Except for the jail and ditch rider house, all buildings would remain vacant or would serve limited storage and maintenance functions.

VALUES, TRADITIONS, AND PRACTICES OF TRADITIONALLY ASSOCIATED PEOPLES

Contingent on staffing and funding, the NPS would try to conduct oral histories with individuals who have unusual or unique stories that have been identified in the unit’s oral history strategy.

The NPS would conduct an ethnographic overview and assessment for the Tule Lake Unit, as the original shorelines of Tule Lake and the Peninsula are considered ethnographic resources for culturally associated tribes, including the Modoc Tribe of Oklahoma and the Klamath Tribes of Oregon. The NPS would formalize a tribal consultation program to share information with tribes and to determine necessary treatments to these ethnographic resources.

Figure 8: Alternative B—Segregation Center Site

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA



- Unit Boundary
- Motor Pool
- Jail and Stockade
- Post Engineer's Yard
- Historic Building Location
- Existing Historic Building
- Delineated Historic Feature
- Existing Access to Site
- Road
- Existing Historic Fence
- Present-day Fence
- Former Guard Tower Locations

- ACTIONS**
- Ditch Rider House: adaptively reuse as temporary visitor contact station
 - Jail: restore, remove fence + cover
 - Stockade: delineate primary features
 - Guard Towers: delineate locations
 - Silver Garage: stabilize
 - Warehouse: stabilize

NOTE: Locations of former historic features and fences are based on the best available data. More precise mapping will occur as the GMP is implemented.

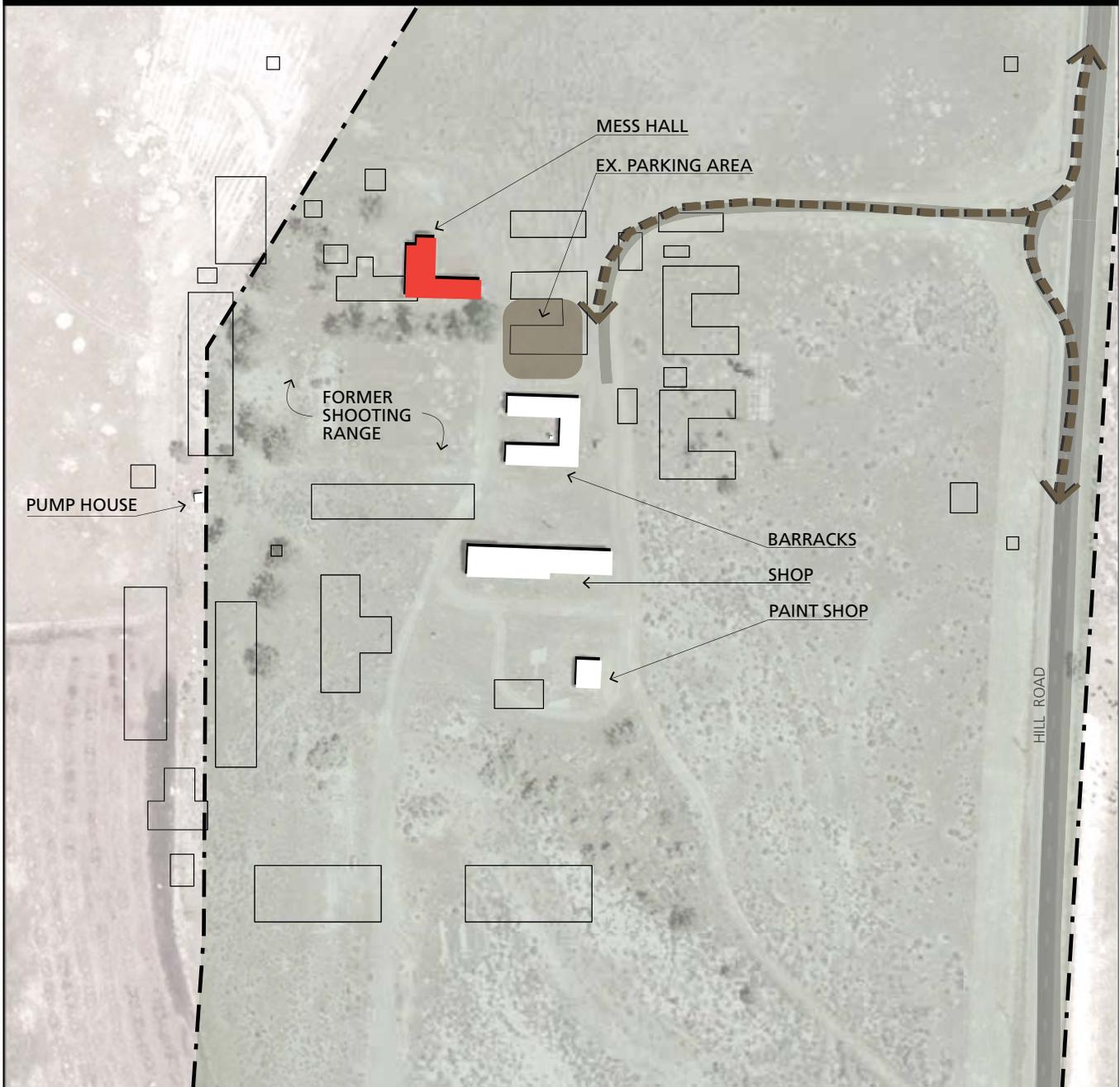
Produced by: NPS-PWR GIS and Planning
Date created: October 2016
Data sources:
NPS-Buildings, historic camp features, unit boundary
U.S. Census Bureau-Roads
Farm Service Agency-Aerial photo



Figure 9: Alternative B—Camp Tulelake

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA

National Park Service
U.S. Department of the Interior



- Unit Boundary
- Historic Building Location
- Existing Historic Building
- Existing Roads
- Existing Access to Site

- ACTION**
- Mess Hall: stabilize

NOTE: Locations of former historic features and fences are based on the best available data. More precise mapping will occur as the GMP is implemented.



Produced by: NPS-PWR GIS and Planning
Date created: February 2016
Data sources: NPS-Buildings, boundary
U.S. Census Bureau/NPS-Roads
Farm Service Agency-Aerial photo



COLLECTIONS

Same as alternative A.

Natural Resources

Monitoring, mitigation, and protection measures for natural resources under alternative B would be minimal. Data collection and planning efforts would include a natural resources survey and vegetation management plan for the Peninsula. Future plans, strategies, and inventories for natural resources would also consider cultural resource assessments and prescriptions for management.

Interpretation, Education, and Outreach

In addition to the activities listed in alternative A, the NPS would develop a long-range interpretive plan to guide the development of onsite and offsite interpretive and education programs and further define a range of media to deliver the interpretive themes to visitors.

The use of technology and virtual programs would be explored. Onsite and offsite interpretive and educational programs would be developed and offered during the spring, summer, and fall to visitors, schools, and educational organizations.

The Tule Lake Unit would increase community outreach, though less than in alternative C, and would regularly update the public and partners on activities related to the Tule Lake Unit.

Park Operations and Facilities

Park operations would be based in the ditch rider house, in a leased space in the town of Tulelake, and at the Lava Beds National Monument headquarters.

The NPS would support staffing for unit management, seasonal interpretation and visitor services, and limited administrative and visitor protection functions and would require an increase in operating funds. Most positions would be shared with Lava Beds National Monument.

Cost Estimates

ANNUAL OPERATING COSTS

Total annual operating costs would be \$704,000 for full implementation of this alternative. This includes the unit's existing annual operations budget of \$384,000 plus \$277,000 for additional NPS staff, and \$43,000 for additional operations and maintenance costs related to capital investments.

TABLE 3.3: ALTERNATIVE B ANNUAL OPERATING COSTS

ANNUAL OPERATING COSTS							
	ADMIN.	CULTURAL RESOURCES	INTERP./ ED.	LAW ENFORCEMENT	FACILITIES MGMT.	NATURAL RESOURCES	TOTAL
Annual Operations + Maintenance	196,000	80,000	37,000	14,000	44,000	13,000	384,000
Additional Staffing		67,000	53,000	53,000	71,000	33,000	277,000
Additional Operations + Maintenance Related to Capital Investments					43,000		43,000
Total	\$196,000	\$147,000	\$90,000	\$67,000	\$158,000	\$46,000	\$704,000

ONE-TIME COSTS

The costs to implement alternative B focus on resource documentation, interpretation and education, providing basic visitor experiences, and stabilizing Tule Lake’s historic resources at the segregation center site and Camp Tulelake to prevent loss.

NPS costs for Alternative B would total: \$2,229,000.

Cost estimates for alternative B follow the guidance outlined in the One-time Capital Cost section under Actions Common to All Alternatives.

TABLE 3.4: ALTERNATIVE B ONE-TIME COSTS

PROJECT DESCRIPTION	BASIC VISITOR SERVICES	OTHER PROJECT	HISTORIC STABILIZATION	DELINEATION	HISTORIC REHAB.	NEW CONSTRUCTION
RESOURCE MANAGEMENT						
Oral history program		150,000				
Historic structure reports		240,000				
Arch overview and assessment; survey of historic structures		60,000				
Historic resource study		150,000				
Natural resources survey and monitoring		55,000				
Vegetation management plan for Peninsula		30,000				
Scope of collections statement/ museum management plan		30,000				
INTERPRETATION AND EDUCATION						
Long-range interpretive plan		50,000				
Onsite interpretation and education programs		40,000				
SEGREGATION CENTER						
Jail: Restore, remove fence and cover					867,000	
Stockade: Delineate primary features				13,000		
Guard Towers: Delineate locations				6,000		
Silver Garage: Stabilize, maintain external covering, hazmat assessment required			78,000			
Warehouse: Emergency stabilization with external covering			39,000			
TID Storage Area: Hazmat clean-up		104,000				
Access and Circulation: Accessibility improvements	92,000					
CAMP TULELAKE						
Mess Hall: Stabilize			171,000			
Access: Accessibility improvements	54,000					
Alternative B Totals						
Total (NPS Costs)						
	\$2,229,000	\$146,000	\$909,000	\$288,000	\$19,000	\$867,000

Action Plans and Studies

A number of specific action plans and studies would be developed to implement alternative B. Some of these plans and studies would be standalone projects and would require funding. Many of these plans and studies would be components of other actions or would not require project funding. Plans for actions with potential to affect the environment would require formal analysis of alternatives in compliance with the National Environmental Policy Act, National Historic Preservation Act, and related laws. Such documents would reference and be tiered to alternative B. The following plans would be recommended for full implementation of alternative B:

- Cultural landscape report
- Data management plan for GIS
- Targeted emergency management system plan

- Targeted integrated pest management plan
- Long-range interpretive plan
- Park asset management plan
- Safety plan
- Scope of collections statement/museum management plan
- Vegetation management plan for Peninsula

The following data would be recommended for full implementation of alternative B:

- Archeological overview and assessment
- Ethnographic overview and assessment
- Hazardous materials survey at Camp Tulelake
- Historic resource study
- Historic structure reports
- Natural resources inventory and GIS mapping



Segregation center site, with State Route 139 in the foreground. The post engineer's yard is visible beyond the carpenter shop. Photo: NPS.

ALTERNATIVE C: NPS PREFERRED

Alternative C, the NPS preferred alternative, emphasizes raising national awareness about the Tule Lake Unit's unique incarceration, segregation, and renunciation history and its resources. Historic resources would be protected through stabilization and historic preservation treatments, and select features in the stockade area would be delineated or reconstructed. Alternative C would provide year-round visitor experiences where visitors would have opportunities to learn about Tule Lake through immersion in the historic scene, interaction with NPS interpretive staff, and self-guided opportunities. Interpretive and educational programs would focus on engaging youth. Technology and digital media would be used extensively to introduce Tule Lake to new audiences on the web and entice them to visit, and would be key to telling Tule Lake's story onsite. The preferred alternative would seek out, cultivate, and sustain partnerships with a variety of local and national organizations to both protect the site and communicate the history, significance, and relevance of the Tule Lake story.

Implementation of the plan would occur in phases, and actions are described according to phase.

Management Structure, Partnerships, and Agreements

In addition to the actions common to all alternatives, the NPS would actively support a wide range of partnerships at the local, regional, and national scale and with a wide variety of stakeholders, organizations, and institutions. The NPS would develop and maintain strong partnerships with local organizations and the local community to protect resources significant to the Tule Lake story and to share this nationally important story in local schools and venues. The NPS would provide opportunities for volunteer and learning activities to engage and involve the local community in Tule Lake's history. The NPS would support the biennial Tule Lake Pilgrimage with tours and assistance within the Tule Lake Unit. Organizations receiving grants related to Tule Lake, including JACS

grants, would be provided assistance and support. The Tule Lake Unit would continue to coordinate with a cooperating association to provide relevant books, materials, and merchandise related to the Tule Lake Unit for purchase by visitors.

Management of Specific Areas within the Tule Lake Unit

The Tule Lake Unit's three sites each contain unique resources, tell different aspects of Tule Lake's history, and contribute to a greater understanding of Tule Lake's history, significance, and relevance. The following section outlines the actions that would occur at each site, including treatments to resources and visitor services, experiences, and opportunities.

TULE LAKE SEGREGATION CENTER

The segregation center site would be open year-round for public access. The segregation center would function as the primary location for visitor learning and interpretive opportunities. Within the segregation center site, the jail and stockade area would be the focal points for visitors to see and experience the unique resources associated with Tule Lake's segregation and renunciation history. Visitors would learn about incarceration and its causes, segregation, renunciation, and the impacts on Nikkei and the Tule Lake Basin community during and after World War II.

Existing onsite historic resources, including the cultural landscape and buildings and structures, would be protected, stabilized, treated, and maintained for long-term preservation.

Visitors would enter the segregation center site from SR 139 and park in the former post engineer's yard. The NPS would work with Caltrans to formalize vehicular access from SR 139 with a turn lane and associated road and parking in the post engineer's yard. Site planning would be necessary to determine the specific location and dimensions for a road and parking area. The existing entrance into the segregation center site near the jail would be used for NPS access to the motor pool area.

To the extent possible, circulation and new development would be based on historic circulation. Spatial relationships of all resources (structures, roads, fences, paths, etc.) would be maintained and preserved.

Visitor amenities and services would be upgraded, including the interpretive signage and restroom facilities.

Phase 1

Actions in phase 1 provide essential visitor experiences, upgrade existing infrastructure to support visitors and operations, and reconstruct important character-defining features.

In the interim, while other facilities are upgraded, the ditch rider house would serve as a temporary visitor contact station and administrative office space. The ditch rider house would provide a place for visitors to interact with NPS staff and receive a limited orientation to the Tule Lake Unit. It would also serve as the starting point for ranger-led tours to the jail and stockade. Restroom facilities would be located in or near the house. Because of the small size of the house, interpretive exhibits would be limited.

A pedestrian trail that meets accessibility requirements would lead to the jail and stockade area from the post engineer's yard. Visitors would see and experience a series of fences and gates that were the physical features of confinement and segregation.

The jail and stockade area would serve as the focal point for visitation to the Tule Lake Unit. The jail and stockade have long been considered the most iconic symbols of the injustice borne by Japanese Americans during World War II. The jail and stockade area would provide an immersive experience into the historic setting where hundreds of individuals were imprisoned and suffered. During World War II, this area was considered the "jail within a jail," where over 350 individuals deemed "troublemakers" were imprisoned in overcrowded conditions. It was here that prisoners went on hunger strikes in protest of their treatment. Ranger-led and self-guided tours would offer the public opportunities to

see and understand, firsthand, the physical measures used by the WRA and government to imprison these individuals.

The jail would be restored, and its cover and surrounding fence would be removed. Visitors would be provided escorted access inside the jail to intimately see and experience the physical confines of the structure. Historic handwritten graffiti, including names, poems, and drawings, would be available for the public to read and see. Other jail features, such as the jail bars and bunks, would show the conditions of day-to-day life.

Select historic features in the stockade that are no longer present would be reconstructed because of their extraordinary importance in accurately depicting the conditions within the Tule Lake Segregation Center. In order for the public to understand the incarceration, segregation, and renunciation history at Tule Lake, particularly in the jail and stockade area, at least one of the five guard towers surrounding the stockade would be reconstructed. Historically, these guard towers, equipped with floodlights, were manned 24 hours a day by armed soldiers. Extant historic fences would be repaired in the stockade. Other historic fences, such as the 1,800-foot-long "man proof" fence surrounding three sides of the stockade, would be stabilized. The beaverboard fence, which was constructed by the WRA to block views and communication from within and outside the stockade, would be reconstructed in its original location. Within the stockade, there were four barracks, a mess hall, latrine, and several army tents used for "punishment" of those who displeased the authorities. Known as the "bull pen," these features would be delineated to illustrate the overcrowded living conditions. The historic features together would provide visitors with an immersive experience in the stockade to further their learning and understanding of segregation, protest, and renunciation in the context of the incarceration history.

The WRA motor pool area would serve the unit's administrative and maintenance functions, using the existing entrance into the area. The silver garage would be minimally rehabilitated to house an insulated modular

Figure 10: Alternative C (Preferred Alternative)—Segregation Center Site

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA



-  Unit Boundary
-  Motor Pool
-  Jail and Stockade
-  Post Engineer's Yard
-  Historic Building Location
-  Existing Historic Building
-  Road
-  Existing Historic Fence
-  Present-day Fence
-  Former Guard Tower Locations

PHASE 1 ACTIONS

-  Proposed Vehicular Access (Exact Location TBD)
-  Proposed Accessible Pedestrian Trail (Exact Location TBD)
-  Delineated Historic Feature

- Establish parking area in former post engineer's yard
- Ditch Rider House: adaptively reuse as temporary visitor contact station
- Jail: restore, remove fence + cover
- Stockade: reestablish fences, delineate structures
- Guard Towers: delineate locations, reconstruct one guard tower (location TBD)

- PHASE 2 ACTIONS**
- Carpenter Shop: rehabilitate + adaptively reuse as visitor contact station
 - Warehouse: stabilize

- PHASE 3 ACTIONS**
- Silver Garage: rehabilitate + actively reuse for curatorial, administrative, + maintenance functions
 - Stockade: reconstruct one full barrack (location TBD)

Produced by: NPS-PWR GIS and Planning
Date created: October 2016
Data sources:
NPS-Buildings, historic camp features, unit boundary
U.S. Census Bureau-Roads
Farm Service Agency-Aerial photo

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NOTE: Locations of former historic features and fences are based on the best available data. More precise mapping will occur as the GMP is implemented.

structure (IMS) for climate-controlled curatorial storage. The curatorial storage is necessary to provide secure and adequate space for the unit's growing museum collection. As individuals associated with Tule Lake pass on, many have expressed that they want the NPS to preserve their items. An IMS would provide this necessary storage space and would be located onsite to allow for research and access to the collections. The nonhistoric exterior shell of the silver garage would be maintained. The silver garage would also serve as general storage for the Tule Lake Unit. The blue garage would be minimally rehabilitated to support large equipment storage.

Phase 1 would include planning, design, and compliance for adaptively reusing the historic carpenter shop as the primary visitor facility; construction would be undertaken in phase 2.

Utilities necessary for the carpenter shop in the post engineer's yard and the silver garage in the motor pool area would be improved or installed, including water, electric, and sewer systems.



[Top to bottom]. 1. The jail seen from State Route 139. 2. Under alternative C, the preferred alternative, the carpenter shop would be rehabilitated to serve as the unit's primary contact facility. Both photos: NPS.

Phase 2

Phase 2 actions include rehabilitating the carpenter shop, improving visitor accessibility and circulation, moving more unit operations onsite, and improving the condition of resources and areas within the segregation center site.

The historic carpenter shop would be rehabilitated to replace the ditch rider house as the primary visitor facility for the Tule Lake Unit. It would be open and staffed year-round. Its 2,700-square-foot space is compatible with the predicted level of visitation. Within the carpenter shop, visitors would have the opportunity to interact with NPS staff, receive orientation information, and learn about Tule Lake's primary interpretive themes through a variety of digital and hard media. It would also house a small store for educational materials, including books and merchandise.

The ditch rider house could remain for operational support until it is no longer needed, at which time it could be removed.

Important character-defining landscape features could be delineated and restored. Vegetation would be managed to evoke the historic character of the camp, including the bleak and barren landscape conditions that incarcerated experienced during World War II. The historic trees along SR 139 could be replanted; they served to improve the landscape conditions in the camp by providing gestures of care and beauty, as well as serving as windbreaks in the high desert environment. The roadside ditch could also be delineated or restored.

In the WRA motor pool area, planning, design, and compliance for rehabilitating the silver garage would occur in phase 2. The warehouse would be stabilized. It would remain vacant or could serve as storage for the Tule Lake Unit.

The Tulelake Irrigation District (TID) storage area would be cleaned of hazardous materials.

Phase 3

Phase 3 projects include additional visitor accessibility and circulation, reconstruction of character-defining historic features,

historic preservation work for operational facilities including the service garage, and associated utilities.

In the stockade, one of the four original barracks would illustrate the historic buildings and features inside the stockade. The barrack could be reconstructed or an historic barrack from the Tule Lake Segregation Center could be acquired and placed in the stockade. The barrack would allow visitors to learn about the daily lives of prisoners in the stockade, which could be contrasted with barrack life in the main part of the camp and other camps. The barrack would provide a space for learning about the most critical and controversial aspects of Tule Lake's history related to injustice, "loyalty" and "disloyalty," protest, renunciation, and relevance. The barrack would house interpretive exhibits and could function as a multi-purpose space for interpretive and educational activities. In the long term, the remaining three barracks, guard towers, and associated landscape features could be reconstructed or returned to the site to further illustrate the stockade's built environment.

In the WRA motor pool area, the silver garage would be rehabilitated to serve the unit's operational needs, including necessary staff offices and maintenance functions. The insulated modular structure for curatorial storage would remain or could be upgraded. The blue garage would be maintained for maintenance and storage purposes until additional stabilization is necessary and/or a function is determined that would require additional historic preservation treatments or facility upgrades.

Utilities necessary for the silver and blue garages would be improved or installed, including water, electric, and sewer systems.

[Opposite: top to bottom] Actions in alternative C: **1.** The jail would be restored, and its cover and surrounding fence would be removed. It would serve as a focal point for visitors to learn about Tule Lake's unique incarceration, segregation, and renunciation history. **2.** The silver garage in the historic motor pool area would be adaptively reused for administrative offices and maintenance functions. **3.** The blue garage in the historic motor pool area is stabilized and would be maintained for maintenance and storage. All photos: NPS.



CAMP TULELAKE

Camp Tulelake would be open during the extended summer season. An NPS ranger would be onsite to lead tours and to provide an introduction to Camp Tulelake, its significance, and its resources. During the off-season, the NPS would collaborate with the USFWS to maintain a small visitor contact area in the USFWS Tule Lake National Wildlife Refuge Visitor Center, which is located 1 mile south. Generally, visitors would learn about Camp Tulelake on their own through digital media and self-guided tours.

Camp Tulelake would be accessed via Hill Road. Visitor vehicles would park at the small parking area off Hill Road or near the barracks until a road and parking area are formalized.

Phase 1

Phase 1 includes stabilization of historic buildings to prevent loss of historic fabric. The contributing historic buildings include the mess hall, shop, and barracks. The mess hall is in poor condition, at imminent risk of collapse, and in need of emergency stabilization. The shop is also in poor condition and in need of stabilization. The barracks building is in fair condition; however,

all wings need stabilization and life/health/safety improvements to allow employee and visitor access.

Noncontributing resources at Camp Tulelake include the pump house and paint shop. The buildings would not receive stabilization and could be removed.

A vault toilet would be installed at the site.

Phase 2

Phase 2 would include formalizing and/or constructing roads, parking, and trails.

Phase 2 would also include delineation and restoration of select non-extant historic landscape features to provide visitors with an understanding of the Civilian Conservation Corps (CCC) and World War II uses of the site. The historic character-defining landscape features that would be considered for historic preservation treatments include the flagpole, machine-gun post, and parade grounds.

Phase 3

Phase 3 would include the rehabilitation of the north wing of the barracks, which would serve as a staffed visitor contact area during the summer season.

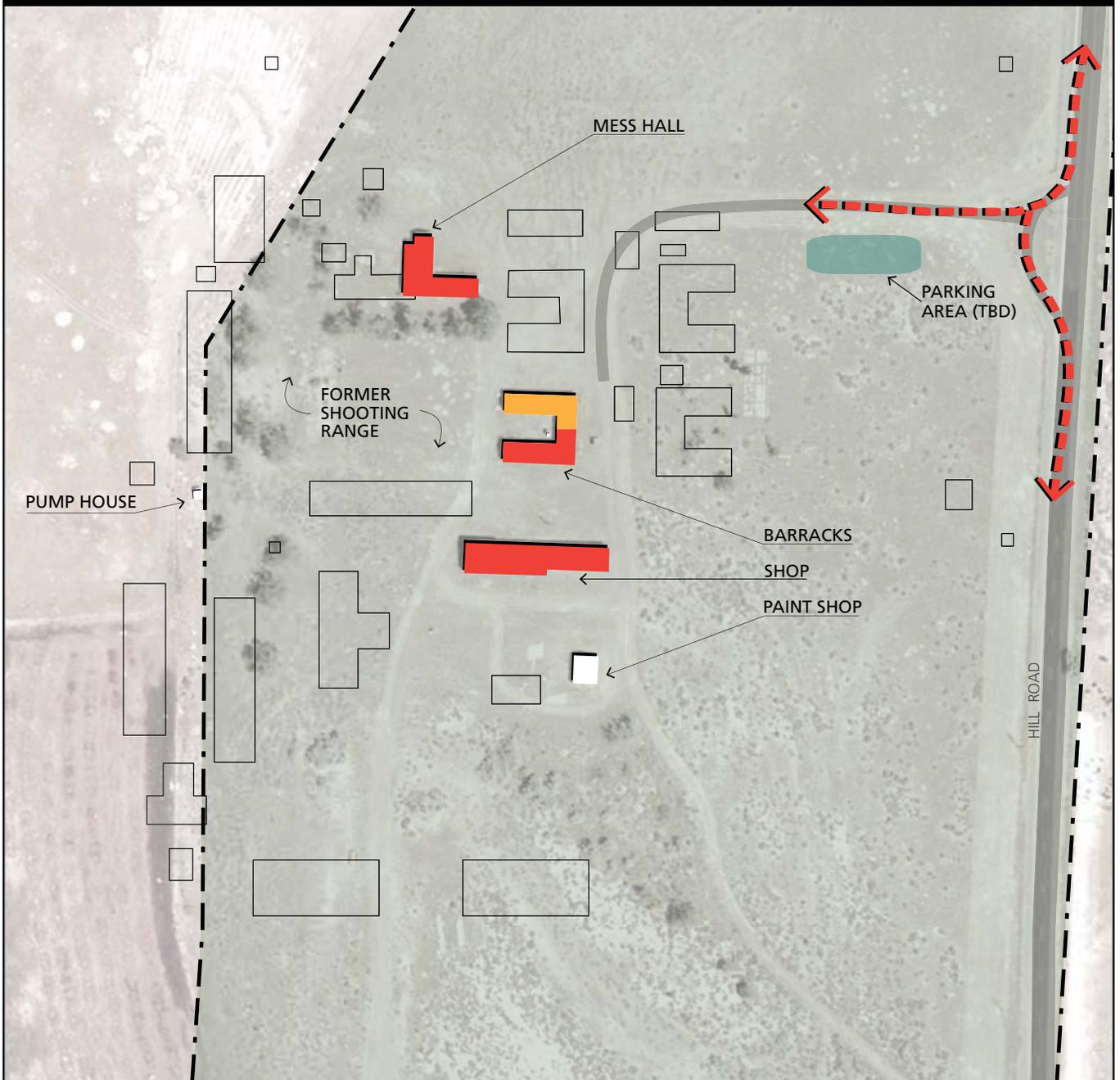


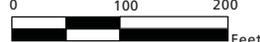
Camp Tulelake with existing circulation. From left to right, the buildings include the shop, barracks, and mess hall. Photo: NPS.

Figure 11: Alternative C (Preferred Alternative)—Camp Tulelake

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA

National Park Service
U.S. Department of the Interior



<ul style="list-style-type: none">  Unit Boundary  Historic Building Location  Existing Historic Building  Existing Roads 	<p>PHASE 1</p> <p> Proposed Vehicular Access (Location TBD)</p> <ul style="list-style-type: none"> • Barracks: stabilize south wing • Mess Hall + Shop: stabilize • Install vault toilet 	<p>PHASE 2</p> <ul style="list-style-type: none"> • Formalize and/or construct parking, associated roads, + trails (location TBD) <p>PHASE 3</p> <ul style="list-style-type: none"> • Barracks: rehabilitate north wing for visitor access 	<p>NOTE: Locations of former historic features and fences are based on the best available data. More precise mapping will occur as the GMP is implemented.</p> <p>Produced by: NPS-PWR GIS and Planning Date created: February 2016 Data sources: NPS-Buildings, boundary U.S. Census Bureau/NPS-Roads Farm Service Agency-Aerial photo</p> <p style="text-align: right;">North </p> <p style="text-align: right;">0 100 200  Feet</p>
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PENINSULA

The NPS would continue to provide ranger-led tours of the Peninsula during the summer season, for special events, and for research, consistent with the management requirements of the Tule Lake National Wildlife Refuge. The frequency of guided tours and routes could change in the future, so that visitors are provided more options to see and experience the Peninsula. These tours allow visitors a space for contemplation about Tule Lake's history, significance, and relevance. They also allow visitors to understand the vastness and openness of the original Tule Lake and learn about the Peninsula and Tule Lake National Wildlife Refuge's wildlife and habitat, an activity that has not been possible since the 1980s. The Peninsula would be closed to public access at all other times.

The Peninsula contains resources that represent several periods of occupation and cultural significance over time. These resources are associated with the Modoc, early settlers, those who lived through the World War II era, and present-day neighbors and visitors. For the Modoc, whose members

have long told creation stories tied to Tule Lake, and for whom there is no place of equal importance than the shoreline of Tule Lake (Deur 2008: 185), the Peninsula serves as one of the limited remaining tangible links with their ethnic heritage. During World War II, for Japanese Americans and those at Tule Lake, the Peninsula served as a natural landmark for orientation, a place for recreation prior to segregation, and an inspiration for artists. The distinctive promontory likewise serves as an important scenic resource for the local community today. The Peninsula also provides important habitat for falcons, hawks, and other raptors.

The NPS would work with USFWS to support additional natural and cultural resource management activities, including surveys, documentation, research, monitoring, and treatments for the Peninsula. In addition, the NPS would identify measures to monitor and protect raptor nesting sites, adaptively manage habitat for species of concern, and control or remove exotic species, such as noxious invasive weeds. The NPS and USFWS would rehabilitate select unmaintained roads



The Peninsula was an island in Tule Lake prior to being drained by the Bureau of Reclamation for agriculture. This 1905 view shows "Cormorant Island" in the foreground. Photo: Finley/Bohlman, Oregon Historical Society, Finley Collection, A1645.

and trails on the Peninsula to restore natural conditions. There are numerous unmaintained roads and trails, many of them created by illegal off-road vehicle use.

During the lifetime of the GMP, the NPS could work with the USFWS to explore opening additional public access to select areas of the Peninsula along road and trail corridors. Any change in public access would be done with consultation with the Modoc of Oklahoma and Klamath Tribes and through a public planning process. The NPS recognizes the sensitivity and significance of resources at the Peninsula to the Modoc and Klamath people. The NPS also recognizes the significance of the Peninsula to the Newell and Tulelake communities. A change in public access would be contingent on support from the USFWS, formalized in an agreement and cost sharing for improvements to the road, parking, and any trail construction. An arrangement that allows access across private land on the road corridor to the water towers would also be necessary.

In the event that open public access is allowed, a formalized public access route

could follow the existing road to the Modoc County water towers, which was also the site of historic water towers that supported the Tule Lake Segregation Center during World War II. A parking area at the water towers and a trailhead could be established. A pull-out along the road could allow mobility-impaired visitors to access the view of the segregation center site. A pedestrian trail could be constructed to the location of the historic World War II-era guard tower to provide an overlook point for visitors to see and understand the physical extent of the Tule Lake Segregation Center. Another trail could be a loop trail to the metal cross atop the Peninsula. The cross—originally erected during World War II by the Tule Lake Japanese American Christian Association and replaced in 1974 by local residents when the original fell—has been an important symbol for the Japanese Americans incarcerated at Tule Lake, their descendants, and the local Newell and Tulelake communities. The trails could include interpretive waysides. If implemented, these improvements would cost approximately \$1,200,000.



Under all alternatives, public access to the Peninsula would occur through ranger-led tours, for research, and for special events, such as the Tule Lake Pilgrimage (seen here in 2014). Photo: NPS.

Cultural Resources

The NPS would protect and preserve cultural resources within the Tule Lake Unit through a variety of treatments and methods, including collaborating with partners. These cultural resources include archeological features and sites, historic buildings and structures, cultural landscapes, ethnographic resources, and collections.

A phased approach would be implemented. Early steps would include surveys, documentation, and emergency stabilization to prevent loss of historic fabric. Additional treatments for historic buildings and cultural landscape features would include delineation, preservation, rehabilitation, restoration, and reconstruction. The NPS would develop and maintain a formal oral history program to record, preserve, use, and share personal narratives associated with the Tule Lake Unit's history and significance.

ARCHEOLOGICAL RESOURCES

The NPS would conduct an archeological overview and assessment to better understand and document archeological resources in all three sites. Archeological projects would assist in the identification and long-term protection of archeological features. The NPS would also explore opportunities for offsite archeological study at related sites with the appropriate permissions and agreements, for example at the historic dump. Offsite studies could be pursued on lands through partnerships with landowners, agencies, and organizations. The unit could also provide technical assistance on other archeological projects.

The NPS would use archeological sites, features, and artifacts in interpretive programs and projects, including digital media. In phase 3, the NPS would develop a digital exhibit of the collections.

HISTORIC BUILDINGS, STRUCTURES, AND CULTURAL LANDSCAPES

The Tule Lake Unit's historic buildings, structures, and cultural landscapes would be treated as described in the segregation center and Camp Tulelake sections.

Historic structure reports would be conducted for all historic buildings to document their conditions and make treatment recommendations based on their intended functions. Treatments could include stabilization, preservation, reconstruction, or rehabilitation. If future building functions are identified, appropriate historic preservation treatments would be undertaken. Buildings and structures that do not contribute to the period of significance could be removed.

The NPS may be open to receiving original buildings, structures, and features associated with Tule Lake's history by donation or purchase. Each original building, structure, and feature would be evaluated for its historic significance and condition, and the feasibility of acquisition and future potential use would be evaluated on a case-by-case basis.

A cultural landscape report would be conducted to define and guide treatments for all three sites.

The NPS could work with willing landowners to inventory historic buildings, structures, and landscape features within the local community that are associated with Tule Lake's World War II history.

VALUES, TRADITIONS, AND PRACTICES OF TRADITIONALLY ASSOCIATED PEOPLES (ALSO REFERRED TO AS ETHNOGRAPHIC RESOURCES)

The NPS would develop and maintain a formal oral history program to record, preserve, use, and share personal narratives associated with the Tule Lake Unit's history and significance. The NPS would target individuals with unusual or unique histories associated with Tule Lake's history and significance that have not yet been recorded elsewhere. These individuals could include Japanese Americans incarcerated at Tule Lake during World War II, WRA and military staff, Modoc Indians, and homesteaders. The identification of these individuals would be based on the unit's existing oral history strategy, which contains an inventory of oral histories associated with Tule Lake and identifies themes that lack oral histories.

The NPS would seek opportunities to integrate oral histories into digital media and on- and offsite interpretation and education programs. The Tule Lake Unit would serve as a repository for oral histories related to Tule Lake, and the NPS would make these oral histories available for research.

The NPS would additionally conduct an ethnographic overview and assessment for the Tule Lake Unit, as the original shorelines of Tule Lake and the Peninsula are important resources for the Modoc Tribe of Oklahoma and the Klamath Tribes of Oregon. The NPS would formalize a tribal consultation program to share information with tribes and to determine any treatments to these ethnographic resources.

COLLECTIONS

Collections would be curated onsite in the historic silver garage in an insulated modular structure. Collections would be made available for research and incorporation into interpretive exhibits. The NPS would scan and digitally display items on the unit’s website and through its digital media.

A scope of collections statement would be formalized to identify the types and quantities of items the NPS would collect and preserve, and would address items left at the site by visitors. The NPS could actively seek out collections items that represent different aspects of the unit’s history. The long-term care of collections items consistent with NPS collections policy would be documented in a museum management plan.

Natural Resources

The NPS would inventory natural resources in the three sites and would develop a resource stewardship strategy to define desired future conditions for both natural and cultural resources. The resource stewardship strategy would prioritize mitigation and protection measures for natural and cultural resources. This holistic resource planning approach would integrate natural resource data—for example relating to wildlife, fire, and vegetation—with data on cultural resources in the same areas, providing managers with a comprehensive understanding of potential impacts of natural resource issues on cultural resources.



View across the Tule Lake Basin from the Peninsula, with Mount Shasta visible in the distance. Photo: NPS.

The NPS would additionally pursue appropriate data collection, monitoring, mitigation, and protection measures for natural resources. Plans for resource management would include an integrated pest management plan and exotic weed management plan for the unit and a vegetation management plan for the Peninsula. Future plans, strategies, and inventories would also consider cultural resource assessments and prescriptions for management.

Visual and Scenic Resources

The NPS would work collaboratively with others and pursue partnerships to protect and preserve character-defining viewsheds and develop viewpoints to the extent possible. Important views and vistas include the Peninsula and Horse Mountain.

Interpretation, Education, and Information

The NPS would focus the content of interpretive and educational programs on the unit's interpretive themes, which were developed as part of this GMP effort and through a public planning process. They are described in chapter 2.

The NPS would increase awareness about Tule Lake's existence, significance, and relevance through interpretation, education, and outreach. The NPS would develop a wide range of learning opportunities both onsite and offsite and in partnership with local, regional, and national stakeholders and organizations. Outreach programs and online media would be designed to reach people who are not able to visit the unit, as well as to entice them to visit. NPS staff, volunteers, and partners would be trained to convey accurate information about Tule Lake's unique incarceration, segregation, and renunciation history and significance, as well as its local history and significance, including Camp Tulelake's CCC era.

At the segregation center site, the NPS would provide an interactive and immersive experience for visitors. Visitors would have opportunities to talk with NPS interpretive

staff at the carpenter shop and through ranger-led tours. A variety of educational and interpretive media and programs would include exhibits, film, publications, a symposium series, and print media, as well as self-guided audio tours, virtual tours, and driving tours linked to developed sites that could include pullouts and waysides. Interpretive exhibits and programs would rely heavily on oral histories to tell Tule Lake's history from the people who experienced it firsthand and would be enhanced by digital media. The unit could partner with other entities to seek funding for projects and help support initiatives, such as an artist-in-residence program.

Interpretive digital media and/or waysides would be featured at key locations throughout the three sites to tell the full breadth of Tule Lake's history and significance. For example, a wayside at the location of the historic guard tower on the Peninsula could help visitors understand the geographic extent and size of the Tule Lake Segregation Center.

Online media would be greatly expanded, including social media, virtual classrooms, online exhibits, and an online resource for research about Tule Lake. Online media would also focus on connecting with other Japanese American World War II confinement sites, social justice and civil rights sites, and allied organizations so that online national and international users can learn and understand more about World War II Japanese American incarceration history. The online system could also contain scanned primary source documents and photographs, a searchable database of those incarcerated or associated with Tule Lake, and natural and cultural resource data for researchers and those seeking a greater depth of knowledge about Tule Lake. The NPS would actively explore new media opportunities to share Tule Lake's history.

During the off-season, the NPS would collaborate with the USFWS to maintain a small visitor contact area in the USFWS Tule Lake National Wildlife Refuge Visitor Center, which is located 1 mile south of Camp Tulelake. Exhibits would provide interpretive

and visitor information about the Tule Lake Unit. This would enhance both the NPS's ability to reach new audiences and the USFWS's ability to interpret more of the Tule Lake NWR's history and national significance.

Outreach activities would promote learning and understanding of the Tule Lake Unit in the Klamath River Basin, regionally along the West Coast, and nationally. Local Klamath River Basin schools would be a key focus for outreach programming. The NPS would have an increased presence in local museums and educational institutions and organizations. Symposia, local or travelling speaker series, and local and travelling exhibits could be developed in partnership with others to support Tule Lake's purpose.

Land Protection and Boundaries

During the lifetime of this GMP, the NPS would explore collaborative relationships and partnerships with willing landowners, both public and private, within the historic extent and viewshed of the Tule Lake Segregation Center. The mechanisms used could take the form of technical assistance, memorandums of understanding, right-of-way agreements, and easements to preserve and interpret contributing resources associated with Tule Lake's history. The NPS goals would include: 1) provide technical assistance and support for historic preservation activities; 2) seek opportunities to provide public interpretation about Tule Lake's history; 3) address necessary or desired access, operational, and management issues; and 4) encourage the protection of significant resources that contribute to Tule Lake's viewshed.

Areas for potential relationships and partnerships include sensitive and important sites, such as areas with in situ camp remnants, and scenic landscape resources, such as Horse Mountain and the greater Newell area. Partnership opportunities around the Peninsula could also be considered to provide public access to the Peninsula's resources and for public enjoyment. If mutually agreeable, the NPS, private, and other public land management agencies could pursue partnership or co-management of lands

within the historic extent of the camp—such as lands managed by the Bureau of Land Management.

The NPS, in collaboration with USFWS and local neighbors, would conduct a cadastral survey of all lands within the unit to legally define the unit's boundaries.

Park Operations

Park operations would be based in the ditch rider house, in a leased space in the town of Tulelake, and at the Lava Beds National Monument headquarters until the silver garage in the WRA motor pool area is upgraded to house administrative offices, curatorial storage, and maintenance functions and storage.

The NPS would support staffing for unit management, including positions in resource management; interpretation, education, and visitor services; facilities and maintenance; law enforcement; and administration. Many positions would be shared with Lava Beds National Monument.



The Block 73 latrine slab is located on lands outside the unit boundary. Photo: NPS.

Cost Estimates

ANNUAL OPERATING COSTS

Total annual operating costs would be \$1,204,000 for full implementation of this alternative. This includes the unit's existing annual operating budget of \$384,000 plus \$728,000 for additional NPS staff, and \$92,000 for additional operations and maintenance costs related to capital investments.

TABLE 3.5: ALTERNATIVE C ANNUAL OPERATING COSTS

ANNUAL OPERATING COSTS							
	ADMIN.	CULTURAL RESOURCES	INTERP./ ED.	LAW ENFORCEMENT	FACILITIES MGMT.	NATURAL RESOURCES	TOTAL
Annual Operations + Maintenance	196,000	80,000	37,000	14,000	44,000	13,000	384,000
Additional Staffing	-23,000	80,000	339,000	171,000	117,000	44,000	728,000
Additional Operations + Maintenance Related to Capital Investments					92,000		92,000
Total	\$172,000	\$160,000	\$376,000	\$185,000	\$253,000	\$57,000	\$1,204,000

ONE-TIME COSTS

The costs to implement alternative C focus on resource documentation, interpretation and education, providing high-quality visitor experiences, and ensuring the long-term preservation of Tule Lake's historic resources at the segregation center site and Camp Tulelake. The majority of costs are for historic preservation treatments to Tule Lake's historic buildings and structures. Historic preservation treatments include stabilization and rehabilitation.

Projects are identified under three different phases.

Phase 1 projects are considered essential, total \$3,821,000, and are considered high-impact/low-cost actions. They include data gathering (such as oral histories), interpretation and educational programs that reach broad audiences through technology, and historic preservation projects at the segregation center and Camp Tulelake.

Phase 2 projects total \$3,694,000 and include interpretation and education programs, rehabilitation of the carpenter shop for

visitor services, accessibility and circulation improvements, and planning and design necessary for major improvements to the silver garage.

Phase 3 projects total \$3,825,000 and include continuing interpretation and education programs, rehabilitation of the historic segregation center silver warehouse for operations, continued reconstruction of character-defining features in the stockade, and rehabilitation of the Camp Tulelake historic barracks.

NPS costs for Phase 1, 2, and 3 would total: \$11,340,000. USFWS partner contributions for shared projects would total \$371,000. The gross cost estimate, including partner contributions, would total \$11,711,000.

Cost estimates for alternative C are identified below in table 3.6 and follow the guidance outlined in the One-time Capital Cost section under Actions Common to All Alternatives.

TABLE 3.6: ALTERNATIVE C ONE-TIME COSTS

PROJECT DESCRIPTION	BASIC VISITOR SERVICES	OTHER PROJECT	HISTORIC STABILIZATION	DELINEATION	HISTORIC REHAB.	NEW CONSTRUCTION
PHASE 1						
RESOURCE MANAGEMENT						
Oral history program		344,000				
Cultural landscape report		40,000				
Historic structure reports		140,000				
Ethnographic overview and assessment		40,000				
Archeological overview and assessment		60,000				
Historic resource study		150,000				
Natural resources survey and monitoring		55,000				
Vegetation management plan for Peninsula		30,000				
Scope of collections statement/museum management plan		30,000				
INTERPRETATION AND EDUCATION						
Long-range interpretive plan		50,000				
Expand digital media at fairgrounds		50,000				
Driving tour of segregation center, including areas outside boundary linked to pull-outs/waysides		50,000				
Self-guided audio/virtual tour for segregation center and Camp Tulelake		50,000				
Ditch rider house exhibits: create baseline interpretive media for later use in carpenter shop visitor contact station and other locations		158,000				
Carpenter Shop exhibits—Part 1: planning and design, enhanced with digital media/personal technology		175,000				
Onsite interpretation and education programs		70,000				
Offsite interpretation/education programs (virtual classroom, traveling exhibits)		33,000				
SEGREGATION CENTER						
Jail: Restore, remove fence and cover; doesn't include planning, design, and compliance					867,000	
Stockade: Reestablish fences, delineate stockade structures				183,000		
Guard Towers: Delineate locations; reconstruct one guard tower				6,000		70,000
Carpenter Shop: Part 1: planning, design and compliance for rehabilitation and adaptive reuse for visitor contact facility		332,000				

PROJECT DESCRIPTION	BASIC VISITOR SERVICES	OTHER PROJECT	HISTORIC STABILIZATION	DELINEATION	HISTORIC REHAB.	NEW CONSTRUCTION
Silver Garage: Maintain existing exterior; install an insulated modular structure to provide curatorial space					122,000	
Blue Garage: Minimal adaptive re-use					100,000	
Access and Circulation: Formalize and/or construct turn lane on SR 139, parking, associated roads, and trails						142,000
Utilities: Install essential utilities based on building functions (water, electric, sewer)						244,000
CAMP TULELAKE						
Barracks: Stabilize south wing			52,000			
Shop: Stabilize			65,000			
Mess Hall: Stabilize			171,000			
Vault Toilet: Install	92,000					
PHASE1 TOTAL: 3,821,000	92,000	1,707,000	288,000	189,000	1,089,000	456,000
PHASE 2						
RESOURCE MANAGEMENT						
Historic structure reports		100,000				
Resource stewardship strategy		50,000				
INTERPRETATION AND EDUCATION						
Carpenter Shop exhibits— Part 2: construction		500,000				
Park film		400,000				
Symposium/speaker series		53,000				
SEGREGATION CENTER						
Carpenter Shop: Part 2: rehabilitate and adaptively reuse carpenter shop as a visitor contact station					1,511,000	
Silver Garage: Part 1: planning, design and compliance for rehabilitation and adaptive reuse for admin. and maint. functions					396,000	
Warehouse: Stabilize with external covering			123,000			
TID Storage Area: Hazmat study/ clean-up; remove fence/ restore		214,000				
Access and Circulation: Accessibility improvements to support visitor facilities	146,000					
CAMP TULELAKE						
Access and Circulation: Formalize and/or construct parking, associated roads, and trails						146,000
Historic Landscape: Delineate/ restore character-defining landscape features (flagpole, machine gun post, parade grounds, landscape)				55,000		

PROJECT DESCRIPTION	BASIC VISITOR SERVICES	OTHER PROJECT	HISTORIC STABILIZATION	DELINEATION	HISTORIC REHAB.	NEW CONSTRUCTION
PHASE 2 TOTAL: 3,694,000	146,000	1,317,000	123,000	55,000	1,907,000	146,000
PHASE 3						
RESOURCE MANAGEMENT						
Digital exhibit of collections		100,000				
Integrated pest management		10,000				
INTERPRETATION AND EDUCATION						
Camp Tulelake exhibits: planning, design, and construction with enhanced with digital media/ personal technology		275,000				
USFWS Visitor Center: exhibits and seasonal NPS staffed area (NPS share=50%)		92,000				
SEGREGATION CENTER						
Stockade: Reconstruct one full barrack						305,000
Silver Garage: Part 2: rehab./ adaptively reuse for admin. and maint. functions					1,800,000	
Access and Circulation: Accessibility improvements to support visitor facilities	164,000					
Utilities: Install essential utilities based on building functions (water, electric, sewer)						185,000
CAMP TULELAKE						
Barracks: Rehabilitate north wing for visitor access					802,000	
PENINSULA						
Roads and Trails: Rehabilitate unmaintained roads and trails (NPS share=50%)		92,000				
PHASE 3 TOTAL: 3,825,000	164,000	569,000			2,602,000	490,000
Alternative C Totals						
Phase 1						
	3,821,000	92,000	1,707,000	288,000	189,000	1,089,000
Phase 2						
	3,694,000	146,000	1,317,000	123,000	55,000	1,907,000
Phase 3						
	3,825,000	164,000	569,000			2,602,000
Phases 1, 2, AND 3 TOTAL (NPS Costs)						
	\$11,340,000	\$402,000	\$3,593,000	\$411,000	\$244,000	\$5,598,000

PROJECT DESCRIPTION	BASIC VISITOR SERVICES	OTHER PROJECT	HISTORIC STABILIZATION	DELINEATION	HISTORIC REHAB.	NEW CONSTRUCTION
ADDITIONAL PARTNER CONTRIBUTIONS—USFWS						
Camp Tulelake: Firing range clean-up (Phase 1)		187,000				
USFWS Visitor Center (Phase 3)		92,000				
Peninsula: Rehabilitate unmaintained roads and trails (Phase 3)		92,000				
TOTAL PARTNER CONTRIBUTIONS (USFWS)						
	371,000	371,000				
Total with Partnership Funding						
Total (NPS and USFWS)						
	\$11,711,000	\$402,000	\$3,964,000	\$411,000	\$244,000	\$5,598,000
						\$1,092,000

Action Plans and Studies

A number of specific action plans and studies would be developed to implement alternative C. Some of these plans and studies would be standalone projects and would require funding. Many of these plans and studies would be components of other specific actions or would not require project funding. Plans for actions with potential to affect the environment would require formal analysis of alternatives in compliance with the National Environmental Policy Act, National Historic Preservation Act, and related laws. Such documents would reference and be tiered to alternative C. Some of these plans and studies would be conducted in collaboration with USFWS. The following plans would be recommended for full implementation of alternative C:

- Climate action plan
- Cultural landscape report
- Data management plan for GIS
- Design concept plans / site plans for the segregation center site and Camp Tulelake
- Emergency management system plan
- Emergency stabilization plan for Camp Tulelake
- Exotic weed management plan
- Integrated pest management plan
- Long-range interpretive plan
- Park asset management plan
- Resource stewardship strategy
- Safety plan
- Scope of collections statement/museum management plan
- Soundscapes management plan
- Virtual visitor experience plan and direction
- Vegetation management plan for Peninsula

The following data would be recommended for full implementation of alternative C:

- Annotated bibliography of the Tule Lake Unit
- Archeological overview and assessment
- Cultural resource data for the Peninsula site
- Exotic weed geodatabase
- Ethnographic overview and assessment
- Hazardous materials survey at Camp Tulelake
- Historic photographs inventory
- Historic resource study
- Historic structure reports
- Inventory of museum collections and collections at other sites
- Natural resources inventory and GIS mapping
- Resource data about historically significant features and lands outside the boundary
- Soundscape and dark night sky baseline inventories

ALTERNATIVES SUMMARY

TABLE 3.7: SUMMARY OF ALTERNATIVES

For more detailed descriptions of actions, see the alternatives descriptions in this chapter.

ALTERNATIVE A: NO-ACTION	ALTERNATIVE B: LIMITED OPERATIONS	ALTERNATIVE C: PREFERRED
OVERALL CONCEPT SUMMARY		
<p>The no-action alternative relies solely on the Tule Lake Unit's base funding. The unit would be closed to the public, except during the summer season at the segregation center's ditch rider house. Access to Camp Tulelake, the Peninsula, and the segregation center's stockade would only be allowed infrequently during scheduled tours led by NPS rangers. Only two ongoing projects would be included: the restoration of the jail and a local interpretation and education program. No other interpretation and education, resource management, historic preservation, and facility improvement projects would occur.</p>	<p>The limited operations alternative proposes limited visitor services, educational and interpretive programming, resource management, facility maintenance and improvements, and staffing. Similar to alternative A, the unit would be closed to the public, except during the summer season at the segregation center's ditch rider house. Access to Camp Tulelake, the Peninsula, and the segregation center's stockade would only be allowed infrequently during scheduled tours led by NPS rangers. Implementation of this alternative would require an increase to the unit's operating budget.</p>	<p>The NPS preferred alternative emphasizes raising national awareness about the Tule Lake Unit's unique incarceration, segregation, and renunciation history and its resources. Historic resources would be protected through stabilization and historic preservation treatments, and year-round visitor experiences would be provided. Interpretive and educational programs would focus on engaging youth, and technology and digital media would be used extensively to introduce Tule Lake to new audiences and tell the unit's stories.</p>
MANAGEMENT STRUCTURE, PARTNERSHIPS, AND AGREEMENTS		
<p>Common to All:</p> <ul style="list-style-type: none"> • Recommend congressional legislation to authorize a name change from the Tule Lake Unit of World War II Valor in the Pacific National Monument to Tule Lake National Historic Site. The name change would administratively separate the Tule Lake National Historic Site from the other eight sites of the World War II Valor in the Pacific National Monument, resulting in a standalone unit. • Work collaboratively with the USFWS to enter into an agreement that allows the NPS to manage and interpret resources at Camp Tulelake and the Peninsula, consistent with the management requirements of the Tule Lake National Wildlife Refuge. • Work collaboratively with Caltrans to ensure the long-term protection of the 2.37-acre parcel within the segregation center site. • Develop an agreement among the USFWS, NPS, and the Newell Water District to allow for continued use of the contemporary water tower and access route on the Peninsula. • Continue agreements with Siskiyou and Modoc counties for law enforcement and emergency medical services, and with Tulelake Multi-County Fire Protection District for fire protection at the segregation center site. • Seek to change proprietary jurisdiction to concurrent jurisdiction for law enforcement. 		
<p>Seek to maintain partnerships with public agencies and nonprofit organizations.</p>	<p>Same as alternative A.</p>	<p>Support a wide range of partnerships at the local, regional, and national scales and with a wide variety of stakeholders, organizations, and institutions.</p>

ALTERNATIVE A: NO-ACTION	ALTERNATIVE B: LIMITED OPERATIONS	ALTERNATIVE C: PREFERRED
SEGREGATION CENTER SITE		
<p>Common to All:</p> <ul style="list-style-type: none"> • Move visitor contact function from the Tulelake-Butte Valley Fairgrounds to the ditch rider house. • Restore jail. 		
<p>Visitor services at the ditch rider house, open during the summer season.</p> <p>All other areas of segregation center site closed, except during weekly tours of the jail during the summer.</p> <p>Provide very limited visitor amenities and services.</p> <p>Historic structures would remain in their existing conditions and closed to the public.</p> <p>Continue to use portions of the blue and silver garages for maintenance functions and collections storage.</p>	<p>Same as alternative A, plus:</p> <p>Stockade: delineate primary features, such as guard towers.</p> <p>Silver garage: minimal stabilization.</p> <p>Warehouse: minimal stabilization.</p>	<p>Open year-round.</p> <p>Provide a wide variety of visitor amenities and services and learning opportunities.</p> <p>Stockade: reestablish fences, delineate stockade structures, reconstruct one guard tower, and reconstruct one barrack for classroom space.</p> <p>Carpenter shop: adaptively reuse as visitor orientation facility.</p> <p>Silver garage: adaptively reuse for administrative, curatorial, and maintenance functions.</p> <p>Warehouse: stabilize.</p> <p>Formalize roads and parking for visitor and NPS access and circulation.</p> <p>Formalize trail for accessibility to jail and stockade.</p>
CAMP TULELAKE		
<p>Open once per week during the summer season.</p> <p>Historic structures would be closed and would only receive preservation treatments on an emergency basis.</p> <p>Maintain waysides and portable toilet.</p>	<p>Same as alternative A, plus:</p> <p>Mess hall: stabilize.</p> <p>Limited accessibility improvements.</p>	<p>Open during the extended summer season.</p> <p>Barracks: rehabilitate north wing for visitor contact and stabilize south wing.</p> <p>Mess hall: stabilize.</p> <p>Shop: stabilize.</p> <p>Delineate and reestablish select Camp Tulelake landscape features.</p> <p>Formalize roads and parking for visitor and NPS access and circulation.</p> <p>Improve visitor amenities and services with waysides and vault toilet.</p>

ALTERNATIVE A: NO-ACTION	ALTERNATIVE B: LIMITED OPERATIONS	ALTERNATIVE C: PREFERRED
PENINSULA		
Common to All:		
<ul style="list-style-type: none"> Manage natural and cultural resources in collaboration with USFWS. 		
<p>Provide access on scheduled ranger-led tours, for special events, and for research during the summer season by special use permit from USFWS.</p> <p>The Peninsula would be closed to public access at all other times.</p>	<p>Same as alternative A, plus:</p> <p>Undertake additional resource data collection and management activities.</p>	<p>Same as alternative B, plus:</p> <p>The frequency of guided tours and routes could change, so that visitors are provided more options to see and experience the Peninsula.</p> <p>Rehabilitate select unmaintained roads and trails on the Peninsula to restore natural conditions.</p> <p>Explore opening additional public access to select areas of the Peninsula along road and trail corridors.</p>
CULTURAL RESOURCES		
VALUES, TRADITIONS, AND PRACTICES OF TRADITIONALLY ASSOCIATED PEOPLES (ALSO REFERRED TO AS ETHNOGRAPHIC RESOURCES)		
<p>Do not develop or maintain an ethnographic resources program.</p>	<p>Maintain the existing limited oral history program.</p> <p>Conduct an ethnographic overview and assessment for the Tule Lake Unit.</p> <p>Formalize a tribal consultation program.</p>	<p>Develop and maintain a formal oral history program.</p> <p>Conduct an ethnographic overview and assessment for the Tule Lake Unit.</p> <p>Formalize a tribal consultation program.</p>
ARCHEOLOGICAL RESOURCES		
<p>Conduct archeological work in response to projects that require compliance.</p>	<p>Conduct an archeological overview and assessment for all three units.</p>	<p>Conduct an archeological overview and assessment for all three units.</p> <p>Provide technical assistance and explore opportunities for offsite archeological study at related sites with the appropriate permissions.</p>
CULTURAL LANDSCAPES		
		<p>Conduct a cultural landscape report for all three sites.</p>
HISTORIC BUILDINGS		
<p>Stabilize historic buildings and structures as funding allows.</p>	<p>Stabilize structures that are at risk of collapse or in poor condition.</p> <p>Conduct historic structure reports for all historic structures.</p>	<p>At a minimum, stabilize all historic structures.</p> <p>Rehabilitate select historic structures, as identified above.</p> <p>Conduct historic structure reports for all historic structures.</p> <p>Structures that do not contribute to the period of significance could be removed.</p>

ALTERNATIVE A: NO-ACTION	ALTERNATIVE B: LIMITED OPERATIONS	ALTERNATIVE C: PREFERRED
COLLECTIONS		
<p>Follow existing interim scope of collections statement.</p> <p>Collections would be maintained at Lava Beds National Monument.</p>	<p>Same as alternative A.</p>	<p>Develop a scope of collections statement and a museum management plan.</p> <p>Install an insulated modular structure in the silver garage for curatorial storage.</p>
NATURAL RESOURCES		
<p>Conduct natural resources work in response to projects that require compliance.</p>	<p>Inventory natural resources on all three sites.</p> <p>Develop a vegetation management plan.</p>	<p>Same as alternative B plus: Monitor, adaptively manage, and protect native wildlife and vegetation.</p> <p>Control or eradicate targeted noxious weed species.</p> <p>Develop a resource stewardship strategy and integrated pest management plan.</p>
STRATEGIES TO ADDRESS CLIMATE CHANGE		
<p>Common to All:</p> <ul style="list-style-type: none"> Follow NPS national guidance for climate change through science, mitigation, adaptation, and communication strategies. 		
INTERPRETATION AND EDUCATION		
<p>Common to All:</p> <ul style="list-style-type: none"> Maintain an active social media presence to reach audiences beyond the local area. Support pilgrimages, community-focused programs, partnership programs, local events and JACS grant projects, as possible. 		
<p>Provide limited interpretive and outreach programs in the local area.</p>	<p>Same as alternative A.</p>	<p>Develop a wide range of learning opportunities both onsite and offsite and in partnership with local, regional, and national stakeholders and organizations.</p> <p>Provide an interactive and immersive experience for visitors through direct access to historic resources, exhibits, audio tours, virtual tours, and walking and driving tours.</p> <p>Use online and digital media to enhance visitor experiences at the site, provide a source of information for researchers, and reach new audiences and those who aren't able to visit the site.</p> <p>Greatly expand educational and outreach programs to local and national audiences.</p>

ALTERNATIVE A: NO-ACTION	ALTERNATIVE B: LIMITED OPERATIONS	ALTERNATIVE C: PREFERRED
BOUNDARIES AND LANDS		
<p>Common to All:</p> <ul style="list-style-type: none"> If necessary, explore minor boundary modifications for lands that share a boundary with the existing Tule Lake Unit. Any minor boundary modification would be undertaken for resource protection, access to existing Tule Lake Unit lands, and/or for operations. Any minor boundary modification would only be considered with the full consent of the neighboring landowner. Modifications could include easement or acquisition and would comply with all federal laws and NPS policies. Congressional legislation would be required for all other modifications. Any boundary modification would be from willing landowners. The NPS recommends that acquisition by condemnation or eminent domain would not be authorized. 		
		<p>Explore collaborative relationships and partnerships with willing landowners, both public and private, within the historic extent and viewshed of the Tule Lake Segregation Center to:</p> <ol style="list-style-type: none"> provide technical assistance and support for historic preservation activities, seek opportunities to provide public interpretation about Tule Lake's history, and address necessary or desired access, operational, and management issues with neighbors. <p>Conduct cadastral survey to define the Unit's boundaries</p>



Tour of historic Tule Lake barracks in private ownership, 1998 Tule Lake Pilgrimage. Photo: Klimek Family Collection, Denshō.

TABLE 3.8: SUMMARY OF COSTS

PROJECT DESCRIPTION: ONE-TIME COSTS	ALT. A: NO-ACTION	ALT. B: LIMITED OPERATIONS	ALT. C: PREFERRED	ALT. C: PREFERRED PHASE 1	ALT. C: PREFERRED PHASE 2	ALT. C: PREFERRED PHASE 3
Resource Management		715,000	999,000	739,000	150,000	110,000
Interpretation and Education	40,000	90,000	1,956,000	636,000	953,000	367,000
Segregation Center	867,000	1,199,000	6,910,000	2,066,000	2,390,000	2,454,000
Camp Tulelake		225,000	1,383,000	380,000	201,000	802,000
Peninsula (NPS share--50%)			92,000			92,000
TOTAL ONE-TIME NPS COSTS	\$907,000	\$2,229,000	\$11,340,000	\$3,821,000	\$3,694,000	\$3,733,000
Additional partner contributions (USFWS)			371,000	187,000		184,000
TOTAL ONE-TIME NPS and USFWS COSTS	\$907,000	\$2,229,000	\$11,711,000	\$4,008,000	\$3,694,000	\$3,917,000
ANNUAL OPERATING COSTS						
Existing Operational Costs	384,000	384,000	384,000			
Additional Staffing Costs		310,000	728,000	530,000	640,000	728,000
Operations and Maintenance Costs	10,000	44,000	48,000			
TOTAL ANNUAL OPERATING COSTS	\$394,000	\$738,000	\$1,160,000			



The GMP team and subject matter experts discuss the blue garage during the alternatives development workshop, 2014. Photo: NPS.

ALTERNATIVES AND ACTIONS DISMISSED FROM FURTHER CONSIDERATION

The Council on Environmental Quality guidelines for implementing the National Environmental Policy Act (NEPA) requires federal agencies to analyze all “reasonable” alternatives that substantially meet the purpose and need for the proposed action. Under NEPA, an alternative may be eliminated from detailed study for the following reasons [40 CFR 1504.14 (a)]:

- “technical or economic infeasibility”: the inability to meet project objectives or resolve need for the project
- duplication of other less environmentally damaging alternatives
- conflicts with an up-to-date valid plan, statement of purpose and significance, or other policy; therefore would require a major change in that plan or policy to implement
- environmental impacts too great

The following alternatives or actions were considered during the alternatives development phase of the project, but were rejected because they met one or more of the above criteria.

Historic Preservation Treatments for All Historic Buildings and Structures

The Tule Lake Unit contains 10 historically significant structures that contribute to the NHL or are eligible for the National Register of Historic Places and four non-contributing structures. The total square foot area of all contributing and non-contributing structures for the segregation center is 18,782 square feet and for Camp Tulelake is 10,827 square feet.

During the development of alternatives, the NPS considered a range of potential uses, historic preservation treatments, and facility upgrades for the unit’s 10 historically significant structures and four other structures. Potential uses included visitor facilities,

administrative offices, maintenance facilities, curatorial and maintenance storage, research facilities, and educational/multi-purpose spaces. Adaptive re-use of specific buildings was cost estimated and facility models were run to determine the necessary square footage of space necessary for NPS operations. For example, adaptive re-use of the blue garage for additional administrative offices and a maintenance facility was evaluated; the cost estimate for adaptive re-use of the blue garage was \$2.6 million. The facility models for the unit determined the existing square footage space far exceeds the unit’s operational needs projected for the lifetime of this GMP. The high cost of preservation and facility treatments would also result in additional operations and maintenance costs, which together could not be justified. Therefore, it was determined that several historic structures would only be maintained in a stable condition for their value as contributing historic features until a future function is identified. Some of these buildings could serve as storage if needed. These buildings include the blue garage and warehouse at the segregation center site and the mess hall, a portion of the barracks, and shop at Camp Tulelake. Non-contributing structures could be maintained or treated to serve the park unit’s operational needs, or they could be removed.

Newell Elementary School

The Newell Elementary School building is owned by the Tulelake Multi-County Fire Protection District and is located adjacent to the segregation center site. During the planning process, the Newell School was analyzed for its potential use as a multi-purpose facility that could serve as a visitor contact facility with an auditorium, classrooms, administrative offices, maintenance facility, and storage. Its fair condition, proximity to the segregation center, and availability for leasing and use made it a viable alternative to consider. The cost estimate for adaptive re-use of the facility to serve NPS functions was approximately \$4.9 million. The Newell School was rejected from further consideration because the NPS determined that the priority for NPS funding should be directed to the treatment of contributing historic structures

and facilities within the unit and that the unit's visitor and operational activities should occur onsite.

USER CAPACITY

General management plans are required to identify and contain strategies for addressing user capacity for all areas in the unit. The NPS defines user capacity as the type and level of use that can be accommodated while sustaining the quality of resources and visitor opportunities consistent with the purpose of a national park unit. It is not a set of numbers or limits, but rather a process of adaptive management that includes establishing desired conditions, monitoring impacts, evaluating the impacts against standards, and taking actions to ensure park values are protected. The premise behind this process is that with visitor use of park lands there would be a level of impact to natural or cultural resources, or to visitor opportunities. The NPS would determine what level of impact is acceptable and what actions are needed to keep impacts within acceptable limits. Instead of solely tracking and controlling visitation, the NPS manages the levels, types, and patterns of visitor use and other public uses in a fashion that preserves the condition of the resources and the quality of the visitor experience. The monitoring component of the user capacity process keeps management in touch with the changing conditions in the park, and provides the basis for corrective actions.

User capacity depends upon a variety of factors including facility space, physical and logistical constraints, resource resilience, and desired conditions for resources and visitor experiences. In managing for user capacity, a variety of management tools and strategies could be employed, including regulating the number of people entering specific areas (such as the jail or Peninsula) and managing the levels, types, behaviors, and patterns of visitor use in order to protect the condition of the resources and quality of the visitor experience. The ever-changing nature of visitor use requires a deliberate and adaptive approach to user capacity management involving monitoring, evaluation, actions (managing

visitor use), and adjustments to ensure a unit's values are protected.

The foundations for making user capacity decisions in this GMP are the purpose, significance, special mandates, and actions associated with the unit. The purpose, significance, and special mandates define why the unit was established and identify the most important resources, values, and visitor opportunities that would be protected and provided. The actions in each alternative describe the desired resource conditions and visitor experiences, including appropriate types of activities for different locations throughout the unit. As part of the NPS's commitment to implement user capacity, the park staff would abide by these directives for guiding the types and levels of visitor use that would be accommodated while sustaining the quality of park resources and visitor experiences consistent with the purposes of the unit.

The user capacity decision-making process can be summarized by the following major planning and management steps:

1. Establish desired conditions for resources, visitor experiences, and types/levels of development.
2. Identify indicators and standards to measure success at achieving desired conditions.
3. Monitor existing conditions in relation to indicators and standards.
4. Take management action to maintain or restore desired conditions.

This plan addresses user capacity in the following ways:

- Management guidance based upon desired resource conditions, desired visitor experiences, desired levels of development, and desired land uses has been established for all areas within the unit.

- This plan identifies potential indicators that could be monitored to determine if there are unacceptable impacts to cultural and natural resources and the quality of visitor experiences.
- An indicator is a measurable variable that can be used to track changes caused by human activity in the conditions of natural and cultural resources. Tracking these indicators enables measuring the difference between actual conditions and desired conditions.
- When the unit selects an indicator to monitor, a corresponding standard would be identified. A standard is the minimum acceptable condition for an indicator.
- The plan also suggests a general range of actions that may be taken to avoid or minimize unacceptable impacts.

Currently, public use of the unit is focused on a few sites and special events. The overall use levels are relatively low and the diversity of experiences is limited to ranger-led tours

of the segregation center site, Camp Tulelake, and the Peninsula and related special events, such as the Tule Lake Pilgrimage. As the unit continues to develop, however, the amount of public use will increase. In addition, the location of public use would likely be more dispersed throughout the unit in relation to an increasing number of visitor focal areas, facilities, and trails. The NPS intends to manage, coordinate, and expand visitor opportunities, including interpretation of the unit's important stories. There is a hope and expectation that visitation would increase and the unit would become well-known in the local and regional areas and within the national park system. With the potential for increasing and changing public use, the following summary identifies some scenarios that may occur as conditions change, challenging the ability of the NPS to protect the values for which the unit was established.

As the unit's visitation increases, existing and future facilities that support public use could experience unintentional resource damage, visitor crowding, and potential disturbance to



Hanging origami cranes at the memorial ceremony model, Tule Lake Pilgrimage, 2016. Photo: NPS.

private property. In particular, the increasing presence of tour bus activity that is not regulated or pre-arranged could in the future overcrowd sites and create visitor conflicts. Further, the increasing use of rural roads for visitor access may at some point conflict with ongoing agricultural activities.

While the effects of increased use—including overcrowded facilities and degrading visitor experiences—are not considered potential threats at this time, they could become so in the future once additional visitor facilities and sites are open to the public. If visitors cannot gain access to an important vantage point or read an interpretive panel due to high volumes and density of use, visitor frustration may occur, along with a lost opportunity for understanding the unit's important stories. Further, visiting historic structures with long wait times may impact the visitor experience, resulting in frustration and visitors not being able to experience key resources.

Historic landscapes, resources, and structures are types of resources that can be interpreted to the visiting public. These resources are particularly sensitive to public use and are nonrenewable, so care must be taken in planning and managing use in these areas. In general, impacts from theft and vandalism may affect all classes of cultural resources in the unit.

Informal trail activity, where visitors leave designated trails, may also be an issue in the future. Informal trails cause vegetation damage, soil erosion, and wildlife disturbance. This practice is of particular concern on the Peninsula, where informal trails may lead people to be in direct contact (intentionally or unintentionally) with sensitive cultural and natural resources, such as raptor nesting habitat. When access occurs in non-designated areas in close or direct contact with sensitive resources, a variety of impacts such as trampling damage, erosion, site disturbance, exposure of sensitive materials, and illegal collection may occur. The unit's above- and below-surface archeological resources and wildlife are particularly sensitive to these types of impacts.

Special events that cover large areas with intense levels of visitation may also cause undesirable changes in the condition of resources over time. Similar to the impacts associated with informal trail activity, this type of use may cause trampling damage, erosion, site disturbance, and exposure of sensitive archeological materials. Further, it is challenging to supervise a large number of visitors on site at one time, which may lead to intentional or unintentional incidences of site damage, vandalism, and theft.

The historic structures in the unit are also vulnerable to visitor impacts. The current system of guided tours through the jail should continue, allowing for direct supervision of public use, as well as providing a greater understanding of the site's important stories. At the jail, the current ratio of guide to visitors is approximately one to 10. This ratio allows rangers to monitor visitors in order to protect the sensitive World War II-era inscriptions and provide high-quality visitor experiences. The jail's visitor cap is set at 10 people at one time and up to 20 in approved situations.

At Camp Tulelake, the visitor cap is currently 10 people per guided tour of the barracks, when the barracks is available to public access. However, access to Camp Tulelake site would change in the preferred alternative, as visitors would be allowed to follow self-guided tours to walk around the site on their own.

Access to the Peninsula is limited to 15 people on guided tours to the North Crater guard tower foundation, and seven people to the cross, though the existing permit with FWS is set at 50.

The unit's interim visitor caps at the segregation center jail, Camp Tulelake barracks, and Peninsula would be re-evaluated as site operations, the amount of visitation, and resource conditions change with implementation of the plan.

Natural resources may also be affected by public use. In particular, the unit contains sensitive raptor nesting habitat that may be affected by trampling and site disturbance, so it is important that trails, interpretive

points, and special events are sited away from these resources.

Based on some of the most pressing existing or potential use concerns in the unit, table 3.9 outlines possible resource and visitor experience indicators that may be monitored to assess those impacts. The applicability of each indicator to specific areas is also identified. In addition, a general range of potential management actions is identified for each indicator, but this list may not be inclusive of all management actions that may be considered in the future. Further, some management actions

may not be appropriate in all areas of the Tule Lake Unit. It is important to note that the indicators and management actions in table 3.9 apply to the lands within the Tule Lake Unit. The NPS would encourage local landowners with resources related to the Tule Lake Unit to consider similar actions if necessary to protect resources. The final selection of indicators and standards for monitoring purposes or the implementation of any management actions that affect use would comply with the National Environmental Policy Act, the National Historic Preservation Act, and other laws, regulations and policy, as needed.

TABLE 3.9: USER CAPACITY INDICATORS

INDICATOR NUMBER	AREA(S)	INDICATOR	MANAGEMENT ACTIONS THAT MAY BE CONSIDERED
1	Peninsula Camp Tulelake Segregation Center	Informal trails or areas of trampling disturbance, especially in close proximity to sensitive natural and cultural resources	<ul style="list-style-type: none"> • Policy on restricting off-trail travel • Information on the regulation of off-trail activity and the importance of staying on trails to protect resources • Site management to better define appropriate use areas • Signage to better define appropriate use areas or areas that are off-limits to use • Increased enforcement, area closures, redirection of use to alternate areas, site rehabilitation, reduction of use levels • Additional plant and wildlife population monitoring
2	Peninsula Camp Tulelake Segregation Center	Condition of archeological and ethnographic sites identified in the Archeological Sites Management and Information System and historic structures identified in the List of Classified Structures	<ul style="list-style-type: none"> • Increased information on the sensitivity and value of the unit's cultural resources and on the no-collection policy • Increased park staff and volunteer patrols in target areas • Institution of a volunteer watch program during high-use times or events • Direction of use away from sensitive cultural resource areas • Closure of areas with sensitive cultural resources

INDICATOR NUMBER	AREA(S)	INDICATOR	MANAGEMENT ACTIONS THAT MAY BE CONSIDERED
3	Peninsula Segregation Center	Incidences of disruption to private property owners or adjacent public lands (e.g., parking on non-NPS-managed lands, knocking on doors)	<ul style="list-style-type: none"> • Education on minimizing disturbance to private property owners • Signage of private property • Site management to better define appropriate use areas • Formal guide program • Increased enforcement • Area closures • Redirection of use to alternate areas • Reduction in use levels
4	Peninsula Camp Tulelake Segregation Center	Number of people at one time (crowding) at important interpretive historic and interpretive sites and vantage points	<ul style="list-style-type: none"> • Advance planning information on encouraging visitation to lesser-used areas or off-peak times • Real-time information about parking availability • Closure of areas when full and active • Redistribution of use to other sites • Permanent re-routing of access points to better distribute use • Reduction of use levels
5	Camp Tulelake Segregation Center	Wait times to talk with staff at visitor facilities	<ul style="list-style-type: none"> • Advanced planning information on encouraging visitation to lesser-used areas or off-peak times • Real-time information about wait times • New opportunities onsite to mitigate wait times • Closure of areas when full • Active redistribution of use to other sites, reservation system (may include timed entry)



Memorial model with cranes, Tule Lake Pilgrimage, 2012. Photo: NPS.

SECTION 106 SUMMARY

Section 106 of the National Historic Preservation Act (54 U.S.C. 470 300101 et seq.) requires 1) that federal agencies consider the effect of their projects on historic properties eligible for the National Register of Historic Places, and 2) that agencies give the Advisory Council on Historic Preservation (ACHP) and the State Historic Preservation Office an opportunity to comment on projects. As required by Section 110 of the National Historic Preservation Act, federal land management agencies survey cultural resources on lands under their jurisdiction and evaluate these resources by applying criteria for the National Register of Historic Places. A number of surveys, inventories, and studies have been completed or are ongoing, and further resource evaluation and documentation will continue for the Tule Lake Unit.

For this GMP, the NPS is using the process and documentation required for the preparation of an environmental assessment to comply with Section 106 of the National Historic Preservation Act in lieu of the procedures set forth in 36 CFR § 800.3 through 800.6. (36 CFR § 800.3 (3)).

The NPS initiated Section 106 consultation with the State of California Historic Preservation Office (SHPO), ACHP, and consulting parties in June 2013 during the public scoping period for this GMP/EA.

For the purposes of Section 106, the entire Tule Lake Unit has been determined as the area of potential effect, including the entirety of the Tule Lake Segregation Center National Historic Landmark (NHL), as well as the entirety of the land within the boundaries of the monument at both the Peninsula area

and the Camp Tulelake site. The NPS has identified historic properties within the area of potential effect that may be affected by the proposed undertaking. The NPS is engaged in the consultation process with the SHPO, tribes, and associated groups and individuals related to the effects of undertakings on historic properties.

Undertakings that have the potential to effect resources eligible for or listed in the National Register of Historic Places such as preservation work on archeological sites, historic structures, and cultural landscape features will meet all procedural requirements specified in 36 CFR § 800.

In the interim, no federal undertakings will occur on historic properties eligible for or listed in the National Register of Historic Places without consultation with the SHPO and ACHP, as appropriate.

Copies of this GMP/EA have been distributed to the state of California SHPO, ACHP, tribes, and interested parties for review and comment related to compliance with Section 106 of the National Historic Preservation Act.

The preliminary determination of effect to historic properties for the preferred alternative is “no adverse effect.” This GMP is a programmatic level guidance document, and subsequent Section 106 reviews will be necessary to implement site-specific actions and mitigations in the preferred alternative to ensure consistency with the *Secretary of the Interior’s Standards for the Treatment of Historic Properties* as stated in 36 CFR § 800.5 (3)(b). A final determination of effect to historic properties for this GMP for the purposes of Section 106 will be included in the Finding of No Significant Impact (FONSI).

SUMMARY OF IMPACTS

TABLE 3.10: SUMMARY OF IMPACTS

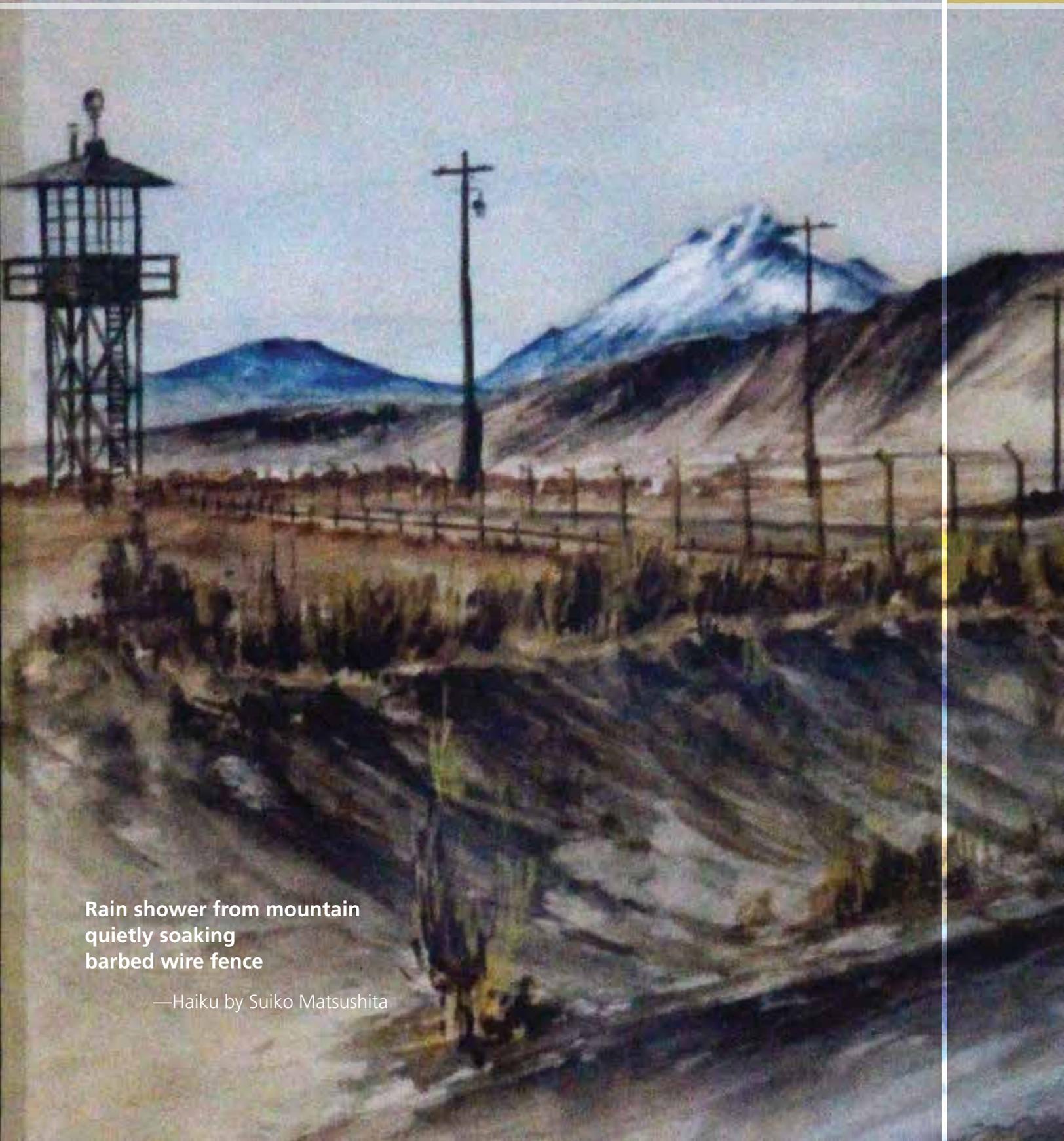
ALTERNATIVE A: NO-ACTION	ALTERNATIVE B: LIMITED OPERATIONS	ALTERNATIVE C: PREFERRED
ARCHEOLOGICAL RESOURCES		
Direct adverse impacts (ground disturbance) and beneficial impacts (visitor restrictions).	Similar to alternative A, with slightly increased beneficial impacts due to better documentation.	Some direct adverse impacts (ground disturbance). Greater beneficial impacts due to onsite cultural resource program and more complete documentation.
HISTORIC STRUCTURES AND CULTURAL LANDSCAPES		
Adverse impacts resulting from minimal maintenance and treatment, lack of NPS presence, and risk of fire or vandalism. Could include potential loss of contributing historic structures. Some beneficial impacts through continued protection and stabilization, as funding allows.	Similar to alternative A, with slightly increased beneficial impacts due to better documentation.	Greatest beneficial impacts through enhanced protection and stabilization, adaptive reuse of historic structures, enhancement of cultural landscapes, and greater onsite NPS cultural resource management.
VALUES, TRADITIONS, AND PRACTICES OF TRADITIONALLY ASSOCIATED PEOPLES		
The unit's ability to cultivate relationships with traditionally associated peoples and their descendants would remain limited, thereby risking the loss of knowledge of their oral and practised traditions.	Similar to alternative A, with slightly increased beneficial impacts due to better documentation.	The unit would be better able to curate oral histories, research and document important resources, and broaden associated interpretive and outreach efforts.
MUSEUM COLLECTIONS		
Without adherence to desired storage standards and with little onsite storage, some adverse effects on collections and access to those collections would occur. Items in the collections would also be at greater risk to vandalism and fire than under the other alternatives.	Similar to alternative A, with slightly increased beneficial impacts due to better documentation and formalization of procedures.	The very stable relative humidity and temperature conditions of an insulated modular structure would better protect fragile museum collections. With onsite expertise and storage, the NPS would also be able to better scan, document, and display items.
GEOLOGIC AND SOIL RESOURCES		
No impacts to geologic resources and some potential short-term impacts to soils due to stabilization activities.	Similar to alternative A, with increased beneficial impacts due to increased staff capacity.	Potential short-term direct impacts to soils and geologic resources due to ground disturbance and visitor use. Greater beneficial effects due to increased staff capacity and active resource management.
BIOLOGICAL RESOURCES		
Some long-term adverse impacts would occur due to the absence of sufficient staff to quickly respond to disturbances and other resource concerns.	Similar to alternative A.	Some short-term adverse impacts due to maintenance activities and increased visitor use. Greater beneficial impacts due to increased NPS presence and active resource management.

ALTERNATIVE A: NO-ACTION	ALTERNATIVE B: LIMITED OPERATIONS	ALTERNATIVE C: PREFERRED
VISITOR USE AND EXPERIENCE		
<p>Limited, long-term beneficial impacts on visitor experience and understanding through continued tours. Some continued adverse impacts to visitor access and recreation would result from the lack of opportunities for visitors to experience most portions of the unit.</p>	<p>Similar to alternative A, with increased beneficial impacts due to greater staff capacity to provide visitor experiences.</p>	<p>Greatest long-term beneficial impacts on visitor experience and understanding through new, expanded, and continuing interpretation, education, and visitor access.</p>
UNIT OPERATIONS		
<p>Staffing levels throughout the unit would continue to be inadequate to meet public demands for increased interpretation and education as well as meeting other resource management and operational objectives of the unit.</p>	<p>Greater operational capacity than alternative A.</p>	<p>Administrative, maintenance, and other operational capacity would be greatly enhanced at the unit.</p>
SOCIOECONOMICS		
<p>Very slight impacts, adverse or beneficial.</p>	<p>Similar to alternative A.</p>	<p>Greatly increased travel and NPS spending in the community.</p>



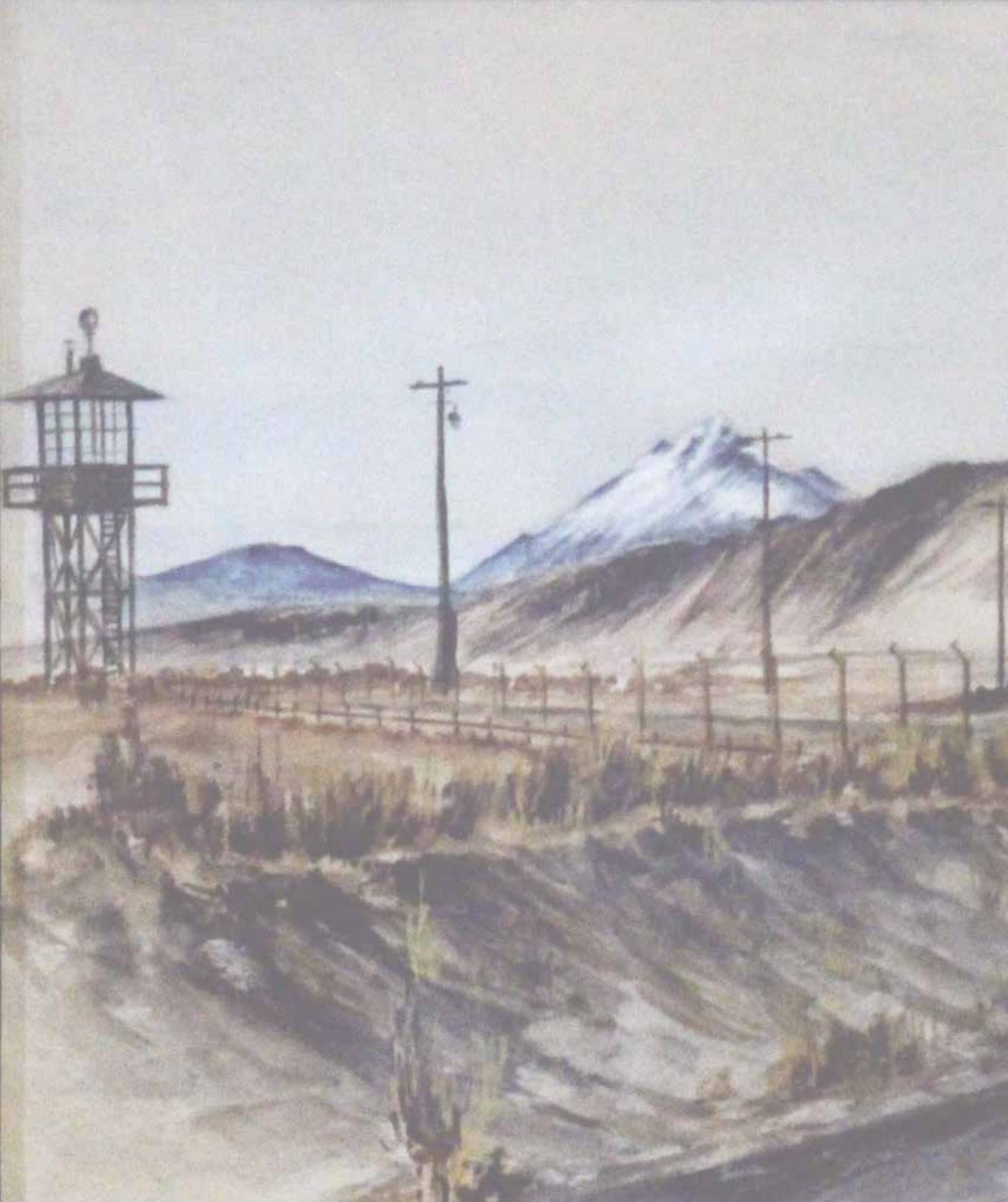
The cross on the Peninsula, 2014 Tule Lake Pilgrimage. Photo: NPS.

AFFECTED ENVIRONMENT



Rain shower from mountain
quietly soaking
barbed wire fence

—Haiku by Suiko Matsushita



Painting of the Tule Lake Segregation Center by George Tamura, c. 1943–45. Image: courtesy of Gerda Tamura, Tule Lake Unit, NPS.

CHAPTER 4: AFFECTED ENVIRONMENT

The purpose of this chapter is to describe the physical, cultural, natural, and social environments of the Tule Lake Unit that could be affected by implementing any of the alternatives described in the preceding chapter. This chapter contains detailed background information relevant to unit managers and a broader audience.

LOCATION AND SETTING

See chapter 1 for a description of the Tule Lake Unit's location, access, and setting.

CULTURAL ENVIRONMENT

The Tule Lake Unit contains numerous significant cultural resources, including archeological sites, rock art, ethnographic sites, historic buildings and structures, cultural landscapes, oral histories, and objects. Archeological resources can be considered "ruins," and may include below-surface features, building foundations, and piles of concrete. Ethnographic sites are places of cultural significance for associated people. Historic buildings and structures are limited to standing structures. The cultural landscape includes all historic features within an area, the area's organization, and the surrounding context and viewsheds. Cultural landscape features can also include vegetation and small-scale features, such as fences and ditches.

The Tule Lake Segregation Center site is contained within the boundaries of the Tule Lake Segregation Center National Historic Landmark (NHL). The Tule Lake Segregation Center NHL is nationally significant under Criterion 1: properties that are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent the broad national patterns of U.S. history and from which an understanding and appreciation of those patterns may be gained; and Criterion 4: as an outstanding example of a World War II U.S. Army military police encampment. The

Tule Lake Unit exhibits integrity of location, setting, association, materials, feeling, design, and workmanship. In addition to the NHL, the Tule Lake Segregation Center is also listed as a California historical landmark (No. 850-2).

Tule Lake is also distinctive among the WRA centers for its extant structures. Over 50 buildings remain at their original locations within the segregation center's original boundaries, and numerous period buildings still stand in the vicinity, where they were moved after the war (see Figure 4: Historic Segregation Center Features and Existing Conditions).

The Camp Tulelake portion of the unit is located along Hill Road, west of the segregation center site. Camp Tulelake was constructed between 1935 and 1938 to house Civilian Conservation Corps (CCC) enrollees. It is the only remaining CCC camp of several that once existed in the Klamath River Basin, and it is one of the few extant camps in the state. As discussed in chapter 1, Camp Tulelake is significant because it detained Nikkei from Tule Lake who protested and refused to answer the loyalty questionnaire. Camp Tulelake was also used to house Nikkei farmworkers from other WRA camps and German and Italian prisoners of war.

Historical Overview

While there is little documented prehistoric information available for the Tule Lake Unit, nearby Lava Beds National Monument and surrounding areas have extensive documentation of prehistoric resources.

The Klamath and Tule Lake basins demonstrate evidence of over 11,500 years of human occupation. Archeological site types documented in the basins include domestic, trade, subsistence, processing, funerary, religious, and defense sites. These cultural resources are significant under a number of National Register of Historic Places (NRHP) themes and for their potential to yield information important to a range

of prehistoric, ethnohistoric, and historic research domains (NPS 2011).

The following information is largely summarized from NPS 2011, Hensher et al. 2007, NPS 2005, and Deur 2008, and is based on data gathered prior to 1910 from the surviving elders' memory culture as well as early settler accounts. Detailed ethnographic descriptions can be found in Barrett (1910), Kroeber (1925), Powers (1976), Ray (1963), and Spier (1930).

The Tule Lake Basin encompasses lands long inhabited and used by American Indians. The Modoc people retain strong spiritual ties to these lands and continue to visit the area (NPS 2011). Most ethnographers generally agree that the Modoc nuclear territory consists of the Lower Klamath, Clear, and Tule Lake basins in addition to the headwaters of Lost

River and stretches of Sprague River (Hensher et al. 2007) and thereby contains the lands of all three of the unit's parcels.

The Modoc, who referred to themselves as Maklak (people), lived in villages clustered around Tule and Lower Klamath lakes and along Lost River (NPS 2005: 25). The Maklak were heavily reliant on aquatic resources for subsistence, including fish, waterfowl, and aquatic plants, in addition to the roots and grasses of the sagebrush shrub and open grasslands adjacent to the marshes. This group was closely related to the Klamath, who along with the Modoc were part of the Lutuamian linguistic family, whose similar dialects indicate a common heritage (NPS 2005: 27; Deur 2008: 157–83). In an area so devoid of precipitation, it was Tule Lake that provided the water necessary for large, permanent settlement (Deur 2008: 157).

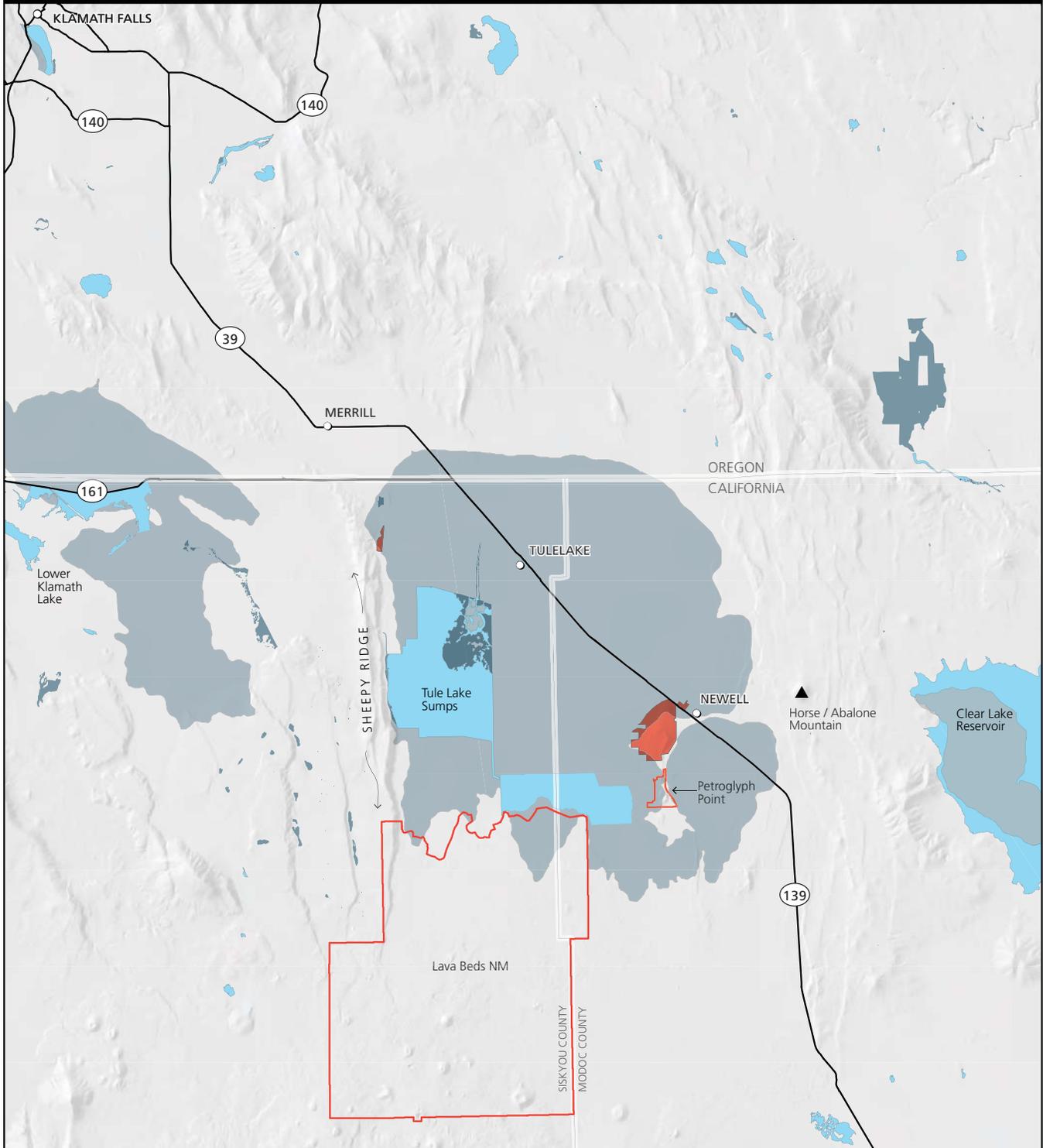


Several levels of petroglyphs at Petroglyph Point (part of Lava Beds National Monument) reflect the rise and fall of lake water over time, as indigenous artists paddled out to carve these images. Photo: NPS.

Figure 12: Hydrological and Physiographic Context

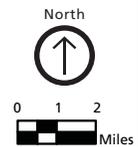
Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA

National Park Service
U.S. Department of the Interior



- Tule Lake Unit
- Lake Extents–1880s
- Lava Beds NM
- Current Wetlands
- Current Lakes and Ponds

Produced by: NPS-PWR GIS and Planning
Date created: May 2016
Data sources:
NPS-Park boundaries, historic lake extents, shaded relief
USGS-Current hydrology
ESRI-Cities, highways, state and county lines



European settlement moved westward into the Klamath River Basin beginning in the 1820s, with fur trading companies and later travelers passing through and sometimes settling in the region (NPS 2005: 33). Attacks from both parties led to mutual suspicion and hostility between the native populations and Euro-American explorers and settlers. The wave of newcomers would increase after 1846, when a trail called the Applegate Cutoff was created along the north shore of Tule Lake, leading to Redding and the Sacramento Valley (NPS 2005: 34). As their numbers increased, Euro-American settlers began to demand that the Modoc be removed from their homes and placed on the Klamath Reservation with the Klamath and Yahooskin tribes. The Modoc and the Klamath were historic enemies, and some Modoc, led by Kientpoos (known to the settlers as Captain Jack), began to demand their own reservation near Lost River.

Conflicts between cultures escalated, culminating in the Modoc Indian War of 1872–73, which was centered primarily in present-day Lava Beds National Monument and adjacent areas. During the war, a small band

of Modoc Indians led by Kientpoos were able to hold off an army 20 times their strength, because of their detailed knowledge and use of natural fortifications formed by the lava flows just south of Tule Lake (NPS 2011). Despite overcoming incredible odds, the Modoc were eventually defeated by a force of almost 1,000 U.S. Army soldiers. Modoc survivors of the war were exiled to the Quapaw Reservation in Oklahoma, where they were held prisoner. In 1909, the Modoc of Oklahoma were allowed to return to the Klamath Reservation if they wished, joining descendants of tribal members who had remained in Oregon.

The forced removal of the Modoc opened the region to further settlement and the raising of livestock and crops. The region is extremely arid, however, and most forms of agriculture were impossible without irrigation. In 1905, the states of California and Oregon ceded to the United States the lands under Lower Klamath and Tule lakes to create new irrigated farmland. The Klamath Reclamation Project—one of the earliest major projects undertaken by the Federal Reclamation Service—authorized the Klamath Reclamation



[Left to right] **1.** Modoc women photographed by the War Department during the Modoc War. Photo: Eadweard Muybridge, NARA. **2.** U.S. Army encampment on the shore of Tule Lake during the Modoc War (1872–73), which resulted in the displacement of Modoc survivors to Oklahoma. Photo: NARA.

District to drain the lakes, expose arable land, and divert lake water to irrigate fields (NPS 2005: 37). The first homestead entries were announced in 1908. The draining of Tule Lake began in 1920. Additional acres were allotted in 1922 and 1927, with the final group of allotments made in the 1940s. Small farms associated with the newly drained Tule Lake proliferated. Early settlers experimented with various crops, eventually focusing on potatoes, and in later years horseradish, cereal grains, hay, and other seeds (NPS 2005, USFWS 2001).

In 1928, 11,000 acres of the Tule Lake Basin were designated a national wildlife refuge. The refuge was to serve, in the words of President Calvin Coolidge, as “a preserve and breeding ground for wild birds and animals” (USFWS 2016). The Tule Lake National Wildlife Refuge encompassed a mosaic of open water and agricultural fields, which persist today.

During the Great Depression, a Civilian Conservation Corps (CCC) camp was constructed in the refuge to house workers employed by the program. Part of President

Franklin D. Roosevelt’s New Deal, the CCC was created to alleviate unemployment through a work program for young men. Enrollees were hired to execute an ambitious suite of conservation projects on public lands, including national and state parks, national and state forests, wildlife refuges, and agricultural areas. Built between 1935 and 1938, Camp Tulelake was one of 30 CCC camps in the Klamath River Basin. For seven years, the camp’s residents helped to improve farmland and wildlife habitat through vegetation restoration, reclamation and flood control, construction of new infrastructure, and wildlife rehabilitation. The camp closed in the summer of 1942, when the CCC program was dismantled. Some of the buildings were left in place and used by the U.S. Fish and Wildlife Service to support management activities in the refuge (NPS 2015).

In spring of the same year, the Tule Lake Basin was selected as the location for one of 10 War Relocation Authority (WRA) “centers” established in the United States. This followed President Roosevelt’s February 19 signing of Executive Order 9066. When it



[Left to right] **1.** Tulelake’s Main Street, as photographed by Dorothea Lange in August 1939. Photo: Library of Congress. **2.** A worker awaits the opening of the Klamath Basin potato harvest, Tulelake, 1939. Photo: Dorothea Lange, Library of Congress.



Future site of the Tule Lake WRA center, April 1942. Photo: Clem Albers, NARA.

was created, the Tule Lake War Relocation Authority Center encompassed 6,110 acres of existing reclamation project lands. Establishing the WRA center at Tule Lake met several WRA criteria, including isolation, agricultural potential, federal ownership (BOR), and proximity to a railroad line. It was also expected that labor provided by the incarcerated could advance the reclamation project (NPS 2006b). Construction began in April 1942, and the first group of 447 incarcerated Japanese Americans arrived in May. By July 25, the WRA camp newspaper reported the camp population at almost 15,000 (Brown 2011).

As with all the WRA centers, Tule Lake was designed to be a self-contained community, complete with hospital, post office, school, warehouses, offices, factories, and residential areas, all surrounded by barbed wire and guard towers. Because the centers were supposed to be as self-sufficient as possible, the residential core was surrounded by a large buffer zone that also served as farmland. The military police had a separate living area to reduce fraternization. Living quarters for civilian employees were also available at the

segregation center, but these were usually supplemented by whatever housing was available in the nearby towns (NPS 2006b).

The original layout of Tule Lake followed the WRA's general design. The segregation center road grid was aligned with the highway, at about 50 degrees from true north. The administration area was adjacent to the Central Pacific Railroad and SR 139. The military police compound (designated Block 1), the administration area and hospital (Block 2), and the warehouse and industrial areas (Block 3) stretched from west to east, respectively, along the north side of the highway.

The segregation center entrance originally led directly from the highway into the administration area. The residential blocks were located on the northeast side of the central residential area, away from the highway. This section was separated from the rest of the developed central area by a 400-foot-wide firebreak (NPS 2006b). Only six guard towers originally stood around the perimeter of the Tule Lake WRA Center. One more guard tower shown on WRA blueprints was likely a CCC-built fire lookout; it was located on the



1. [Top left] View of barracks looking east down the main fire break, January 1943. Photo: Francis Stewart. **2.** [Top right] Barracks transformed into a temporary high school, November 1942. **3.** [Bottom] View of camp perimeter with a guard tower and the Peninsula in the background. All photos: NARA.



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1. The barber shop within Tule Lake, c. 1942–43. Photo: Library of Congress.
2. Incarcerees voting, November 2, 1942. Photo: Francis Stewart, NARA.

[Opposite: top to bottom]

1. Newsreel and newspaper cameramen photograph the potato planting in one of the farm areas, May 1943. Photo: Francis Stewart, NARA.
2. Busload of incarcerated leaving Tule Lake, January 1946. Photo: Jack Iwata, NARA.
3. Homesteader and a section of the Tule Lake barrack that will be used for her home, May 1947. Photo: J. E. Fluharty, courtesy of the Klamath Waters Digital Library, Oregon Tech, Klamath Falls, Oregon.



Peninsula overlooking Farm Area 1 and the central area. Subsequent to a controversial questionnaire issued to incarcerated in 1943, Tule Lake was converted to the only segregation center of all of the incarceration camps. After conversion, the physical features of the site changed with the construction of 22 additional guard towers, additional fences, the jail, and additional barracks. See the Historical Background section in chapter 1 for more information about the history of the Tule Lake Segregation Center.

On March 20, 1946, the camp officially closed. Barracks and other buildings were sold or given to local homesteaders, many of whom were World War II veterans. The structures were used for housing and other farm buildings. In August 1946, notice was issued of the availability of 86 farm units for homesteading, and an additional 86 units were opened in August 1948. Units were distributed to homesteaders through a lottery. These units were established on lands adjacent to the former segregation center but may have included portions of the former farm areas. Post-WWII scarcity resulted in high demand for the buildings, equipment, and fixtures. Homesteaders, in addition to schools, churches, clubs, and government agencies submitted applications for this material, and buildings and equipment soon spread throughout northern California and southern Oregon. Historic structures that remain on site today are located in the town of Newell.

The arrival of homesteaders and the removal of historic structures altered the landscape within the boundaries of the former segregation center. Additional changes occurred in the 1950s, when a local airport was established in one of the camp's fire breaks for the use of crop dusting planes. Later, the large warehouses in the former industrial area were converted to support private agricultural use. The former military police compound was purchased in 1963 and transformed into the Flying Goose Lodges residential subdivision, further transforming the original developed area of the segregation center (NPS 2006b).



Contemporary Tribal Connections

The Modoc people retain strong spiritual ties to the lands in the Tule Lake Unit and continue to visit the area. Descendants of the Modoc are now members of the multicultural, federally recognized Klamath Tribes of Oregon and the Modoc Tribe of Oklahoma. The unit staff maintains regular contact with Modoc interests through both tribes.

In 1954, with the Klamath Termination Act (Public Law 587), Congress terminated federal recognition of the Klamath Tribes, ending supplemental human services and taking away their reservation land base of 1.8 million acres. In 1986, they were successful in regaining restoration of federal recognition, although their land base was not returned.

The Modoc Tribe of Oklahoma has approximately 300 members (personal communication with Blake Follis, April 2016 consultation). Currently, the Klamath Tribes have approximately 3,700 enrolled members (Oregon Blue Book 2014).

Contemporary Local Community

The community in and around Newell, California is predominantly rural and agricultural, established on a mix of federal and private land. Many of the current residents were once homesteaders, are descendants of local homesteaders, or are former and current migrant workers who have made the area their home. Several homesteading lotteries occurred in the area in the first half of the 20th century. While the early lotteries were most popular among nearby residents, later ones drew interested applicants from all over the United States. Many of those selected in these lotteries were veterans of World War I or World War II.

Agriculture remains the predominant economic activity in the area: the most commonly grown crops are potatoes, onions, horseradish, alfalfa, mint, and cereal grains. In addition to agriculture, the region's wide array of public lands support diverse and year-round outdoor recreation opportunities. Recreational activities include hunting, fishing, camping, birding, and hiking, and they attract

hunters, birders, and outdoor enthusiasts to the area annually.

Prominent local organizations and businesses include the Tulelake Rotary Club, Tulelake Multi-County Fire Protection District, Macy's Flying Service, Newell Potato Cooperative, Tulelake Area Service Club, Tulelake Growers Association, Tulelake/Newell Family Resource Center (The Honker), Friends of the Fair, Tulelake Senior Center, Tulelake Boosters, the Tulelake Elementary School Parent Partner Association, and the Tulelake Future Farmers of America.

The Tulelake Basin Joint Unified School District serves the towns of Newell and Tulelake and the surrounding communities. About 450 students are enrolled in the three district schools: Tulelake Elementary, Tulelake High School, and Tulelake Continuation High School. There are a handful of religious organizations in Newell and Tulelake, including Baptist, Catholic, and Presbyterian churches, with many more options available in Merrill, Oregon, and Klamath Falls, Oregon.

The local community hosts and participates in several annual events including the Tulelake-Butte Valley Fair, Veteran's Day Service, Junior Livestock Show, Dressage Show, Merrill Potato Festival, and Malin 4th of July Car Show. The Tulelake-Butte Valley Fair, one of the largest fairs in the region, is held each year in September. Drawing thousands of visitors from surrounding counties and states, the fair features livestock shows, live music, vendors, and a carnival. For almost two decades, rangers from Lava Beds National Monument, and more recently the Tule Lake Unit, have hosted booths at the event with activities for children and information about the two sites.

Contemporary Japanese Americans

For the purposes of this plan, statistical and demographic information about Japanese Americans is provided along with limited descriptions of contemporary Japanese American communities. It must be noted that the following demographic information does not describe Japanese American history,

differentiate among individuals and their personal backgrounds, discuss discrimination, or provide explanations or reasoning for data. These relationships are highly complex and not within the scope of this plan; however, the National Park Service encourages readers to conduct their own research on this topic.

The following demographic information about people of Japanese ancestry in the U.S. includes people who are Japanese American and Japanese citizens living in the United States and is derived from U.S. census data for 2010, 2012, and 2013. In 2013, 1.4 million people listed their ethnicity as Japanese or multiethnic Japanese, and people of Japanese ancestry composed 0.4% of the total population and 14% of the Asian population living in the U.S. (Center for American Progress 2015). In 2012, roughly 24% of people of Japanese ancestry in the U.S. were born in Japan. In 2010, 41% of them identified as multiethnic Japanese, which is the highest rate of multiethnic people of any Asian group.

Today, the Japanese American community is diverse and dispersed throughout the United States, a legacy of the forced removal and incarceration of Japanese Americans from their West Coast communities. In 2010, of the 76% who lived on the U.S. mainland (24% live in Hawai'i), 47% of Japanese Americans lived in the West and the other 29% were dispersed in the East, Midwest, and South.

Japanese Americans often define themselves in terms of their generations relative to departure from Japan, the establishment of residency in the U.S., and country of birth. The generations include Issei (pre-war immigrants from Japan, known as the first generation in the United States), Nisei (American-born children of the Issei, known as second generation), Sansei (children of the Nisei and third generation), Yonsei (children of the Sansei and fourth generation), and so on. These generations are based on the pre-war wave of Japanese immigration between 1885 and 1924, and therefore the generations are categorized into relatively distinct age groups.

Japanese who immigrated to the U.S. after World War II are sometimes referred to as Shin-Issei, Shin-Nisei, and Shin-Sansei, with Shin meaning “new.” The experiences of these two immigrant groups are noticeably different. The earlier immigrant group often encountered personal and institutionalized racism and discrimination, experienced the wartime incarceration and its aftermath, and developed its own unique Japanese American culture. The latter group is composed of more recent immigrants with stronger ties to Japan and Japanese culture.

Japanese Americans are members of numerous religious organizations and various social, cultural, and political organizations. Christianity, Buddhism, and Shintoism are the religions that are practiced most widely, for example. The Japanese American Citizens League and Nisei Veterans are examples of major national organizations that have local chapters throughout the country. Members of the community participate both in national



Memorial ceremony during the Tule Lake Pilgrimage, 2012. Photo: NPS.

Japanese American cultural institutions, such as the National Japanese American Historical Society in San Francisco and the Japanese American National Museum in Los Angeles, and in local institutions such as the Gardena Valley Japanese Cultural Institute and Oregon Nikkei Endowment. Some Japanese Americans who were incarcerated during World War II and their descendants are also members of various incarceration-related groups, such as the Tule Lake Committee, Manzanar Committee, Friends of Minidoka, and the Topaz Museum, whose goals are to preserve the historic sites and/or the legacy of the incarceration during World War II. In addition, many Japanese Americans are not part of any group or organization and live their lives unattached to the incarceration history of World War II.

In 2002, Eiichiro Azuma, a professor at the University of Pennsylvania, described the contemporary Japanese American community as being defined less by ethnic identity and more by individual situations and choices. He writes:

Lately, being a Japanese American is not solely an issue of “racial” or physiological characteristics, and shared “cultural” elements are no longer a central binding force either. For most people, being Japanese American has increasingly become a matter of heart, self-identity, and individual commitment. . . In the era of multiculturalism and globalization, the Japanese American community constantly reshapes itself in accordance with the transformations of the larger American society and of the world at large (Azuma 2002: 291–92).

Differences in economics, religion, politics, location, generational characteristics, and the increasing number of multiethnic Japanese Americans illustrate the diversity of Japanese American individuals and communities.

Present-day Japanese Americans with the strongest ties to Tule Lake are those who were incarcerated at the site during World War II and their descendants. Originally, Japanese

Americans from Sacramento and surrounding areas, the San Joaquin Valley, northeast California, Tacoma, rural Washington, and rural Oregon were sent to Tule Lake. After Tule Lake was converted to a segregation center, Japanese Americans from other camps were moved to Tule Lake, which meant that individuals from other West Coast regions were incarcerated at the site. For these reasons, most people with associations to Tule Lake are spread throughout the West Coast, although there are also associated communities in the Midwest, along the East Coast, and in Hawai‘i.

In the course of the National Park Service’s outreach for the planning process, the NPS has endeavored to communicate with and involve members of the highly diverse Japanese American community.

Archeological Resources

SEGREGATION CENTER SITE

A limited archeological inventory has been completed for the segregation center site. Prehistoric archeological sites dating throughout the known range of habitation are well-represented in areas adjacent to this parcel, and it is anticipated that additional archeological sites will be documented within the boundary.

The archeological sites that have been documented at the segregation center are composed primarily of features and artifacts associated with the period of camp operation (1942 to 1946). Over 200 WWII-era features have been documented within the original, historic segregation center boundaries and include intact standing buildings, modified or moved buildings, structure foundations, fence remnants, trash dumps and scatters, ditches and culverts, and other features (Burton and Farrell 2004).

The following discussion relies on documentation from the historic resources inventory (Burton and Farrell 2004) and the NHL nomination (NPS 2006b) and focuses on extant archeological features recognized as contributing to the NHL documented

within the unit's lands. Historic structures, cultural landscape features, and those features documented within the larger segregation center boundaries but outside of the existing unit lands are discussed later in this chapter. The numbering system used to identify archeological features is based on the system developed for the 2004 historic resources inventory and corresponds to the numbering used in the 2006 NHL nomination.

Stockade

The stockade is the most infamous feature of the segregation center. Still extant in the stockade are the following:

Guard tower 219 (TULE 2004 A-77): contributing

Although the superstructure is gone, the complete foundation for this guard tower is intact. The tower was originally in the farm area and moved here in 1944 when the stockade was constructed.

Fence (TULE 2004 A-512): contributing

This 1,800-foot-long segment of the original "man-proof" security fence formed three sides of the stockade. It is made of 7-foot high chain link, topped with barbed wire. The metal fence posts are set in concrete. The wooden boards installed to prevent communications between those inside and those outside of the stockade were removed before the closure of the camp.

Gate (TULE 2004 A-74): contributing

The entrance gate to SR 139 from the stockade area appears unchanged.

WRA Motor Pool

Prior to unit designation, a Caltrans/ Modoc County road maintenance facility encompassed part of the segregation center WRA motor pool. Four of the segregation center buildings still standing there have been



[Top to bottom] **1.** Incarcerees depart from the segregation center, February 1946. Photo: Jack Iwata. **2.** Prisoners in the Tule Lake stockade are searched by Border Patrol officers, June 1945. Photo: R. H. Ross. **3.** Prisoners line up in the fenced corridor between the stockade and the jail, preparing to leave the Tule Lake Segregation Center for the Department of Justice internment camp at Bismarck, North Dakota. February 11, 1945. All photos: NARA.

determined eligible as contributing resources to the NHL listing, have been stabilized, and are no longer used. In addition to these buildings, the following features were recorded within the WRA motor pool area:

Office (TULE 2004 A-70): contributing
A 20-by-60 foot concrete slab remains from this 1943 building.

Fence (TULE 2004 A-78): contributing
The 1,325-foot-long segment of the original “man-proof” security fence is located between the WRA motor pool and the military police compound and post engineer’s yard. It is 7-foot-high chain link topped with barbed wire. The metal fence posts are set in concrete.

Post Engineer’s Yard

The following features were recorded in the post engineer’s yard:

Administration building (TULE 2004 A-129): contributing
A 20-by-60-foot concrete slab remains from this 1943 building.

Utilities building (TULE 2004 A-130): contributing
A 20-by-148-foot concrete slab remains from this 1943 building.

Guard tower 220 (TULE 2004 A-75): contributing
This concrete foundation, located between a segregation center-era ditch and the security fence, consists of at least two in situ foundation blocks.

Guard tower 221 (TULE 2004 A-134): contributing
Moved here in 1943, the complete foundation remains.

Fence (TULE 2004 A-150): contributing
This 800-foot-long segment of the original “man-proof” security fence is located between the post engineer’s yard and SR 139. It is 7-foot-high chain link, topped with barbed wire. The metal fence posts are set in concrete.

Road (TULE 2004 A-137): contributing
This road, originally named Headquarters Lane, goes from SR 139 through the post



Incarcee stenographers and clerks working in the office of the administration building, January 1943. Photo: NARA.

engineer's yard into the military police compound. The road, about 700 feet long, is complete but access is blocked in two places: at the military police compound and south of what was the Bureau of Reclamation equipment yard.

Culvert headwalls (TULE 2004 A-132): contributing

These culvert headwalls, constructed of lava rock and concrete, were built by an incarcerated work crew where the road crossed an irrigation ditch.

Ditch (TULE 2004 A-133): contributing

The ditch between the post engineer's yard and SR 139 was excavated by a work crew to irrigate trees and gardens.

Alignment of trees (TULE 2004 A-87): contributing

This row of trees on the east side of County Road 113 (the segregation era entrance is located off this road), were planted during the segregation center era.

Military Police Compound

The following features were documented within the military police compound:

Substation (TULE 2004 A-131): contributing

A concrete slab at this location is probably the foundation from the segregation center substation.

Theater/chapel (TULE 2004 A-136): contributing

The concrete slab foundation remaining from this structure is a 37-by-108-foot rectangle.

Motor repair building (TULE 2004 A-128): contributing

A 32-by-112 foot concrete slab remains from this 1943 building.

Numerous other buildings and features of the military police compound are still present, many with no major modifications since the segregation center era. These properties, located on private land, are not within the boundary of the NHL but contribute to the integrity of the setting.

PENINSULA

An archeological inventory of the Peninsula was undertaken in the summer of 2013. Results are anticipated in 2016. Preliminary results indicate that the area contains significant resources that represent several periods of occupation through time.

Overlook Guard Tower

A point on the northeastern bench of the Peninsula provides a sweeping overview of the segregation center site and the surrounding area. The foundation of a guard tower located at this high point remains on site.

Hog and Chicken Farms

There were two farm areas associated with the segregation center: Farm Area 1, located adjacent to the central area of camp, and Farm Area 2, located 3 miles northwest of the central area. The hog and chicken farms were part of Farm Area 1 and are located within the Peninsula site of the Tule Lake Unit. From the Peninsula overlooking the hog and chicken farms, distinctive patterns in the grass are easily visible and reveal the outlines of former buildings, fences, and roads. Most notable is the red cinder road that once wrapped around the perimeter. There are intact manholes at the hog farm, and at the southern end of the hog farm concrete foundations of the slaughterhouse, other structures, and a guard tower can be found. There is also a well house, collapsed since 1994.

Inscriptions

Carved Japanese American inscriptions can be found at the Peninsula. It is presumed that these inscriptions were created during World War II, pre-segregation, when the incarcerated were allowed considerably more freedom to go to adjacent areas.

CAMP TULELAKE

The current status of archeological inventory for the Camp Tulelake area is unknown. Prehistoric archeological sites dating throughout the known range of habitation are well-represented in areas adjacent to this parcel, and it is anticipated that archeological sites will be documented within the boundary.

POST-WWII ALTERATIONS

Archeological evidence throughout the unit indicates that the unit has been disturbed and modified since World War II. Jumbled rock clusters, concrete and litter piles, fences, depressions, and mounds are considered, for the most part, noncontributing elements to the archeological record. In addition to the known historical archeological resources, it is possible that a variety of prehistoric and historic archeological resources will be encountered within the unit in the future.

Historic Structures

The Tule Lake Segregation Center NHL is unique for the significant number of WWII-era buildings still extant within its boundaries. Eight of these historic buildings are located within the Tule Lake Segregation Center site, of which seven are recognized as contributing to the NHL. Six buildings and features exist at Camp Tulelake, of which three are recognized

as contributing resources. In addition to the historic buildings within the unit, dozens of in situ buildings exist on lands outside the unit and comprise the single greatest concentration of extant buildings associated with the Japanese American incarceration.

SEGREGATION CENTER

Most of the historic buildings in the segregation center retain original materials, such as wood siding, wood sash windows, roof vents, flues, and concrete foundations. The concrete stockade jail remains. In the WRA motor pool, the warehouse and the silver and blue garages are still standing in their original locations. Although the buildings have been clad with metal siding, the original wooden siding and windows are in place underneath.

The following section is based on documentation from the historic resources inventory (Burton and Farrell 2004) and the NHL nomination (NPS 2006b). Two



The hog farm, seen here from the west side of the Peninsula near Farm Area 1, November 1942. Photo: Francis Stewart, NARA.

numbering systems are used to identify historic structures. Structures at the segregation center site are numbered according to the 2004 historic resources inventory and 2006 NHL nomination. Structures at Camp Tulelake were not included in the 2004 inventory and are instead identified with their NPS Facility Management Software System (FMSS) numbers.

Stockade

Jail (TULE 2004 A-63): contributing

The one remaining structure in the stockade is the jail building. This 39-by-71-foot reinforced concrete structure has 11 rooms, including six cells. The building has a flat roof with a 2-foot-wide overhang. Most of the metal elements and fixtures (e.g., doors, bars, bunks, and toilets) have been removed, but exterior plumbing is in place. The cell walls are covered with pencil graffiti, including names, dates, poems, and drawings (including insects, flowers, and a Japanese flag). All appear to have been created by prisoners during the segregation center era. The structure has been fenced and stabilized, with a temporary, free-standing protective roof structure added in summer 2004.



WRA Motor Pool

Four segregation center buildings in this area are listed as contributing resources to the NHL. In addition to retaining their original use and setting, the buildings retain essential features of the historic period, such as massing, form, and design.

Silver garage (TULE 2004 A-63): contributing

The building retains its original location, size, design, alignment, and massing, as well as the original materials and workmanship under the added siding. New metal roofing and siding, doors, and bay doors were added to this 40-by-160-foot wood-frame structure in the 1970s, but the original siding and windows are still intact underneath. Formally used as a Modoc County road maintenance facility, it is

[Top to bottom] **1.** Jail construction, 1944. Photo: R. H. Ross, NARA. **2.** View inside a cell at the Tule Lake Segregation Center jail, June 1945. Photo: NARA. **3.** Border Patrol officers and prisoners inside the jail, June 1945. Photo: NARA. **4.** Inside the jail today. Photo: NPS.

now stabilized and being used by the NPS for temporary storage of large objects.

Blue garage (TULE 2004 A-64): contributing
Like the silver garage, this 40-by-160-foot wood-frame structure has new siding and doors, but original windows and siding are intact underneath. Not only does the building retain its original location, size, design, alignment, and massing, it also retains the original materials and workmanship, although they are less visible now that the structure has been protected with additional siding on top of the old. It is now vacant and stabilized. In winter 2013, a portion of the roof blew off in a storm. The NPS acquired emergency funding to replace the roof and provide additional interior stabilization.

Warehouse (TULE 2004 A-65): contributing
This 20-by-70-foot wood-frame structure retains the original siding and doors; it may have been originally constructed elsewhere within the Tule Lake Segregation Center and moved here in 1944. The concrete perimeter foundation may date to 1944. A new metal roof has been added. It is now vacant.

Gas station (TULE 2004 A-66): contributing
This 12-by-16-foot wood frame structure, with a gable roof, was moved to this location. The door has been modified and it has new metal siding and roofing, but like all the other buildings in the WRA Motor Pool, it has been

determined eligible for the National Register of Historic Places. It is now unused.

Post Engineer's Yard and Motor Pool Carpenter shop (TULE 2004 A-126): contributing
This three-part wood-frame structure includes one section that measures 20 by 32 feet, one measuring 32 by 48 feet, and one measuring about 15 by 20 feet. It retains the portions of the original siding, the original windows have been repaired, and it retains its original location, size, design, alignment, and massing. This structure underwent emergency stabilization in winter 2011. It is currently vacant.

Guard tower cupola (TULE 2004 A-503): contributing
This small square building part, now used for storage, is a rare remnant of a guard tower cupola. The eaves have been cut off, the windows replaced with horizontal wooden siding, and it is no longer on its tower, but the searchlight holder is still attached to the inside roof.

Ditch rider house (TULE 2004 A-127): non-contributing
This 20-foot-wide residence was a segregation center building constructed in 1944. It was possibly moved to this location between 1949 and 1955. The building retains some original siding, but has mostly new windows and a new cinderblock chimney.



CAMP TULELAKE

Camp Tulelake originally consisted of 23 major buildings and assorted auxiliary structures. The primary buildings were originally positioned around a 40,000-square-foot courtyard, intersected by two rock-lined walkways. The buildings included administrative offices, living quarters, a mess hall, and a hospital.

The 1949 removal of three of the four U-shaped barracks is the largest single change to occur on the site since World War II. Currently four structures remain: the mess hall, the barracks (later known as the sign/carpenter shop), the shop, and the paint shop (later called the lumber-drying shed). Two features, the gas pump shed and the pump house, remain on the site. These buildings and features are representative of several types of resources typical in CCC enrollee camps throughout the West.

All of the existing buildings are in poor condition, with the exception of the paint shop and pump house. The individual buildings and structures are described below based on the Historic American Building Survey documentation for Camp Tulelake (Speulda 2009) and the draft national register of historic places registration form for the site (NPS 2015).

Mess Hall (FMSS 236766): contributing
The northernmost building in the compound, this resource is a one-story, wood-frame structure with a medium pitched gable roof covered with wood shingles. L-shaped in plan, the northern wing rests on a concrete foundation, while the rest of the building sits on wooden piers. The south-facing side gable is 21 feet wide and once measured approximately 125 feet in length; 84 feet are still present. The structure is sheathed with vertical board and batten siding. It has

[Opposite: left to right] **1.** Historic graffiti in the jail: "SHOW ME THE WAY TO GO TO HOME," with the second "TO" crossed out. **2.** The GMP team and subject matter experts discuss the jail, 2014. Both photos: NPS. [This page: top to bottom] **1.** View of the parade ground and barracks at Camp Tulelake, 1936. Photo: source unknown. **2.** Camp Tulelake mess hall, 2016. Photo NPS. **3.** Camp Tulelake barracks, 2016. Photo NPS. **4.** Camp Tulelake shop, 2015. Photo: NPS.



experienced severe settlement, has weak and rotten wall and floor boards, and is missing door and window material.

Barracks (FMSS 236763): contributing

This one-story, U-shaped building features a gable roof covered originally with wood shingles and three gabled, louvered ventilators. The long ells of the U-shape measure 80 by 20 feet, and the short portion is 35 feet long. The building is set on wood piers and has undergone at least two efforts at stabilization. In 2006, the interior of the north wing was stabilized, and a metal roof was installed over the existing roof. In 2012–13, deteriorated board and batten siding was replaced where needed, the interior was cleaned, a partial foundation was installed under the north wing, and a universal design access ramp was constructed at the northwest entrance. The foundation was reinforced in 1960, however the building remains structurally weak and settlement has occurred.

Shop (FMSS 236764): contributing

This roughly rectangular wood-frame building measures approximately 162 by 34 feet at its widest dimension and features a low-pitch gable roof covered with wood shingles. The western 42 feet of the structure is two-story; the remainder is one-story. Interior features are intact and include a log column that supports a steel I-beam frame for moving heavy equipment. The south portion of the building has experienced alterations of the roof structure. Floor joists in the west end are unsound, portions of plank floor have collapsed, window panes, muntins, and surrounds are missing, and siding is warped and peeling. Stabilization was undertaken in 2013 and included interior shoring and installation of a temporary metal roof and board and batten wood siding.

Paint Shop (FMSS 236767): non-contributing

This building located south of the garage/shop building was completely altered in 1963 for use as a lumber drying and storage facility for the regional sign shop. It bears little resemblance to the original wood-frame shed.

Pump House (FMSS 116443): non-contributing

The westernmost structure in the group, this small feature was rebuilt in 1952. Square in plan, it is a wood-frame structure, with concrete foundation and shed roof. Exterior walls are covered with asphalt roofing material. It is in fair condition. The siding is beginning to deteriorate.

Gas Pump Shed (no FMSS number): non-contributing

Located approximately 10 feet off the northwest corner of the garage/shop storage building, this feature consists of two vertical wood posts which originally supported a small gable roof, of which one broken slope remains. The roof shelters a single gas pump of 1930s vintage. The gas pump shed is in deteriorated condition.

Cultural Landscapes

A cultural landscape inventory is currently in progress for the unit (NPS 2016b) and the following discussion is informed by its draft analysis summary, the NHL documentation (NPS 2006b), and the draft national register nomination form for Camp Tulelake (NPS 2015).

The historic character of the NPS-managed cultural landscape is revealed through a number of landscape characteristics, including natural systems and features, views and vistas, spatial organization, circulation, buildings and structures, small scale features, vegetation, and archeological sites. Characteristics such as natural systems and features and views and vistas have changed very little since the historic period. The larger historic character of the unit is evident in the vast basin with its views of the Peninsula and Horse Mountain that were prominent in the otherwise expansive horizon (NPS 2016b). The landscape setting of the segregation center is flat and treeless, reflecting its former identity as a lake bed, and on a clear day, 14,000-foot Mt. Shasta remains visible from parts of the unit. Native vegetation on the Peninsula and surrounding areas consists of a sparse growth of grass, tules, and sagebrush and has changed very little since World War II. The vicinity is characterized by open agricultural fields, as it was during the war (NPS 2006b).

While the larger overall setting of the Tule Lake Segregation Center is virtually unchanged since World War II, the original developed areas of the segregation center have changed remarkably. During the historic period, the developed areas of the camp within the barbed-wire fence were characterized by seemingly endless blocks of barracks and organized on a large-scale grid. After the war, the segregation center lands were divided into a variety of sizes and configurations and dedicated to diverse land uses. In some cases the area has been cleared entirely for use as an airport or open space, in other cases the landscape has been developed to support residential, commercial, and municipal purposes. There are also areas outside the NPS boundary that contain large numbers of intact World War II-era buildings and features (see “Tule Lake Segregation Center Resources on Adjacent Lands”).



SEGREGATION CENTER

Much of the 37-acre segregation center site was retained as Bureau of Reclamation and Caltrans property, or was used for purposes similar to those for which it was developed (i.e., as a motor pool). The existing



[Top to bottom] **1.** View of the segregation center site from the Peninsula. **2.** The post engineer's yard and historic guard tower cupola. **3.** View across the runway of the Tulelake Municipal Airport, 2011. The airport runway was constructed in one of the camp's former firebreaks. All photos: NPS.

cultural landscape within the unit has been compromised by the removal of historic structures; however despite this change, the unit retains portions of some landscape characteristics and retains its historic character to a high degree (NPS 2016b).

Within the NPS boundary, extant historic buildings, building foundations and remnants and road alignments provide clues to the spatial organization, land use, and circulation that existed during the historic period (NPS 2006b). In addition, the current division of space within the segregation center is similar to the historical spatial organization. Other landscape features which hint at the original layout and design of the segregation center include a row of elm trees, a ditch, and concrete footings. Given that the segregation center was designed to be “temporary,” it is rare to find so many surviving buildings, roads, trees, and other small scale features in their original locations and original materials (NPS 2016b).

CAMP TULELAKE

Camp Tulelake’s setting, within the remote agricultural landscape and the Tule Lake

Wildlife Refuge, has changed very little since the historic period. The environment and vegetation appear as they did when the camp was first developed. The removal of three of the four barracks in 1949 created the greatest spatial change in the landscape since World War II. Despite this loss, a sufficient amount of original fabric remains at Camp Tulelake to convey its association with both the CCC camp era and World War II. The three contributing buildings are in their original locations, and together they help convey the spatial arrangement and functional variety of the complex (NPS 2015).

PENINSULA

Managed for decades as part of a protected wildlife refuge, the landscape of the Peninsula has similarly changed very little since the incarceration period. As a rocky promontory, it has never been suitable for agricultural development, and few structures or landscape features have been constructed. Existing paths and roads may correspond to access routes that were historically used to reach the overlook guard tower, water tanks, and the cross. The segregation center water tanks were replaced in 1982, and are now used



Cross on the Peninsula/Castle Rock erected by incarcerated at Tule Lake, 1940s. Photo: Akizuki Family Collection, Denshō.

and maintained by the Newell Water District. Several of the segregation center-era wells south of SR 139 are still in use, however, and one original well house building is extant.

The steel cross that stands on a rock promontory of the Peninsula is a replacement for the original wooden cross, constructed by incarcerated. The wooden cross deteriorated or was destroyed, and the current cross was erected by the California Japanese Christian Church Federation and local residents. A plaque at the base of the cross reads “Tule Lake Christian Ministry Monument—October 2, 1982” and lists the names of 24 ministers that served the center. The cross serves as a pilgrimage point for returning Japanese Americans. The hog and chicken farm still have remaining features as described in the Archeology section.

Tule Lake Segregation Center Resources on Adjacent Lands

The following discussion is summarized from the Tule Lake NHL documentation (NPS 2006b), the Tule Lake historic resources inventory (Burton and Farrell 2004), and *Confinement and Ethnicity: An Overview of World War II Japanese American Relocation Sites* (Burton et al. 2002).

1943 MILITARY POLICE COMPOUND

Although not included in the NPS boundaries because it is located on private land, the military police compound contributes to the integrity of the unit’s setting. Tule Lake is one of two incarceration camps (the other is Minidoka) with standing structures in the camps’ military police compounds. At the other camps they exist either as archeological sites or have been destroyed completely. Only at Tule Lake do the standing structures in the military police compound convey the original design, layout, and construction of the military encampments typical of the WRA centers.

As of 2004, the greatest number of extant segregation-era buildings were found in the 1943 military police compound, now the Flying Goose Lodges subdivision in Newell. Of the 46 original buildings in the compound

during the WWII era, only seven have been removed. The road grid, historic vegetation, and many of the 39 remaining buildings from the segregation era are essentially unmodified. Structures still existing in the compound in 2004 included three officers’ quarters and the officers’ recreation building, some supply rooms, enlisted men’s barracks, and the post-exchange building. Additionally, the original military police administration building, a fire station, the enlisted men’s mess hall, one supply building, one recreation building, the ordnance building, the dispensary, the military police jail, and a couple of enlisted men’s barracks are present and uninhabited.

All buildings that are currently used as residences or for storage have been modified to varying degrees and continue to undergo alterations with use, but retain integrity. Various foundations and other concrete slabs are also located within the subdivision. One segregation center building from outside the military police compound has been moved into the subdivision. Only 11 other structures have been added: these include one modular home, six mobile homes, a trailer, one garage, one storage building, and one small wood-frame residence (Burton and Farrell 2004, Burton et al. 2002).

ADMINISTRATION, HOSPITAL AREA, AND STAFF HOUSING AREAS

To the east of the motor pool area is the present-day town of Newell. The town retains the original road grid and a few other features of the administration area, and the segregation center’s sewer system is still in use. At least 24 buildings appear to have been moved into the town from the segregation center since the town was laid out in the early 1950s. They feature the wood frames, medium-pitched roofs, and basic dimensions of the segregation center buildings. Most of the moved buildings have been extensively remodeled, but some appear relatively unchanged. One building, currently the Homestead Market, is in its original location. During the segregation era, it served as staff apartments, then as a post office, and finally as an officers’ recreation building. The lava rock chimney, built by



incarcerees, and parquet floors are distinctive original features.

None of the other administration or hospital buildings remain. No segregation center buildings remain in the staff housing area, which was the first military police compound. The location is now the site of a small housing project and an elementary school.



RESIDENTIAL AREA

In the residential area, traces of some segregation center roads can be seen in aerial photos. The majority of this area is now used by the Tulelake Municipal Airport, where aircraft have been in operation since 1966. The vicinity is irrigated and used for grazing and cultivated fields. In a survey of the airport vicinity, Green (2003) noted segregation center-era debris and one intact slab. Southeast of the airport there is a modern waste transfer station.



West of the airport along a post-segregation center road, the foundation slabs remain of some of the communal buildings within blocks 68, 69, 71, 73, and 74. The size and layout of the five slabs indicate they were the combined men's and women's latrine and shower building; one of the slabs has been damaged by the new road. Six concrete bins for the storage of heating coal are still present, as are two rock features and barracks foundation footings north of the road. Nearby, in a field south of an access road to the airport, there is a segment of ditch and a culvert from a segregation center road.



Most of the blocks built east of the original housing after segregation (Ward 8) are not currently farmed, and the road grid is still marked by red cinder roads. Three of the blocks on BOR land have intact latrine and laundry slabs. The slabs have been broken up and piled in anticipation of farming at the six residential blocks on private land.

Many other features are present in these blocks including standing metal guy-wire supports, manholes, rock features, and barracks footings, as well as scattered artifacts from the segregation center occupation.

[Top to bottom] **1.** Band performing in the administration area recreation building, c. 1944–46. Photo: R. H. Ross, NARA. **2.** and **3.** Today the recreation building is the Homestead Market in Newell. The historic fireplace is still extant. Photos: NPS. **4.** Tour of the Block 73 latrine slab, Tule Lake Pilgrimage, 2014. Photo: NPS.

Depressions, evidently from basements, are also visible.

Two of three fire stations still have significant foundation remains and large concrete driveways. At the segregation center high school site there are manholes and numerous foundation blocks, exhibiting little evidence of disturbance despite grazing and other activities in the vicinity. Abundant charcoal at the site is probably from 1945, when the auditorium was accidentally destroyed by fire. West of the high school the remains of a gate house, ditch, and rock and concrete culvert are still in place.

INDUSTRIAL AND WAREHOUSE AREA

Within the former industrial area, five segregation center buildings are currently in use by the Newell Potato Cooperative. These include three large industrial warehouses and two smaller warehouses; all have been modified to some extent, including the possible addition of new metal roofs and siding. There are also remains from three other segregation center buildings. Northeast of the industrial area was the location of the Tule Lake Segregation Center cemetery. Today, there is one large borrow pit and other, smaller borrow pits.

SEWAGE TREATMENT PLANTS

Both sewage treatment plants contain the remains of large multi-chambered concrete Imhoff tanks. Plant No. 1, north of the central area, is owned by the Newell County Water District. Plant No. 2, located east of the central area, also includes the sludge bed and effluent pond. Plant No. 2 is located on BOR land.

LANDFILL

The segregation center landfill is on BOR land northeast of Sewage Treatment Plant No. 2. It includes at least six parallel trenches with abundant burned and unburned trash. More recent trash, dating to the 1950s or later, has been dumped and scattered throughout the area to the south and east of the landfill. There are also many concrete chunks to the south, perhaps from segregation center building slabs, in rocky areas not suitable for farming.



[Top to bottom] **1.** Former industrial area warehouses, now owned by the Newell Potato Cooperative. **2.** Historic Imhoff sewage treatment structure from World War II. **3.** Inscriptions in Japanese near Petroglyph Point. All photos: NPS.

PETROGLYPH POINT

Another area with Japanese American inscriptions can be found at Petroglyph Point, located about 3.5 miles south of the central segregation center area within a detached portion of Lava Beds National Monument. There are many thousands of petroglyphs on the cliff faces, dating from prehistoric through contemporary times. The main petroglyph area has been fenced off since before the establishment of the segregation center.

Associated Sites and Resources

LINKVILLE CEMETERY: KLAMATH FALLS, OREGON

WRA records from 1944 indicate that there were 331 deaths at Tule Lake. For those with no next of kin, they were buried in the camp cemetery not far from the warehouses. Records indicate that all were reinterred at the Linkville Cemetery following the closure of Tule Lake.

At the Linkville Cemetery in Klamath Falls, there are two grave markers and two memorial markers for those who died at Tule Lake. One granite memorial marker reads “In Memory of Deceased, 1942–1945, Tule Lake W.R.A.” The other was placed by the Japanese American Citizens League (JACL) in 1989 and reads “In Memory of Deceased Internees of Tule Lake Relocation Center, Flowers Faded in the Desert Wind.” The Linkville Cemetery is located in Klamath Falls at the corner of Upham and East streets (Takei and Tachibana 2001: 41).

TEMPORARY DETENTION CENTERS, CALLED “ASSEMBLY CENTERS”

Assembly centers were temporary detention centers where Japanese Americans were first detained when they were forcibly removed from their homes, before being moved inland to the WRA centers. Most of these assembly centers were repurposed fairgrounds, racetracks, exposition centers, and migrant worker housing, and many reverted to these original uses after 1942. Most of the incarcerated at Tule Lake were sent from the Marysville, Pinedale, Pomona, Sacramento,

and Salinas assembly centers, though there were some “volunteers” from the Portland and Puyallup assembly centers who arrived early to help set up Tule Lake. In addition, a large number of those incarcerated were sent directly to the center from the southern San Joaquin Valley without first going to an assembly center (Burton et al. 2002).

The sites of the Marysville, Pinedale, and Pomona assembly centers do not contain historical markers or plaques identifying the history of the locations. However, the Portland, Puyallup, Sacramento, and Salinas assembly centers each have some type of marker, including monuments, plaques, a sculpture, and a small Japanese garden.

INCARCERATION CAMPS, CALLED WAR RELOCATION AUTHORITY CENTERS

The WRA operated 10 camps across seven states where Japanese Americans were incarcerated during World War II. They included: Tule Lake and Manzanar, California; Minidoka, Idaho; Heart Mountain, Wyoming; Topaz, Utah; Granada, Colorado; Gila River and Poston, Arizona; and Rohwer and Jerome, Arkansas. All nine of the camps were directly connected to Tule Lake through the segregation program. Twelve thousand individuals the government deemed “disloyal” were forcibly removed from their original camp and segregated to Tule Lake. Additionally, 6,500 “loyal” people from Tule Lake were sent to six of the other camps.

Today, the incarceration camps are in differing states of preservation. Manzanar and Minidoka are units of the national park system. Manzanar, Topaz, Rohwer, Granada, and Heart Mountain are NHLs. Heart Mountain and Topaz are operated as historic sites by nonprofit organizations. Gila River is located in the Gila River Indian Reservation, and Poston is located in the Colorado River Indian Tribes Reservation. All of the sites have some level of interpretive information about the incarceration of Japanese Americans.

DEPARTMENT OF JUSTICE AND U.S. ARMY FACILITIES (INTERMENT CAMPS)

The WRA was charged with operation of most of the facilities holding Japanese American incarcerated during WWII; however, a number of facilities run by the Department of Justice and U.S. Army were also used to imprison Japanese and Japanese Americans (Burton et al. 2002: 379–406). In all over 7,000 Nikkei, including Japanese from Hawai‘i and Latin America, were held in these internment camps.

The two most notable internment facilities associated with Tule Lake were in Crystal City, Texas and Santa Fe, New Mexico. The Crystal City facility opened in March 1943 and incarcerated approximately 4,000 people at its peak. When the Tule Lake Segregation Center closed, 450 of the remaining prisoners at Tule Lake were transferred to Crystal City. The site has since become part of the town and is owned by the school district, but building foundations remain and an engraved granite block commemorates the internment. The Santa Fe facility was a former CCC camp that was expanded, and when it first opened in 1942 it interned over 800 Issei. After briefly housing German and Italian nationals, the site was further expanded, and by June 1945 held 2,100 Nikkei. Many of these later arrivals were from the Tule Lake Segregation Center and had renounced their U.S. citizenship, including over 350 of what the government considered the most active pro-Japan leaders at Tule Lake. Today the Santa Fe Internment Camp is located within a residential subdivision.

Values, Traditions, and Practices of Traditionally Associated Peoples

Cultural resources within the Tule Lake Unit and adjacent areas hold traditional significance for contemporary Modoc. Sites within the unit serve as one of the tangible links for the Modoc with their ethnic heritage. Significant population decline and cultural disruption after historic contact, coupled with dispersal of the remaining Modoc population after the war of 1872–73, led to fragmentation and dissipation of knowledge of the Modoc

culture. Today there is a revitalized interest among Modoc about their traditional culture (NPS 2011, Deur 2008). A recent study, *In the Footprints of Gmukamps* (Deur 2008), confirmed the importance of the Tule Lake Basin to the Modoc people. Within Modoc oral traditions, perhaps no other place is more important than the Tule Lake shoreline (Deur 2008: 185). Modoc tribal members have long told stories tied to the lake. Other important resources to the Modoc people include the Peninsula, Petroglyph Point, and Horse Mountain, among many more.

Japanese Americans incarcerated at Tule Lake and their descendants have maintained connections to the site since World War II, increasing in recent decades with the pilgrimage and community activism related to preservation and interpretation of Tule Lake’s history.

The community in and around Newell, California also maintains strong ties to areas within the Tule Lake Unit. As former homesteaders or descendants of early homesteaders, many current residents are actively connected to the region’s agricultural heritage.

In 2015, the NPS completed an oral history strategy for the Tule Lake Unit, which identifies specific recommendations for the establishment of an oral history program. The strategy inventories existing oral histories associated with Tule Lake and identifies themes that lack oral histories. To date, the NPS has completed more than 15 oral history interviews with individuals who represent a range of experiences at the Tule Lake Segregation Center.

Museum Collections

The NPS has developed an interim scope of collections statement specific to the Tule Lake Unit to provide guidance in developing the unit’s museum collections (NPS 2010b). The interim scope of collections statement defines the extent of present and future museum collection holdings as those that contribute directly to the understanding and interpretation of the unit’s purpose, themes,

and resources, as well as those objects that the NPS is legally mandated to preserve. It is designed to ensure that the museum collections are clearly relevant to the unit.

The unit acquires objects for its museum collections by gift, purchase, exchange, transfer, field collection, and loan. Acquisition of museum objects is governed by the unit's ability to manage, preserve, and provide access to them as stipulated in NPS *Management Policies 2006*.

Currently, the collection is located at Lava Beds National Monument and managed by Lava Beds staff. The collection's curator of record is located at Crater Lake National Park (there are no onsite collection management staff). The collection comprises approximately 450 objects, consisting of flatware, glassware, personal items, building components from the segregation center site, and newspaper clippings, photographs, and correspondence pertaining to the center. In addition, a much larger number of items are in need of cataloging, including archeological items that have been recovered during surveys or other work within the unit, as well as personal items, paper items and small objects, and furniture that have been donated to the unit.

In addition to those of Lava Beds and Tule Lake, an unknown number of archival and museum collections related to Tule Lake are thought to be located at other NPS units related to confinement sites and various other repositories. Tule Lake-related material is also held by other organizations. To properly document and care for such a collection, the NPS is pursuing mutually beneficial partnerships with the appropriate parties and organizations.

In addition, the NPS is generating other materials that will become part of the unit's collections. These include planning and resource management records and other items collected during the course of management activities.

NATURAL ENVIRONMENT

Environmental and Physiographic Context

The Tule Lake Unit is situated within the Tule Lake Basin at the southern end of the Upper Klamath Subbasin, which spans the Oregon-California border from the flank of the Cascade Range eastward to the high desert of the Basin and Range geologic province (Gannett et al. 2012). The Upper Klamath Subbasin is the northern part of the greater Klamath River Basin, which constitutes the full watershed that is drained by the Klamath River into the Pacific Ocean. The Tule Lake Basin is surrounded by Sheepy Ridge to the west, Bryant and Stukel Mountains to the north, and the Clear Lake Hills to the east (Turner 2002). To the south and west volcanism is prominent: Tule Lake is located just north of lava flows emanating from the Medicine Lake Highlands, the easternmost promontory of the Cascade Range. The 800-foot-high Peninsula is composed of volcanic tuff that was extruded within Pleistocene Tule Lake. Other smaller bluffs are found to the north and east.

The geography of the basin is dominated by forested volcanic uplands separated by a broad former lake basin. The surface hydrology has been extensively modified by the drainage of Tule Lake for agriculture and routing of irrigation water. Prior to development, the Tule Lake Basin contained a large lake fringed by wetlands, with an elevation of about 4,060 feet at high stage. At this elevation, the lake would have covered an area exceeding 150 square miles (Gannett et al. 2012). During the early 1900s, an approximately 1.5-mile-long tunnel was drilled through Sheepy Ridge to pump water from the Tule Lake Basin into the Lower Klamath Lake area (Jahnke 1994). The only remnants of the lake are the Tule Lake sumps in the southern and western parts of the basin that collect irrigation return flow (Gannett et al. 2012). The elevation of the basin floor is roughly 4,030 feet above mean sea level (Jahnke 1994).



View to Petroglyph Point from the Peninsula. Photo: NPS.

Geologic and Soil Resources

Soils within Siskiyou and Modoc counties have been mapped and classified by the USDA Soil Conservation Service (Jahnke 1994, USDA 2014). Soil composition varies across the three areas within the Tule Lake Unit.

The majority of the soil underlying the segregation center site is classified within the Poman-Fordney soils complex as Fordney loamy fine sand on 0 to 2% slopes (Jahnke 1994). Lake sediments and volcanic ash comprise the bulk of the floor of the Tule Lake Basin, and the calcareous shells of lake snails are visible in its former lakebed soils (Lillquist 2007). The major soils in this unit are formed in alluvium and lacustrine sediment derived from tuff (rock formed from consolidated volcanic tephra such as volcanic ash, magma, and rocks) and other types of extrusive igneous rock. These soils are characterized as well-drained with moderate to very deep profiles.

The former lake shoreline area surrounding Camp Tulelake is composed of lake and stream-derived volcanic sediments (Lillquist 2007). The Camp Tulelake area is fundamentally composed of Dehill fine sandy

loam with 0 to 5% slopes within the Truax-Dehill-Eastable soil complex. Soils in this complex are also formed in alluvium derived from tuff and extrusive igneous rock.

Soils within the Peninsula area are more complex and more topographically diverse, with slopes in the area ranging from 0 to 75%. Within the Peninsula area, lower elevations in the northwest are composed of Fordney loamy fine sand on 0 to 15% slopes, while the southwest is predominantly composed of slightly shallower soils, on steeper slopes, in the Stukel-Capona complex. The north central upland area of the Peninsula is composed of the Karoc-Rock Outcrop complex, characterized by very gravelly sandy loam, 10 to 14 inches deep, and overlaying bedrock (Jahnke 1994, USDA 2014).

The Poman-Fordney and Truax-Dehill-Eastable complex soils are highly suitable for cultivated crops, hay and pasture production, and rangeland, while soils in the Stukel-Capona complex are well-suited to rangeland (Jahnke 1994). The main management concern noted for all soil types within the Tule Lake Unit is the hazard of blowing soil, which can occur during any month of the year. While the soil complexes described above comprise



[Left to right] **1.** Hiking up the Peninsula, January 1943. **2.** Fishing for carp in a nearby slough, September 1942, before segregation prevented access to areas outside the camp perimeter. Both photos: Francis Stewart, NARA.

the majority of the soil base within the unit, it should be noted that other soil complexes may exist in smaller portions as well.

Biological Resources

VEGETATION

The present-day vegetation of the unit is a mosaic of remnant native plants, nonnative invasive herbaceous plants, and scattered tree species, some of which are nonnative to the Tule Lake Basin and were likely planted by the World War II-era occupants of these sites. Although no systematic inventory of vegetation within the unit has been conducted, examples of each of these vegetation types can be readily observed.

Significant portions of the unit's three sites are highly disturbed. The lower elevations of the Peninsula area and virtually every part of the segregation center site and Camp Tulelake have been altered by human activity one or more times in the past century. The most significant disturbance at the site was the early 20th-century conversion of the huge but shallow Tule Lake to the extensive farmland in evidence today. There was presumably no native vegetation on the segregation center site

prior to 1905, when the Bureau of Reclamation began diverting water from the basin through the Sheepy Ridge tunnel.

The vegetative communities in the Upper Klamath Subbasin have also been influenced by fire. Historically, wildland fire burned any time there was an ignition and an available fuel bed. Lightning is prevalent in the Upper Klamath Subbasin, and the area probably sustained hundreds of ignitions per year. Wildland fires that were started by lightning burned until natural barriers, the weather, or a lack of available fuel stopped them. It is likely that wildland fires in the Klamath River drainage regularly reached sizes of several hundred thousand acres during the dry months of July, August, September, and October. Pre-contact anthropogenic use of fire is not well-documented in the area but must have played some role in shaping vegetative communities. Nearly all of the native plants and animals in the Upper Klamath Subbasin evolved under fire regimes with frequent wildland fire. There has not been any research completed on pre-settlement wildland fire history within the unit boundaries (USFWS 2001). The segregation center site was historically a lake bottom and thus without a regular wildland fire interval.

Plant species common to the sagebrush steppe habitat that dominates the Tule Lake Basin are present in all three areas of the unit. These native species include big sagebrush (*Artemisia tridentata*), gray rabbitbrush (*Chrysothamnus nauseosa*), and native bunchgrasses and forbs such as squirreltail bunchgrass (*Elymus elymoides*), bluebunch wheatgrass (*Pseudoroegneria spicata*), and spreading phlox (*Phlox diffusa*). Prior to its drainage, Tule Lake's margin was dominated by bulrushes (*Scirpus* spp.) and cattails (*Typha* spp.). Saltgrass (*Distichlis spicata*) still grows in the uncultivated portions of the basin floor, indicating that the soils of those areas tend toward salinity (Lillquist 2007).

A few live trees planted during the historic period of the Tule Lake Unit are still found at the sites. These nonnative hardwood tree species are present at Camp Tulelake and the segregation center site. Western juniper (*Juniperus occidentalis*) is the only native tree species found within the unit: a few scattered individual trees are found within the Peninsula area.

Much of the vegetation present within the unit is not native to the Tule Lake Basin. Cheatgrass (*Bromus tectorum*), an exotic annual grass that displaces native vegetation, is well established throughout the unit, as it is throughout much of the region. In addition to cheatgrass, other species of exotic weeds have been observed within the unit, although no formal plant surveys have been conducted to date. These exotic species include tall tumbled mustard (*Sisymbrium altissimum*), prostrate pigweed (*Amaranthus albus*), and medusahead (*Taeniatherum caput-medusae*).

WILDLIFE AND WILDLIFE HABITAT

No systematic inventory of wildlife species within the unit has been conducted; however, a general understanding of the unit's wildlife resources can be extrapolated from knowledge of habitat, information about wildlife populations on surrounding lands, and incidental wildlife observations.

Mule deer (*Odocoileus hemionus*) are abundant in the Camp Tulelake and Peninsula areas.

Pronghorn (*Antilocapra americana*) have been observed in the vicinity of, but outside, the unit. Small mammals are common; the most abundant species include black-tailed jackrabbit (*Lepus californicus*), Belding's ground squirrel (*Urocitellus beldingi*), and California ground squirrel (*Otospermophilus beecheyi*). Bushy-tailed woodrat (*Neotoma cinerea*) and California kangaroo rat (*Dipodomys californicus*) are also likely present within the unit, as well as several species of shrews and voles. Predators such as coyotes (*Canis latrans*) have been observed within the unit, and others species such as mountain lion (*Puma concolor*), bobcat (*Lynx rufus*), and gray fox (*Urocyon cinereoargenteus*) have been observed in proximity to the unit (NPS 2016a).

Two reptile species have been observed within the unit: Great Basin fence lizard (*Sceloporus occidentalis longipes*) and Western skink (*Eumeces skiltonianus*), and several reptile and amphibian species are possible, although unconfirmed. These species include western rattlesnake (*Crotalus viridis*), gopher snake (*Pituophis catenifer*), and possibly the Pacific chorus frog (*Pseudacris regilla*).

The unit is also home to a variety of upland birds and birds of prey; this is particularly true for Camp Tulelake and the Peninsula, which are part of the Tule Lake National Wildlife Refuge. These areas contain suitable habitat for species ranging from Western meadowlark (*Sturnella neglecta*) and cliff swallow (*Petrochelidon pyrrhonota*) to red-tailed hawk (*Buteo jamaicensis*), American kestrel (*Falco sparverius*), and great horned owl (*Bubo virginianus*). When the Peninsula area was transferred from the Bureau of Reclamation to the U.S. Fish and Wildlife Service, the rationale focused on the need to protect wildlife resources, specifically nesting raptors such as prairie falcon (*Falco mexicanus*) and migrating raptors including peregrine falcon (*Falco peregrinus*), golden eagle (*Aquila chrysaetos*), and bald eagle (*Haliaeetus leucocephalus*) (USFWS 1979).

THREATENED AND ENDANGERED SPECIES

There is no documentation of the presence of federally listed threatened or endangered species within the Tule Lake Unit.

The Tule Lake Unit is located within the historical range of the greater sage-grouse (*Centrocercus urophasianus*). In response to eight separate petitions to list the greater sage-grouse throughout all or a portion of its range, the USFWS released a Notice of 12-Month Petition Finding in October 2015 stating that federal listing is not warranted at this time (USFWS 2015). The population nearest the Tule Lake Unit is 15 miles to the east, within the Clear Lake National Wildlife Refuge.



[Top to bottom] **1.** The fence surrounding the segregation center site. **2.** Waysides installed at the Camp Tulelake barracks. Both photos: NPS.

Although the bald eagle was removed from the federal Endangered Species list in 2007, it is still protected under the Bald and Golden Eagle Protection Act and the Migratory Bird Treaty Act. Although suitable nesting habitat is unlikely within the unit, it is possible that bald eagles may roost or forage within the unit.

VISITOR USE AND EXPERIENCE

Visitor Use: Recreation

PUBLIC ACCESS

Public access to the segregation center site and Camp Tulelake is limited to ranger-guided programs, which are capped at 10 people in each building at a time. At the segregation center, rangers lead visitors into the jail building, and at Camp Tulelake, visitors are brought to a wayside exhibit outside the barracks building. The gates leading to both sites are closed and locked at all other times. The Peninsula is closed to public access except by special use permit from the USFWS for ranger-led tours limited to 15 people, for special events including the Pilgrimage, and for research.

Access Use Plan

As of 2014, the NPS maintains an access plan for the Tule Lake Unit's remaining structures. The condition of historic structures varies in terms of safety and protection, so a well-communicated plan was necessary until decisions were made regarding each building's future use as part of the unit.

Some of the facilities are available for ranger-led public tours, some are open to limited access by necessary NPS employees due to safety concerns, some have been put into administrative use for NPS equipment and storage, and others have been deemed unsafe to enter by visitors and employees. The primary purpose of these interim guidelines is to protect people from being injured in the hazardous buildings and protect the historic buildings and related resources from further degradation until they can be stabilized, documented, and protected.

TABLE 4.1: LEVELS OF ACCESS FOR HISTORIC STRUCTURES IN THE TULE LAKE UNIT INTERIM ACCESS PLAN

TULE LAKE	ACCESS
NEWELL/SEGREGATION CENTER	
Segregation Center Site	Ranger-led
Jail (Bldg. # 366)	Ranger-led
Blue Garage (Bldg. # 104)	Closed to public
Silver Garage (Bldg. # 103)	Closed to public
Gas Station (Bldg. # 105-I)	Closed to all
Warehouse (Bldg. # 208)	Closed to all
Caltrans-owned land	Ranger-led
Carpenter and Paint Shop (Bldg. #76)	Ranger-led
Ditch Rider House	Closed to public
CAMP TULELAKE	
Camp Tulelake Area—Hill Road Pullout	Public access
Camp Tulelake Area	Ranger-led
Pump House	Closed to all
Barracks—South Wing	Closed to public
Barracks—North Wing	Closed to public
The Shop	Closed to all
Mess Hall	Closed to all
Lumber Storage/Paint Shop	Closed to all

VISITOR USE PATTERNS AND TRENDS

The National Park Service reports visitor use as recreation visits. A recreation visit is one person entering a park for any part of a day for the purpose of recreation. One person may be counted as a “visit” more than once if he/she enters the park at more than one location or attends more than one ranger-guided tour or program, thus the use of the term “recreation visit.”

Tule Lake has limited information regarding visitor patterns and trends. Since 2009 Tule Lake Unit staff has collected visitor use data for the Tulelake-Butte Valley Fairgrounds contact station visits, informal interpretation, ranger-guided tours, special events, and community programs. Using the total visitor contacts for these categories, Tule Lake visitation has increased from 2,709 individuals a year in

2009 to 8,810 in 2015. Sixty-three percent of visitors to the contact station in the Tulelake Fairgrounds attend at least one ranger-guided program, which gives them access to the Tule Lake Segregation Center jail and/or to Camp Tulelake, depending on the program.

Compared to Lava Beds National Monument’s visitation statistics, Tule Lake’s visitation is low. Lava Beds, which covers 46,692 acres, provides recreation opportunities among the largest concentration of lava tube caves in the continental U.S. Lava Beds National Monument is also home to major sites related to the Modoc War of 1872–73. The monument averages approximately 135,000 annual visits, with most occurring between June and September.

HERITAGE TOURISM AND LOCAL TOURISM

According to the National Trust for Historic Preservation, cultural heritage tourism is defined as “traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present. It includes cultural, historic and natural resources” (National Trust for Historic Preservation 2016). The Tule Lake Unit is a heritage tourism site, as it represents a significant chapter of American history and is of interest to the general public.

Within the Tule Lake/Klamath River Basin region there are several other areas of cultural heritage interest, such as the Tulelake-Butte Valley Fairgrounds Museum, the Emigrant Trail Scenic Byway, the Tule Lake National Wildlife Refuge, and local and county museums. Lava Beds National Monument is also considered a cultural heritage tourism site for its Modoc cultural history. This includes both Modoc War historical sites and traditional use sites, such as part of the historic shoreline of Tule Lake and Petroglyph Point, which is home to the largest concentration of American Indian rock art in California.

Visitor Experience: Scenic Resources

The unit's visual and scenic resources are evaluated at three spatial-political scales: region, county, and site-specific. General visual character is discussed at the regional scale without reference to historic visual quality. However, at the county and site scales, the contemporary visual character is compared to historic visual character because these local scales strongly relate to the historic spatial context of the segregation center. The visual quality of lands surrounding the unit has a strong influence on visitor experience because the 37-acre segregation center parcel is only a small fraction of the original WRA center site.

REGIONAL: NORTHEASTERN CALIFORNIA/SOUTH-CENTRAL OREGON

The region is characterized by an open, high desert landscape dominated by the forms and patterns of agricultural use. The area is one of productive farmland. Many miles of fields, farms, irrigation canals, secondary roads, and small towns dominate this rural setting, and collectively they visually organize the large landscape scale into more discrete units.

Natural systems, indigenous vegetation, and unusual geologic features also create the unique scenic character of the local area. Sagebrush grasslands represent the predominant native plant community types and occur on surrounding buttes and lands not in agricultural use. The openness of the high desert landscape has often led to a perception and characterization of the land as being "barren," although it is rich in species diversity.

The overall scenic character is relatively consistent with the condition of the landscape in the 1940s, since the primary change has been an increase in irrigated farmland. There has been a modest increase in area infrastructure, particularly the paving of area roads. Key visual qualities, such as the vast open space, agricultural use, and regional vegetation and geologic features are important characteristics that carry over from the historic period. The region continues to have a low population, and development density largely retains the remote feel and openness of a high desert landscape.



The expansive viewshed surrounding the Tule Lake Unit. Photo: NPS.

TULE LAKE UNIT

The unit recognizes that its viewsheds are an important natural, cultural, and scenic resource, and the preservation of this resource is important for the public's enjoyment. The Tule Lake Unit's scenic viewsheds include dramatic geologic features such as lava flows and cinder cones and sweeping panoramic views of the surrounding landscape, including Mt. Shasta, the Peninsula, Horse Mountain, the Warner Mountains, and more. Many of these panoramic views extend out over the entire Tule Lake Basin, where one can see irrigated farmland, lakes, canals, grain elevators, barns, and other rural agricultural development. These are significant because they are similar to the views that incarcerated experienced during WWII.

Along the southern boundary of the segregation center site, views are dominated by the Peninsula, with adjacent open sagebrush and rabbitbrush shrub and grasslands. Surrounding agricultural lands are visible, and the dramatic vertical cliff face of the Peninsula is especially prominent. Views from the Peninsula itself are far-reaching and important to conveying the historical footprint of the camp. The viewshed surrounding Camp

Tulelake includes Sheepy Ridge to the west and views of the Tule Lake Basin.

Although the visual and physical context of the unit is markedly unchanged from the segregation center period, much of the built forms, organization, and original spatial extents of the camp exhibit modifications. Most of the original center lands are now incorporated into the town of Newell, or are farmland. The 37 acres that comprise the main area of the unit are just a fraction of the original size of the camp. The unit boundary does not include any of the land on which the residential blocks were situated, and the barracks that were constructed in these blocks have been removed. As a result of the loss of both structures and land that the camp covered, it is difficult for visitors to visualize the built form and spatial organization of the historic camp.

Visitor Experience: Education, Interpretation, and Understanding

INTERPRETATION

The interpretive program for the Tule Lake Unit is co-managed by Lava Beds



The agricultural landscape surrounding the Tule Lake Unit. Photo: NPS.

National Monument, and consists of one seasonal interpreter and one to two seasonal interns stationed at the Tule Lake visitor contact center at the Tulelake-Butte Valley Fairgrounds.

Visitor Contact Station

A temporary contact station is located within the Tulelake-Butte Valley Fairgrounds office/museum and is staffed daily by the NPS from Memorial Day through Labor Day. Established in 2009, this contact station welcomes an average 5,000 visitors annually. Three internal exhibit panels on display provide a brief overview of the history of the Tule Lake Segregation Center, Camp Tulelake, and the entire WWII Valor in the Pacific National Monument. Here visitors can see a partial barrack, an original guard tower cupola, and various artifacts from the camp that are managed, owned, and displayed by the fairgrounds museum.

Interpretive Programs

The Tule Lake Unit provides scheduled interpretive programs during the summer and on demand during the offseason, if staff is available. These programs are currently given both at public sites and on private property in the community of Newell and at the Camp Tulelake site. Currently, interpretive programs provide a broad overview of the segregation story, and visitors can tour key locations and structures with a ranger, including the segregation center jail and Camp Tulelake barracks. An average of 63% of visitors attend a formal interpretive program.

Non-personal Services: Exhibits, Guides, Publications, and Social Media

Two large introductory waysides and bulletin boards are located at the gated entrances of Camp Tulelake and the segregation center jail: these provide a basic Tule Lake Unit overview as well as maps and tour information. There are four waysides at Camp Tulelake, and one at the segregation center site.

Three interpretive site bulletins from Manzanar National Historic Site were adapted for use at the Tule Lake Unit. Staff also created three new site bulletins, which focus on the Tule Lake Segregation Center and Camp

Tulelake. The Tule Lake Unit manages an NPS website and maintains a social media presence through Facebook and Twitter.

SPECIAL EVENTS, INTERPRETIVE PARTNERS, AND OUTREACH PROGRAMS

Tule Lake Unit staff also attend several community outreach events where visitors can acquire site bulletins, read traveling information panels, and, depending on the event, view a 1/3-scale replica of a guard tower. The Tule Lake Unit has partnered with the Lava Beds Natural History Association and the Tulelake-Butte Valley Fair Board to provide limited visitor services in the form of bookstore items. The U.S. Fish and Wildlife Service also partners with the NPS in limited interpretive activities, training, and media creation for the Tule Lake Unit.

Pilgrimages

The Tule Lake Pilgrimage, which is coordinated biennially by the Tule Lake Committee, is the primary special event that takes place at the Tule Lake Unit. Pilgrimages to the site by former incarcerated and their families and friends first began in 1974, and this four-day program serves as a formal way to remember the events, honor those who experienced them, educate younger participants, and reflect on the significance of the incarceration as it relates to civil and constitutional rights.

NPS staff assists with pilgrimage activities and with providing access to the unit during the pilgrimage weekend, including tours of the segregation center site and Camp Tulelake, approved visits to private property, and a hike to the top of the Peninsula. In addition to the onsite activities, pilgrimage attendees also spend a day participating in group workshops, intergenerational discussion groups, and performances at the Oregon Institute of Technology in Klamath Falls. Each pilgrimage attracts between 300 and 400 individuals from around the country.

EDUCATION

The Tule Lake Unit's education program consists of three components: onsite field trips, in-class visits to local schools, and education kits. Onsite field trips are provided on request when staffing allows, as they require assistance from interns and volunteers.

In 2013, a new education program called Teacher-Ranger-Teacher was initiated, in which a teacher from the local region is selected to create two education kits to meet elementary (3rd–6th grade) and high school (9th–12th grade) Common Core standards. These kits focus on the history of the Tule Lake Segregation Center and the impact the related historical events had on the nation.

LAND USE AND OWNERSHIP PATTERNS

The original 6,110-acre segregation center is now occupied by the unincorporated town of Newell, Caltrans, the Tulelake Municipal Airport, and privately owned agricultural land and homes. Major landholders in the area include the U.S. Fish and Wildlife Service, Bureau of Reclamation, Bureau of Land Management, Tulelake Irrigation District, California Department of Transportation (Caltrans), Modoc County, Tulelake Growers Association, City of Tulelake, Tulelake Municipal Airport and Macy's Flying Service, Newell Potato Cooperative, Newell Water



[Top to bottom]. **1.** The Tulelake-Butte Valley Fairgrounds currently hosts a small visitor contact station during the summer, with exhibits including this guard tower cupola. **2.** California historical landmark plaque. **3.** Tour of the jail during the 2014 pilgrimage. **4.** Memorial ceremony, 2014 Tule Lake Pilgrimage. All photos: NPS.

District, the Flying Goose Lodges subdivision with a number of owners and renters, Homestead Market, Tulelake School District, Newell Rural Fire, Boyd's Feedlot, and more.

In 2013 a portion of the original segregation center was transferred to the National Park Service from the U.S. Bureau of Reclamation, the U.S. Bureau of Land Management, and the California Department of Transportation (Caltrans). Previous tenants (Caltrans and the Tulelake Irrigation District) moved off this land as part of the transfer. Caltrans continues to own 2.37 acres within the Tule Lake Unit boundary.

The Camp Tulelake site is owned and administered by the U.S. Fish and Wildlife Service and co-managed with the NPS. The National Park Service manages resources and is responsible for interpretation.

The Peninsula has been owned and administered by the USFWS since 1980, when it was transferred from the Bureau of Reclamation to protect wildlife resources. It is surrounded by private property, mostly agricultural, and is closed to public access except through limited NPS-led tours or by permit or agreement, in order to protect sensitive raptor habitat.

UNIT OPERATIONS

Existing administration and operations for the unit are co-managed by Lava Beds National Monument staff, headquartered approximately 30 miles from the segregation center site. Staff provide support to the unit for administration and operations, planning efforts, grounds upkeep, historic structure maintenance and stabilization, seasonal visitor contact presence, historic research, curatorial support, oral histories, and interpretive activities.

FACILITIES

Segregation Center

Infrastructure at the segregation center site is limited to the historic buildings. Most are surrounded by a locked fence and only the jail is available for visitation through ranger-guided tours. The jail has a large gravel parking lot and seasonal portable toilet in the vicinity. Two of the three motor pool buildings are currently used for the unit's storage.

Camp Tulelake

The Camp Tulelake site includes six historic buildings and features located behind a locked fence. A large gravel parking lot, a seasonal portable toilet, and picnic tables support visitation. The only building interior open to the public (through ranger-guided programs) is the north wing of the barracks building, which can be entered via an accessible ramp. The other buildings are in various states of structural decay.

Peninsula

Though limited access to the Peninsula has been allowed for the biennial Tule Lake Pilgrimage, the entire area is currently closed to visitation by the U.S. Fish and Wildlife Service, except by guided tour.

CIRCULATION, ROADS, AND PARKING

Roads and Highways

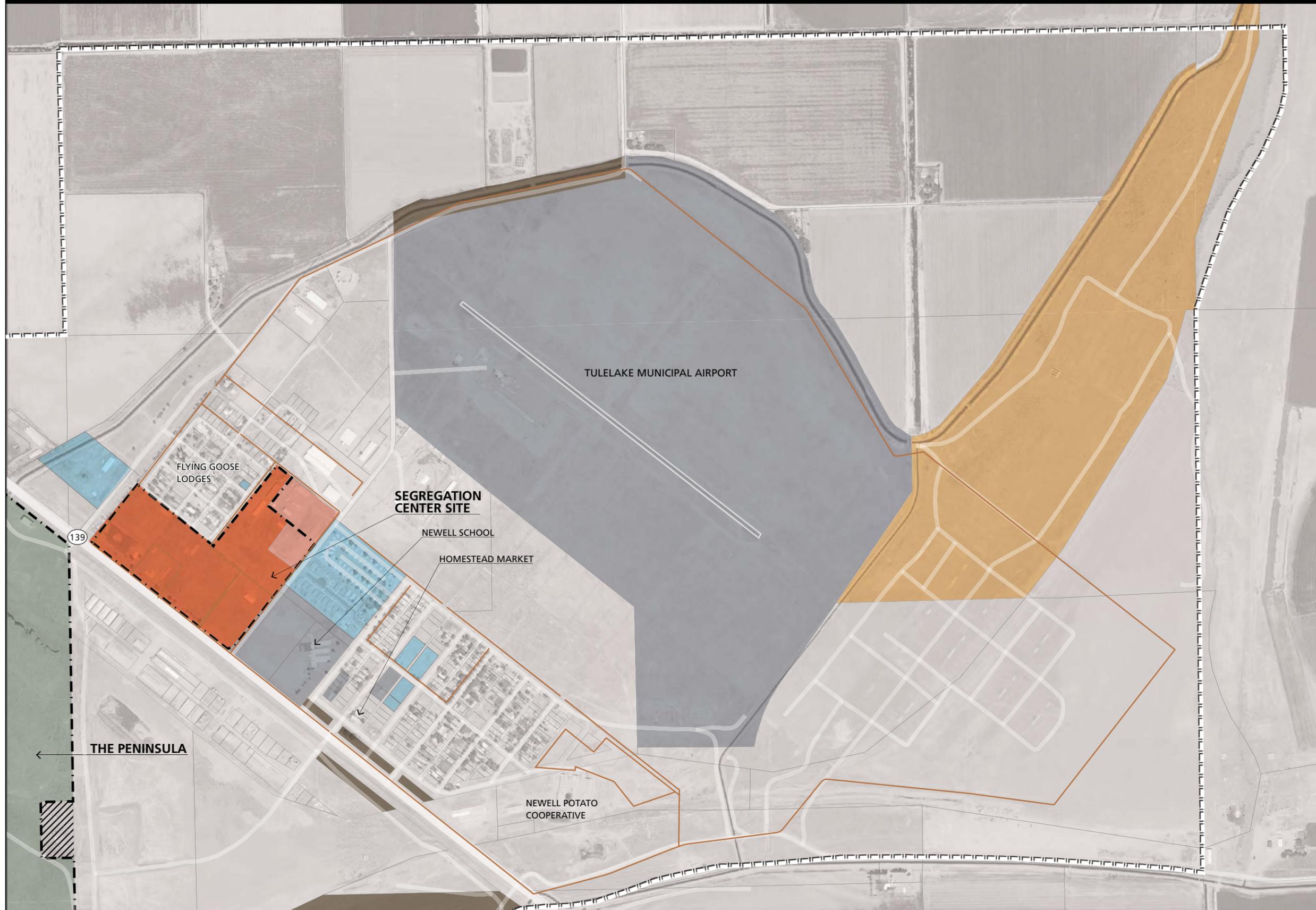
The segregation center site and Peninsula are located on SR 139 and County Road 176, approximately 7 miles southeast of Tulelake, CA. There is an entrance to the jail on County Road 176 and an entrance to the ditch rider house and the carpenter shop off SR 139.

The current circulation system within the unit largely follows the historic roads of the original center. There are no paved roads or parking areas within the boundary of the segregation center site, only gravel access roads to the structures. Parking is limited

Figure 13: Landownership—Newell

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA

National Park Service
U.S. Department of the Interior



- Unit Boundary
- Historic Segregation Center Boundary
- National Park Service
- U.S. Fish and Wildlife Service
- Caltrans
- California Dept. of Fish and Wildlife
- Bureau of Land Management
- U.S. Bureau of Reclamation
- Modoc County
- Municipal
- Airport Runway
- Present-day Road
- Former Fence Location

FLYING GOOSE LODGES

SEGREGATION CENTER SITE

NEWELL SCHOOL

HOMESTEAD MARKET

TULELAKE MUNICIPAL AIRPORT

139

THE PENINSULA

NEWELL POTATO COOPERATIVE

Produced by: NPS-PWR GIS and Planning
Date created: April 2016
Data sources:
NPS—Buildings, historic camp features, unit boundary
U.S. Census Bureau—Roads
Farm Service Agency—Aerial photo



to spaces for a few vehicles at the carpenter shop, and a gravel parking area, which can accommodate up to 10 vehicles and provides space for a bus turnaround at the jail.

Camp Tulelake is located on Hill Road, approximately 2 miles south of the intersection of Hill Road and Stateline Road (State Highway 161). There are no paved roads or parking areas within the Camp Tulelake area; circulation within this area is by gravel roads and bisects the historic building alignments. A parking area is located on the north side of the barracks building and can accommodate approximately five vehicles.

Utility Systems

At present there are no utilities connected to any of the historic buildings on site; however at the segregation center site, city electric, water, and sewer infrastructure is in place to the silver garage and the ditch rider house and could be utilized if the NPS completes the necessary utility connections.

Signs

Directional signs are in place along SR 139, but confusion persists due to the use of the official “World War II Valor in the Pacific National Monument” title. Many do not know what the signs mean. For those who turn into the jail or Camp Tulelake, a bulletin board provides only minimal information. The boundary lines are denoted by locked wire fences at Camp Tulelake and the segregation center site.

HAZARDOUS MATERIALS

The various uses over time at the Tule Lake Unit have produced materials known or suspected to be hazardous. However, a thorough inventory of potential hazardous substances present within the unit does not exist.

Segregation Center

A phase 1 and 2 environmental site assessment has been completed by the Bureau of Reclamation and Caltrans as part of the

land transfer to the National Park Service. While this report provides an overview of potential environmental concerns, both past and present, the environmental assessment is limited by the availability of information at the time of assessment. It is possible that unreported disposal of waste, impairing the environmental status of the property, may have occurred but is not identified.

The site was found to have lead-contaminated soil above the acceptable levels identified by the state of California and U.S. Environmental Protection Agency. No other information was discovered during this assessment indicating release or threatened release of hazardous substances per 40 CFR §312.21. Groundwater testing from the Newell County Water System has not identified any groundwater contamination.

In 1998 a supplemental site investigation report for the Newell Maintenance Station was conducted for the California Department of Transportation. This 2.37-acre site is now included in the segregation center portion of the unit. The objective of the 1998 Caltrans report was to provide additional information regarding potential petroleum hydrocarbon impacts to soil and groundwater resulting from releases from former underground storage tank refueling facilities at the Caltrans Newell Maintenance Station facility. A number of soil and groundwater samples were collected from the area and analyzed as part of this investigation. The report identified the parcel as a “Low Risk Groundwater Site” and concluded that no further clean-up actions were necessary.

A complete inventory of subsurface materials does not exist. If they are still remaining on site, some of the materials used and wastes generated could pose the threat of environmental hazards.

Camp Tulelake

Significant storage of pesticides, herbicides, fertilizers, and other agricultural chemicals has occurred at Camp Tulelake. In the mid-1990s, the U.S. Fish and Wildlife Service initiated cleanup of known hazardous materials. It is

unknown what spillage and contamination may have occurred from the storage of these chemicals. Funding is being requested for a phase 1 and 2 environmental site assessment, which is used to determine the presence and extent of remaining hazardous materials.

The former shooting range is known to be contaminated with lead from ammunition: a soil investigation summary report for the range was conducted by the USFWS in 2015, and the USFWS plans to implement a clean-up in the near future.

Peninsula

There have been no environmental assessments completed for hazardous materials at the Peninsula site. Past use has not indicated any obvious hazardous material production or storage sites. Illegal dumping of materials presents the most likely source of hazardous materials, but no known sites exist.

SOCIOECONOMIC FACTORS

Regional Socioeconomics

LOCATION

The largest town in close proximity to the unit, Tulelake sits in Siskiyou County between Newell and Camp Tulelake and provides limited services. Tulelake has a population of 1,010, while Newell has a population of 449 (U.S. Census Bureau 2016b). Across the Oregon border, Klamath Falls serves as a larger gateway community, with many more food and lodging options. Klamath Falls has a population of 20,840 (U.S. Census Bureau 2015b) and is about 35 miles from Newell.

State Route 139 is a major route in northeastern California and connects the towns of Klamath Falls, Merrill, Tulelake, Newell, and Susanville, while also serving as a route to Alturas, California, and Reno, Nevada. Because the Tule Lake Unit sits directly on this route, many visitors stop at the site while passing through the region or on their way to other nearby recreational areas, such as Lava Beds National Monument

and the Tule Lake National Wildlife Refuge. Recreational visitors, including hunters, birders, and outdoor enthusiasts are attracted to these opportunities and contribute to the local economy by purchasing food, lodging, and supplies.

POPULATION

Modoc and Siskiyou counties are predominantly rural. The two counties had a combined population of 54,586 in 2010 (see Table 4.2: Population). Local population centers include the towns of Alturas, Yreka, Mount Shasta, and Weed.

Siskiyou County has a total estimated population of 43,799 residents (U.S. Census Bureau n.d.: 2014 estimate; 44,900 in 2010 census). The city of Yreka is the largest population center with 7,605 estimated residents (U.S. Census Bureau 2015e: 2013 estimate; 7,765 in 2010 census).

Modoc County has a total estimated population of 9,147 residents (U.S. Census Bureau 2015d: 2013 estimate; 9,686 in 2010 census). The city of Alturas is the largest population center with 2,827 residents (U.S. Census Bureau 2015a).

TABLE 4.2: POPULATION

POPULATION			
COUNTIES	YEAR 2000	YEAR 2010	% CHANGE 2000 TO 2010
Modoc County	9,449	9,686	2.5
Siskiyou County	44,301	44,900	1.4
CITIES	YEAR 2000	YEAR 2010	% CHANGE 2000 TO 2010
Alturas	2,892	2,827	-2.2
Yreka	7,290	7,765	6.5
CALIFORNIA	33,871,648	37,253,956	10.0

Source: U.S. Census Bureau 2016d

In future years, the population of Modoc and Siskiyou counties is expected to grow at a much lower rate than California, as shown in table 4.3. Modoc County is estimated to grow to a population of 9,691 residents by 2020 and 9,852 by 2030, which represents a 1.7 percent change from 2010. Siskiyou County is projected to grow to a population of 46,217 residents by 2020 and 47,013 by 2030, which represents a 4.7 percent increase from 2010. The population of California is projected to grow by 18.3 percent during this time period.

TABLE 4.3: POPULATION PROJECTIONS

PROJECTED POPULATION THROUGH 2030				
COUNTIES	YEAR 2010	YEAR 2020	YEAR 2030	% CHANGE 2010 TO 2030
Modoc County	9,686	9,691	9,852	1.7
Siskiyou County	44,900	46,217	47,013	4.7
CALIFORNIA	37,253,959	40,619,346	44,085,600	18.3

Source: California Department of Finance, Demographic Research Unit, 2016

ETHNICITY

For Modoc and Siskiyou counties combined, the single largest U.S. Census-identified race in the affected area is White (84.5%) at 46,114 individuals in 2010. American Indian/Alaskan Native was the second largest race in the two counties (4%) at 2,184 individuals. Hispanic/Latino ethnicities comprised 10.9% of all residents in the two counties according to official Census figures; however, residents identifying as Hispanic/Latino make up 60% of the population of both Newell and Tulelake (U.S. Census Bureau 2016a, 2016b). The proportion of White residents in Modoc and Siskiyou counties is significantly higher than that of the entire state of California (57.6% in 2010 Census). The American Indian/Alaskan Native race is notably higher in the two counties than throughout the state on average (0.4%), while Hispanic/Latino ethnic proportions for the two counties are lower than state figures (37.6%).

TABLE 4.4: RACE AND ETHNICITY OF MODOC AND SISKIYOU COUNTIES

RACE AND ETHNICITY			
RACE	MODOC COUNTY (N= 9,686/%)	SISKIYOU COUNTY (N=44,900/%)	COMBINED (N=54,586/%)
White	8,084/83.5	38,030/84.7	46,114/84.5
Black or African American	82/0.8	571/1.3	653/1.2
American Indian and Alaska Native	370/3.8	1,814/4.0	2184/4.0
Asian	78/0.8	540/1.2	618/1.1
Native Hawaiian and Other Pacific Islander	21/0.2	80/0.2	101/0.2
Some Other Race	680/7.0	1,491/3.3	2,171/4.0
ETHNICITY	MODOC COUNTY (N= 9,686/%)	SISKIYOU COUNTY (N=44,900/%)	COMBINED (N=54,586/%)
Hispanic or Latino Ethnicity	1,342/13.9	4,615/10.3	5,957/10.9

Source: U.S. Census Bureau 2015c

PERSONAL INCOME

In 2014, California’s per capita personal income (PCPI) was \$48,985. Modoc County had a PCPI of \$40,541 at 82.7% of the state average (see table 4.5). Siskiyou County had a PCPI of \$37,002 at 75.5% of the state average.

TABLE 4.5: PER CAPITA PERSONAL INCOME

PER CAPITA PERSONAL INCOME				
AREA	2012	2014	% OF STATE AVERAGE, 2014	STATE RANK IN 2014 (OUT OF 58 COUNTIES)
Modoc County	37,294	40,541	82.7	31
Siskiyou County	34,289	37,002	75.5	41
California	47,614	48,985		
United States	43,332	44,764		

Source: U.S. Department of Commerce, Bureau of Economic Analysis, 2015

The total personal income for the two-county region was more than \$1.98 billion in the year 2014. This figure represents only a small percentage (0.1%) of the total personal income for California (U.S. Department of Commerce 2016).

EMPLOYMENT

Unemployment rates in the regional counties have been higher than both state and national rates from 2000 to 2010 (See table 4.6). Unemployment rates in Modoc and Siskiyou counties increased significantly over that 10-year period, though at a slower rate than state and national trends. Newer data from 2013 indicate that the unemployment rates for these counties have decreased slightly.

TABLE 4.6: UNEMPLOYMENT RATES

UNEMPLOYMENT RATES					
COUNTIES	2000 (%)	2010 (%)	RATE CHANGE 2000 TO 2010 (%)	2014 (%)	RATE CHANGE 2010 TO 2013
Modoc County	7.5	15.2	+103	10.5	-31
Siskiyou County	7.5	16.9	+125	11.3	-33
California	5.0	12.2	+144		
United States	4.0	9.6	+140		

Source: U.S. Department of Labor, Bureau of Labor Statistics, 2016

POVERTY

In 2010 the national average percentage of persons living in poverty was 14.9% (see Table 4.7: Poverty Rates). The poverty rates for California were slightly higher than the national rate. For 2010, the poverty rates in Modoc and Siskiyou counties were significantly higher than national and state rates; however, the percent increase in poverty rate from 2000 to 2010 at the national level was much higher than the increase for the two regional counties. Modoc County saw a small decrease in the number of individuals meeting the U.S. Census criteria on poverty during this time.

TABLE 4.7: POVERTY RATES

POVERTY RATES			
COUNTIES	2000 AVERAGE (%)	2010 (%)	RATE CHANGE 2000 TO 2010 (%)
Modoc County	21.5	19.9	-7.4
Siskiyou County	18.6	19.6	+5.4
California	14.2	15.3	+7.7
United States	12.4	14.9	+20

Source: U.S. Census Bureau 2016c

REGIONAL TOURISM

While the nearby Lava Beds National Monument drew over 135,000 visitors and added about \$6,000,000 in economic benefits to the regional economy in 2014, the Tule Lake Unit's regional economic footprint is currently much smaller. Very low visitation rates—owing to the fact that the unit is closed except by guided tour—and a minimal budget currently prevent the unit from making a larger contribution to the economic well-being of the area.

カバト色紙
七

我々の敵
あかハレ
七

Japanese writing from World War II survives inside the Camp Tulelake barracks. Photo: NPS.

ENVIRONMENTAL CONSEQUENCES



No sound of insects
segregation center
moonlit window—alone

—Haiku by Hyakuissei Okamoto



A thaw transformed the streets and firebreaks into seas of mud, February 1943. Photo: Francis Stewart, NARA.

CHAPTER 5: ENVIRONMENTAL CONSEQUENCES

This chapter analyzes both beneficial and adverse impacts that would result from implementing any of the alternatives considered in this EA. This chapter also includes methods used to analyze direct, indirect, and cumulative impacts. A summary of the environmental consequences for each alternative is provided in table 3.8, which can be found in Chapter 3: Alternatives.

The resource topics presented in this chapter and the organization of the topics correspond to the resource discussions contained in Chapter 4: Affected Environment.

GENERAL METHODOLOGY FOR ANALYZING IMPACTS

In accordance with Council on Environmental Quality (CEQ) regulations, direct, indirect, and cumulative impacts are described (40 CFR 1502.16) and the impacts are assessed in terms of context and intensity (40 CFR 1508.27). Where appropriate, mitigating measures for adverse impacts are also described and incorporated into the evaluation of impacts. The specific methods used to assess impacts for each resource may vary; therefore, these methodologies are described under each impact topic.

TYPE OF IMPACT

Impacts are discussed by type, as follows (the terms “impact” and “effect” are used interchangeably throughout this document):

Direct: Impacts that would occur as a result of the proposed action at the same time and place of implementation (40 CFR 1508.8).

Indirect: Impacts that would occur as a result of the proposed action but later in time or farther in distance from the action (40 CFR 1508.8).

Adverse: An impact that causes an unfavorable result to the resource when compared to the existing conditions.

Beneficial: An impact that would result in a positive change to the resource when compared to the existing conditions.

CUMULATIVE IMPACT ANALYSIS METHODOLOGY

Cumulative impacts are defined as “the impact on the environment which results from the incremental impact of the action when added to other past, present, or reasonably foreseeable future actions regardless of what agency (federal or nonfederal) or person undertakes such other actions” (40 CFR 1508.7). As stated in the CEQ handbook, *Considering Cumulative Effects under the National Environmental Policy Act* (CEQ 1997), cumulative impacts need to be analyzed in terms of the specific resource, ecosystem, and human community being affected and should focus on impacts that are truly meaningful. Cumulative impacts are considered for all alternatives, including alternative A, the no-action alternative.

Cumulative impacts were determined for each affected resource by combining the impacts of the alternative being analyzed and other past, present, and reasonably foreseeable actions that would also result in beneficial or adverse impacts. Because some of these actions are in the early planning stages, the evaluation of the cumulative impact is based on a general description of the projects. These actions were identified through the internal and external project scoping processes.

Past, Present, and Reasonably Foreseeable Actions

In defining the contribution of each alternative to cumulative impacts, the following terminology is used:

Imperceptible: The incremental effect contributed by the alternative to the overall cumulative impact is such a small increment that it is impossible or extremely difficult to discern.

Noticeable: The incremental effect contributed by the alternative, while evident and observable, is still relatively small in proportion to the overall cumulative impact.

Appreciable: The incremental effect contributed by the alternative constitutes a large portion of the overall cumulative impact.

Assessing Impacts Using CEQ Criteria

The impacts of the alternatives are assessed using the CEQ definition of “significantly” (1508.27), which requires consideration of both context and intensity:

(a) Context—This means that the significance of an action must be analyzed in several contexts, such as society as a whole (human, national), the affected region, the affected interests, and the locality. Significance varies with the setting of the proposed action. For instance, in the case of a site-specific action, significance would usually depend upon the effects in the locale rather than in the world as a whole. Both short- and long-term effects are relevant.

(b) Intensity—This refers to the severity of impact. Responsible officials must bear in mind that more than one agency may make decisions about partial aspects of a major action. The following should be considered in evaluating intensity:

1. Impacts that may be both beneficial and adverse. A significant effect may exist even if the federal agency believes that on balance the effect would be beneficial.
2. The degree to which the proposed action affects public health or safety.

3. Unique characteristics of the geographic area such as proximity to historic or cultural resources, parklands, prime farmlands, wetland, wild and scenic rivers, or ecologically critical areas.
4. The degree to which the effects on the quality of the human environment are likely to be highly controversial.
5. The degree to which the possible effects on the human environment are highly uncertain or involve unique or unknown risks.
6. The degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration.
7. Whether the action is related to other actions with individually insignificant but cumulatively significant impacts. Significance exists if it is reasonable to anticipate a cumulatively significant impact on the environment. Significance cannot be avoided by terming an action temporary or by breaking it down into small component parts.
8. The degree to which the action may adversely affect districts, sites, highways, structures, or objects listed in or eligible for listing in the National Register of Historic Places or may cause loss or destruction of significant scientific, cultural, or historical resources.
9. The degree to which the action may adversely affect an endangered or threatened species or its habitat that has been determined to be critical under the Endangered Species Act of 1973.
10. Whether the action threatens a violation of federal, state, or local law or requirements imposed for the protection of the environment.

For each impact topic analyzed, an assessment of the potential significance of the impacts according to context and intensity is provided

in the Conclusion section that follows the discussion of the impacts under each alternative. Resource-specific context, if needed, is presented in the Methodologies section under each resource topic and applies across all alternatives. Intensity of the impacts is presented using the relevant factors from the list in (b) above. Intensity factors that do not apply to a given resource topic and/or alternative are not discussed.

MITIGATION MEASURES

Mitigation measures are the practicable and appropriate methods that would be used to avoid and/or minimize harm to the unit's natural, cultural, visitor, and socioeconomic resources. These mitigation measures have been developed based on existing laws and regulations, best management practices, conservation measures, and other known techniques from past and present work.

The GMP provides a management framework for the unit. Within this broad context, the following measures will be used to minimize potential impacts from the implementation of the selected alternative. These measures will be applied subject to funding and staffing levels. Additional mitigation measures will be identified as part of implementation planning and for individual projects to further minimize resource impacts.

Management and Protection of Cultural Resources

- Pursue strategies to protect cultural resources, including museum collections and archeological, historic, ethnographic, and archival resources, while encouraging visitors and employees to recognize and understand their value.
- Avoid adverse impacts to properties determined eligible for listing in the National Register of Historic Places. If adverse impacts cannot be avoided, mitigation will be developed in consultation with the SHPO, tribes,

and other consulting parties pursuant to 36 CFR § Part 800, the implementing regulations for the National Historic Preservation Act.

ARCHEOLOGICAL RESOURCES

- Known archeological sites will be periodically monitored to track their condition, identify any new or emerging threats, and identify any treatment measures necessary for their preservation and protection.
- Consultation with traditionally associated American Indian tribes and groups will help inform managers of the traditional cultural and religious significance of these resources and other associated communities.
- Archeological surveys will precede ground-disturbance required for new construction or other management activities. Known archeological resources will be avoided to the greatest extent possible.
- If previously unknown archeological resources are discovered during any project work, work in the immediate vicinity of the discovery will be halted until the resources could be identified, evaluated, and documented and an appropriate mitigation strategy could be developed, if necessary, in consultation with the state historic preservation office and associated American Indian tribes and groups.
- If previously unknown archeological resources are discovered as a result of natural processes, these resources will be documented, added to the unit's inventory, stabilized where feasible and appropriate, and included in the periodic monitoring program.

VALUES, TRADITIONS, AND PRACTICES OF TRADITIONALLY ASSOCIATED PEOPLES

- Maintain an active tribal consultation program for identification and evaluation of natural and cultural resources with cultural and religious significance to traditionally associated American Indian tribes and groups, as well as recommendations for management.
- Consult with tribes and tribal groups regarding unit undertakings with the potential to affect resources of cultural and religious significance to ensure tribal perspectives are understood, and adverse effects are avoided or minimized.

HISTORIC RESOURCES

- Documented historic sites, structures, buildings, and landscapes will be periodically monitored to track their condition, identify any new or emerging threats, and identify any treatment measures necessary for their preservation and protection.
- Cyclic maintenance, periodic repair, and rehabilitation of historic buildings, structures, and landscapes will be undertaken in keeping with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* in order to protect and maintain the integrity and significance of the resources.

Management and Protection of Natural Resources

AIR QUALITY

- Minimize NPS vehicle use and emissions and employ the best available control technology.
- Encourage public and commercial tour bus companies to employ transportation methods that reduce emissions.

- Encourage employee carpooling and strive to accommodate employee work schedules to maximize carpooling ability.
- Implement a no idling policy for all government vehicles.
- Coordinate and consolidate NPS vehicle trips to accomplish multiple tasks and carpooling, when possible.
- Implement sustainable practices in unit operations and building designs that minimize energy demands, thus minimizing air pollution emissions.

SOUNDSCAPES

- Implement standard noise abatement measures during unit operations, including: scheduling to minimize impacts in noise-sensitive areas, using the best available noise control techniques, using hydraulically or electrically powered impact tools when feasible, and locating stationary noise sources as far from sensitive habitat and concentrated visitor use areas as possible.
- Locate and design facilities to minimize noise.
- Avoid idling motors when power tools, equipment, and vehicles are not in use.

DARK NIGHT SKIES (LIGHTSCAPES)

- Light only where and when needed.
- When outdoor lighting is needed, install energy-efficient lights equipped with timers and/or motion detectors so that light would only be provided when it is needed to move safely between locations.
- Use low-impact lighting, such as diffused light bulbs, and techniques such as downlighting to prevent light spill and to preserve the natural lightscape.

- Use the minimum brightness needed for a task or activity and install warmer-colored lights to reduce impact on nighttime vision and wildlife.

HYDROLOGIC SYSTEMS AND WATER QUALITY

- For projects requiring ground disturbance, implement erosion control measures as appropriate, including mitigating unnatural discharge into water bodies. Regularly inspect construction equipment and vehicles for leaks of petroleum and other chemicals to prevent water pollution.
- Use bio-lubricants (such as biodiesel and hydraulic fluid) in construction equipment.
- Develop and implement a spill prevention and response plan and acquire supporting equipment.
- Integrate runoff management and mitigation systems into the designs of parking areas near water resources.
- Develop sediment control and prevention plans and implement best management practices for projects that could impact water quality.
- Reduce and reuse wastewater.

SOILS

- Locate new facilities on soils suitable for the type and scale of development proposed.
- Minimize soil erosion by limiting the time that soil is left exposed and by applying other erosion control measures, such as erosion matting, silt fencing, and temporary sedimentation basins in construction areas to reduce erosion, surface scouring, and discharge to water bodies.
- Require all project managers to implement the unit's invasive

plant management prevention and treatment program.

- Once work is completed, revegetate construction areas with appropriate native plants in a timely period according to revegetation plans.

VEGETATION

- Monitor areas used by visitors for signs of native vegetation disturbance. Use public education, revegetation of disturbed areas with native plants, erosion control measures, and barriers to control potential impacts on plants from erosion, trampling, or social trails.
- Minimize size and number of staging areas, overflow parking, and operational impacts to vegetation by delineating these areas and revegetating if necessary.
- Develop revegetation plans for disturbed areas which are consistent with the monument's landscaping plan and require the use of genetically appropriate native species. Revegetation plans will specify species to be used, seed/plant source, seed/plant mixes, site-specific restoration conditions, soil preparation, erosion control, ongoing maintenance and monitoring requirements, etc. Salvaged vegetation will be used to the greatest extent possible.
- Implement an invasive plant prevention, treatment, and management plan focusing on prevention and rapid response. Standard measures could include the following elements: use only weed seed-free materials for road and trail construction, repair, and maintenance; ensure equipment arrives on site free of mud or seed-bearing material; identify areas of invasive or nonnative plants pre-project and treat any populations or infested topsoil before construction (e.g., topsoil segregation, storage, herbicide treatment); when depositing ditch spoils along the roads, limit the movement of material to as close as possible to

the excavation site; scrupulously and regularly inspect areas that serve as introduction points for invasive or nonnative plants; revegetate with genetically appropriate native species; inspect rock and gravel sources to ensure these areas are free of invasive and nonnative plant species; and monitor locations of ground-disturbing operations for at least three years following the completion of projects.

WILDLIFE

- Employ techniques to reduce direct human impacts to wildlife, including visitor education programs, restrictions on visitor and park activities when warranted, development and use of best management practices for management activities (including construction), permit conditions, temporary and/or permanent closures of sensitive sites, and law enforcement patrols.
- Implement measures to reduce adverse effects of nonnative plants and wildlife on native species.
- Protect and preserve critical habitat features, such as rock outcrops, swales, nesting sites, roosting sites, and migration corridors, whenever possible.

SPECIAL STATUS SPECIES

- Mitigation actions will occur during normal operations as well as before, during, and after projects to minimize immediate and long-term impacts on rare, threatened, and endangered species. These actions will vary by project area, and additional mitigation measures may be added depending on the action and location. Many of the measures listed for vegetation and wildlife resources will also benefit species that are rare, threatened, endangered and/or of management concern by helping to preserve or minimize impacts on habitat.

- Conduct surveys and monitoring for special status species as warranted.
- Locate and design facilities/actions/operations to avoid or minimize impacts on special status species habitat. If avoidance is infeasible, minimize and mitigate for adverse effects as appropriate and in consultation with technical experts.
- Minimize disturbance to special status species, nesting, and migratory bird habitat through spatial and temporal planning.
- Develop and implement restoration and/or monitoring plans as warranted. Plans should include methods for implementation, performance standards, monitoring criteria, and adaptive management techniques.

Management and Protection of Scenic Resources

- Design, site, and construct facilities to minimize adverse effects on natural and cultural resources and visual intrusion.
- Provide vegetative screening, where appropriate.

Socioeconomic Environment

- During the future planning and implementation of the approved management plan for the Tule Lake Unit, National Park Service staff will pursue partnerships with tribes, local communities, and county governments to further identify potential impacts and mitigating measures that will best serve the interests and concerns of both the National Park Service and the local communities.

Sustainable Design

- Sustainable practices will be used in the selection of building materials and

sources and building location and siting. Design standards specific to the unit will be developed in all historic preservation and construction projects.

- Projects will use sustainable practices and resources whenever practicable by recycling, reusing, and minimizing materials, minimizing energy consumption during construction, and reducing energy needs throughout the lifespan of the project.

CULTURAL RESOURCES

Cultural Resources Listed, or Eligible to be Listed in the National Register of Historic Places

Potential impacts on those resources listed or eligible for listing in the National Register of Historic Places (NRHP) were identified and evaluated. The categories considered include archeological resources, cultural landscapes, and historic buildings and structures. Evaluation was completed in accordance with the Advisory Council on Historic Preservation's regulations implementing Section 106 of the National Historic Preservation Act of 1966, as amended (36 CFR § 800, Protection of Historic Properties). This evaluation was done by (1) determining the area of potential effect; (2) identifying cultural resources in the area of potential effect that are listed in or eligible for listing in the national register; (3) applying the criteria of adverse effect to affected resources; and (4) considering ways to avoid, minimize, or mitigate adverse effects. Information used in this assessment was obtained from relevant literature and documentation, maps, and consultation with cultural resource professionals, as well as from interdisciplinary team meetings, field trips, and site visits.

Under the regulations of the Advisory Council on Historic Preservation, a determination must be made for the collection of actions identified within the GMP and must identify whether or not these actions would result in an adverse effect to the historic properties of

the unit. A determination of adverse effect or no adverse effect must be made for affected national register-listed or national register-eligible cultural resources. The following definitions are provided:

No effect: There are no historic properties in the Area of Potential Effect (APE); or, there are historic properties in the APE, but the undertaking would have no impact on them.

No adverse effect: There would be an effect on the historic property by the undertaking, but the effect does not meet the criteria in 36 CFR § Part 800.5(a)(1) and would not alter characteristics that make it eligible for listing in the national register. The undertaking is modified or conditions are imposed to avoid or minimize adverse effects. This category of effects is encumbered with effects that may be considered beneficial under NEPA, such as restoration, stabilization, rehabilitation, and preservation projects.

Adverse effect: The undertaking would alter, directly or indirectly, the characteristics of the property making it eligible for listing in the national register. An adverse effect may be resolved by developing a memorandum of agreement in consultation with the SHPO, ACHP, tribes, other consulting parties, and the public to avoid, minimize, or mitigate the adverse effects (36 CFR § Part 800.6(a)).

All preservation treatments proposed under all of the alternatives would be in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

Archeological Resources

The Tule Lake Unit contains documented archeological resources that contribute to an NHL designation and others that may be eligible for listing in the National Register of Historic Places. Therefore, under Section 106 of the National Historic Preservation Act, actions described in this GMP may have the potential to affect historic properties.

Archeological resources are finite, nonrenewable resources. Impacts on these resources have the potential to cause

irretrievable loss. Ground-disturbing activities have the potential to disturb archeological resources. This can be caused by any action that breaks the soil surface—vegetation management (planting, etc.), grading, excavation, structure removal, or trenching—or as a result of natural factors such as storms. The potential to affect buried, intact archeological resources is dependent on the natural processes that have shaped the area as well as the history of land use of the area.

ALTERNATIVE A: NO-ACTION

Under this alternative, visitors would continue to have very limited access to areas within the unit. Access that does occur would be guided. In general, off-trail use of unit lands by visitors creates ground disturbance, which can potentially expose archeological resources. Thus, the restricted and controlled access under alternative A is generally a direct benefit to archeological resources.

As funding permits and subject to outside assistance from the regional office or other NPS units, some baseline documentation and data gathering on resource conditions would occur, but the backlog of condition assessment documentation would generally continue. Active archeological work would occur in response to projects that require compliance, such as construction or maintenance that involves ground disturbance. These actions would contribute to long-term preservation and enhanced understanding of archeological resources and human use in the unit, resulting in beneficial impacts. However, these actions would continue to be limited by the availability of staff. Resources adjacent to or easily accessible from parking areas or trails would continue to be vulnerable to surface disturbance, inadvertent damage, and vandalism. Loss of surface archeological materials, alteration of artifact distribution, and a reduction of contextual evidence could result in loss of site integrity. Again, however, the limited public access under alternative A, as well as implementation of user capacity management actions described in chapter 3, would mitigate these potential impacts.

Known archeological resources would be avoided to the greatest extent possible whenever ground-disturbing activities such as road and trail maintenance was needed. Archeological surveys would precede any ground disturbance, as required by the mitigation identified in this plan. Any unavoidable impacts to archeological sites would be addressed through project-specific compliance with Section 106 of the NHPA, in consultation with the SHPO and tribes.

Cumulative Impacts

Past projects and actions have occurred within the designated boundaries of the unit which have resulted in a wide variety of impacts on the unit's archeological resources. In particular, WWII and post-WWII alterations have disturbed and modified the segregation center and Camp Tulelake sites. Infrastructure projects—roads, utilities, and general construction (see Chapter 4: Affected Environment)—have involved ground disturbance and have, over time, had long-term adverse cumulative impacts on archeological resources. The continuing management actions under alternative A would contribute imperceptible increments to cumulative impacts on archeological resources.

Conclusion

Under alternative A, direct adverse impacts (ground disturbance, deterioration of historic structures) and beneficial impacts (visitor restrictions) on archeological resources would be expected. Beneficial impacts, coupled with mitigation measures to lessen adverse impacts, would promote the unit's ability to expand its knowledge of the archeological record for the area. Mitigation actions related to adverse impacts would ensure compliance with the National Historic Preservation Act, but some resources would be at risk for loss without adequate onsite staff. Given the mitigation identified in this plan, law, and NPS policy directives, the impacts of the no-action alternative would not be considered significant.

ALTERNATIVE B: LIMITED OPERATIONS

The impacts of alternative B would largely be the same as those described under alternative A, with some exceptions. Under alternative B, the NPS would prepare an archeological overview and assessment. This comprehensive report would describe and assess the known and potential archeological resources in the Tule Lake Unit and review, summarize, and analyze existing archeological data. This would help the NPS more accurately assess past work and determine the need for and design of future studies, a benefit to the protection of archeological resources.

Cumulative Impacts

Cumulative impacts under alternative B would be the same as described under alternative A.

Conclusion

Under alternative B, direct adverse impacts (ground disturbance, deterioration of historic structures) and beneficial impacts (visitor restrictions) on archeological resources would be expected. Beneficial impacts, coupled with mitigation measures to lessen adverse impacts, would promote the unit's ability to expand its knowledge of the archeological record for the area. Mitigation actions related to adverse impacts would ensure compliance with the National Historic Preservation Act, but some resources would be at risk for loss without adequate onsite staff. The impacts of alternative B would not be considered significant.

ALTERNATIVE C: PREFERRED ALTERNATIVE

Under alternative C, archeological resources would be more comprehensively documented and assessed than under the other two alternatives. An onsite cultural resources program would allow staff to more easily undertake projects necessary to document and protect the unit's resources. Onsite staffing would facilitate prioritization of work. Resources would benefit directly from the ability of local staff to provide closer and more frequent attention, as well as from a stronger feeling of stewardship that results from an onsite presence. This program would provide the unit with the capacity to conduct proactive

field surveys and baseline documentation of the remaining unsurveyed lands within the unit. It would also allow the unit to make regular and timely condition assessments of previously recorded sites.

New trails at the segregation center site and Camp Tulelake would be built and facilities would be rehabilitated under this alternative, and unguided access would increase throughout the unit. This has the potential to disturb archeological sites through increased off-trail travel, inadvertent damage by visitors, and vandalism. However, new trails and visitor facilities would be sited and designed with the mitigation measures identified in this plan, including surveys in previously undisturbed areas. The siting and design of these trails would be subject to further environmental review to ensure impacts are avoided on a site-specific basis. Monitoring of the user capacity indicators described in chapter 3 through the new cultural resource program would also mitigate potential disturbance to known sites along these routes in the future, although the potential for adverse impacts on unknown resources would continue to exist.

Archeological resources would be interpreted through a variety of means, including onsite interpretive programs, exhibits, and digital media when appropriate. Increased education and awareness of the unit's cultural resources will help protect those resources by elevating their importance to visitors; a beneficial effect.

Cumulative Impacts

Cumulative impacts under alternative C would be the same as described under alternatives A and B, except that the preferred alternative would provide some additional benefits to the cumulative loss of archeological resources in surrounding communities through increased education and outreach efforts.

Conclusion

Under alternative C, direct adverse impacts (ground disturbance, deterioration of historic structures) and beneficial impacts (visitor restrictions) on archeological resources would be expected. Beneficial impacts, coupled with mitigation measures to lessen adverse impacts, would promote the unit's ability to

expand its knowledge of the archeological record for the area. Mitigation actions related to adverse impacts would ensure compliance with the National Historic Preservation Act. Given the mitigation identified in this plan, law, and NPS policy directives, the impacts of the preferred alternative would not be considered significant.

Historic Structures and Cultural Landscapes

Potential impacts to historic structures are evaluated based on alterations to character-defining features of the resources that make the property eligible for inclusion on the National Register. This approach is derived from both the *Secretary of the Interior's Standards for the Treatment of Historic Properties* as well as the regulations of the ACHP for implementing the provisions of Section 106 of the National Historic Preservation Act. The resource-specific context for the evaluation of impacts on historic structures includes:

- Most of the remaining former segregation center NHL-contributing structures have received some form of emergency stabilization and/or are under protective roofs and sheathing.
- The remaining three Camp Tulelake national register-eligible structures are in poor condition and are at risk of loss. Some emergency stabilization has been undertaken.
- All structures at the segregation center site and Camp Tulelake are closed to the public, except to limited, guided tours.
- There is no full-time National Park Service or U.S. Fish and Wildlife Service presence at any of the sites.

ALTERNATIVE A: NO-ACTION

The NPS would continue to protect and manage the historic landscape, buildings, and structures within the segregation center site and at Camp Tulelake. At present, the seven remaining former segregation center NHL-

contributing structures are generally in stable condition and/or under protective roofs and sheathing. The remaining three Camp Tulelake national register-eligible structures are in poor condition, with some emergency stabilization, and are at risk of loss. All structures at the segregation center site and Camp Tulelake are closed to the public, except to limited, guided tours. There is no full-time National Park Service or U.S. Fish and Wildlife Service presence at any of the sites.

Under alternative A, the historic structures at both Camp Tulelake and the segregation center site would largely continue to be mothballed due to lack of funding. Currently, staffing is barely adequate to provide minimal emergency stabilization and maintenance. The goal of mothballing a building is to preserve the building and its character-defining features for future historic preservation treatment. Some structures at the segregation center site would continue to be used for limited storage. Emergency stabilization would continue to occur as funding becomes available.

All structures would remain accessible to maintenance personnel for periodic inspection, however, maintenance of the structures would be of a lower priority than if they were occupied or used. Cosmetic repairs would not take place. Over time, the buildings would likely continue to deteriorate in spite of mothballing. This is especially true at Camp Tulelake, where some buildings are in danger of loss from fire or collapse even now.

Cumulative Impacts

Cumulatively, natural processes and past development have resulted in the disturbance and loss of cultural resources, which have had adverse effects on historic structures and the integrity of cultural landscapes. Decades of neglect at the segregation center site and Camp Tulelake have added to this adverse impact, leading to the loss and vulnerability of structures at the sites today. While NPS staff have taken on emergency stabilization projects at the sites, this interim measure cannot continue indefinitely without continuing adverse impacts to the historic structures and cultural landscapes.

Conclusion

Overall, alternative A would result in continued adverse cumulative impacts on historic structures and cultural landscapes, with some beneficial effects. The primary adverse impacts would result from the structures receiving continued minimal maintenance and treatment, lack of NPS presence at the sites, and risk of fire or vandalism. Beneficial effects would occur through continued protection and stabilization of cultural resource features and historic structures, as funding allows. Given the mitigation identified in this plan, law, and NPS policy directives, continued management of the sites by the National Park Service as described under this alternative would not result in significant adverse impacts.

ALTERNATIVE B: LIMITED OPERATIONS

Impacts under alternative B would be the same as those described under alternative A except that additional cultural resource documentation would result in greater beneficial impacts. Cultural resource documentation heightens staff and citizen awareness of historic structures and cultural landscapes which, in turn, promotes greater stewardship. Also, as in alternative C, but to a less degree, greater access by staff and visitors would increase protection of these resources.

Cumulative Impacts

The cumulative impacts under alternative B would be the same as those described under alternative A.

Conclusion

Overall, alternative B would result in continued adverse cumulative impacts on historic structures and cultural landscapes, with some beneficial effects. The primary adverse impacts would result from the structures receiving minimal maintenance and treatment. Beneficial effects would occur through documentation, protection, and stabilization of cultural resource features and historic structures. Given the mitigation identified in this plan, law, and NPS policy directives, the actions described under this alternative would not result in significant adverse impacts.

ALTERNATIVE C: PREFERRED ALTERNATIVE

Compared to alternatives A and B, alternative C would greatly increase the level of protection of cultural landscapes and historic buildings and structures through appropriate preservation treatments. Although the anticipated beneficial treatments would still be subject to funding and would likely be phased over a long period of time, substantial progress would be made in comparison to the other two alternatives.

The carpenter shop would be rehabilitated as the primary visitor facility for the unit. The historic character will be retained and preserved, with minimal change to its distinctive materials, features, spaces, and spatial relationships. Use of the building as a visitor facility will greatly enhance its protection by elevating its importance as a park asset and ensuring regular maintenance.

Reconstruction of stockade features, along with attention to preserving the patterns of historic circulation and placement in all new roads and trails, would contribute to the historical scene and enhance the cultural landscape, allowing visitors to better understand and relate to the incarceration history.

Use and rehabilitation of the historic structures in the motor pool area would ensure the protection of these cultural resources. Because the planned uses (storage, maintenance, office) are consistent with the designs, sizes, previous uses, and locations of these structures, modifications to their historic elements are minimal and exteriors would be maintained for their historic character.

Actions at Camp Tulelake would include stabilization of contributing historic structures, adaptive re-use of one wing of the barracks as a visitor contact facility, and select rehabilitation and reconstruction of character-defining landscape features. These actions would preserve the historic resources and enhance the cultural landscape, allowing visitors a stronger sense of the historic scene and Camp Tulelake's history.

Adverse effects could occur when greater numbers of visitors result in inadvertent damage or opportunities for vandalism. In all areas, however, continual access by watchful visitors and increased staffing would help protect resources from vandalism and promote the importance of cultural resource protection through increased awareness of their importance and conditions. Likewise, continual attention to resources would allow the unit to respond to problems quickly.

Cumulative Impacts

The cumulative impacts described under alternative A would continue to result in the deterioration of cultural resources, but the actions described in alternative C would address those cumulative impacts to the greatest degree and would not add appreciably to the adverse cumulative impacts.

Conclusion

Overall, alternative C would result in beneficial impacts on historic structures and cultural landscapes. Some adverse effects could occur due to greater use of the sites by visitors, but they would be insignificant due to the unit's greater capacity to see and respond to issues immediately. Beneficial effects would occur through enhanced protection and stabilization of cultural resource features and historic structures and enhancement of cultural landscapes. Given the mitigation identified in this plan, law, and NPS policy directives, the actions described under this alternative would not result in significant adverse impacts.

Values, Traditions, and Practices of Traditionally Associated Peoples

ALTERNATIVE A: NO-ACTION

Under alternative A, the Tule Lake Unit would continue to lack cultural resource program staff, adversely affecting the ability of the unit to carry out analysis of projects that might negatively impact the values, traditions, and practices of traditionally associated peoples. The unit's ability to cultivate relationships with traditionally associated peoples and their descendants would remain limited, thereby risking the loss of knowledge of their oral

and practiced traditions. Because many of these important but intangible resources are unlikely to continue through generations, their loss could impoverish the cultural heritage of the area.

The education and interpretation of traditions associated with surviving physical resources represent an important means of preservation. Indirect benefits include the interest stimulated by knowledge of these resources and values, which may result in cultivation of stewardship commitments among visitors. Under alternative A, little education and interpretation would be accomplished relative to the other alternatives, due to restricted visitor access.

Under alternative A, the NPS would continue to engage Japanese Americans who were incarcerated during World War II and their descendants in documenting and preserving their history through the collection of oral histories and other means. However, with limited staff and the lack of a formal cultural resources program at the unit, opportunities to accomplish this work are severely curtailed.

Cumulative Impacts

Adverse cumulative impacts have primarily resulted from past development and the continuing loss of elders with knowledge of traditions, practices, and beliefs. Modoc and Klamath resources are associated with their archeological sites, rock art, and the plants, wildlife, and landscape features which remain important to the descendants of these peoples. These resources have been affected by past development in the region. Importantly, drainage of Tule Lake, conversion of the lake bottom to agricultural use, and the changes in large-scale vegetation patterns resulting from modification of fire regimes associated with Native burning practices have resulted in modification of landscape features and biotic communities valued by American Indians. The most important of these changes occurred a long time ago, but the potential for continuing impacts exists, especially in the loss of native vegetation throughout the region. Adverse impacts due to alternative A would be imperceptible compared to these cumulative impacts.

Some beneficial impacts continue to be realized through efforts by the NPS to collect oral histories.

Conclusion

The actions described under alternative A would provide some benefits to the protection of values, traditions, and practices of traditionally associated peoples, but would not fully alleviate the adverse cumulative impacts due to lost landscapes and resources. Adverse impacts under alternative A would not add appreciably to cumulative adverse impacts and are not considered significant.

ALTERNATIVE B: LIMITED OPERATIONS

Impacts under alternative B would be the same as those described under alternative A except that greater benefits would result from increased cultural resource data gathering and documentation. Completion of an ethnographic overview and assessment and formalization of a tribal consultation program would help the unit better assess needs and potential treatments related to ethnographic resources.

Cumulative Impacts

The cumulative impacts and related discussion described under alternative A would also apply to alternative B.

Conclusion

The actions described under alternative B would provide some benefits to the protection of values, traditions, and practices of traditionally associated peoples, but would fail to alleviate the adverse cumulative impacts due to lost landscapes and resources. Adverse impacts under alternative B would not add appreciably to cumulative adverse impacts and are not considered significant.

ALTERNATIVE C: PREFERRED ALTERNATIVE

Under alternative C, the NPS would manage an onsite cultural resources program to document and preserve resources, including ethnographic resources. This program would ensure better curation of oral histories that identify the values, traditions, and practices of

associated peoples. In addition, the program would provide the unit with the capacity to research and document important resources associated with these peoples. Onsite capacity would allow the unit to establish and maintain personal relationships with tribal members, incarcerated and their descendants, and members of the local community and to cultivate their active stewardship of the unit's resources on an ongoing basis.

Alternative C would also broaden interpretive efforts to include connection of the unit's cultural resources to the broader history of the region and the interrelationships between natural and cultural resources. With additional cultural expertise on site, the unit would be able to create offsite educational opportunities such as websites, exhibits, educational kiosks, brochures and printed materials, classroom curriculum, and other digital media, helping to share the stories of the Tule Lake Unit, including traditional values, practices, and traditions, with a larger more diverse audience using modern media and technology. This would have an overall beneficial impact on preservation of cultural resources through increased visitor and staff awareness.

Cumulative Impacts

The cumulative impacts and related discussion described under alternatives A and B would also apply to alternative C.

Conclusion

The actions described under alternative C would provide many benefits to the protection of values, traditions, and practices of traditionally associated peoples, as compared to alternatives A and B. Impacts under alternative C would not add appreciably to cumulative adverse impacts and are not considered significant.

Museum Collections

ALTERNATIVE A: NO-ACTION

Under alternative A, the interim scope of collections would be followed, allowing receipt of certain donated items on a case-by-case basis. The onsite storage capacity would continue to be inadequate for the

existing collections and not meet the required museum standards. With minimal staff hours and dispersed storage, it would be difficult to access or use the collections for educational, interpretive, or documentation purposes.

Cumulative Impacts

The existing collection is managed by Lava Beds National Monument, under some direction from a curator stationed at Crater Lake National Park. This arrangement, and an interim scope of collections document, was created to manage the collection in the absence of dedicated funding. The staff at Lava Beds was already stretched thin and cannot indefinitely continue management of the collection. It is reasonably foreseeable that this arrangement would continue, resulting in adverse impacts to the collection.

Conclusion

Under alternative A, museum collections would continue to benefit from documentation and storage. Without adherence to desired storage standards and with little onsite storage, however, some adverse effects on collections and access to those collections would occur. Items in the collections would also be at greater risk to vandalism and fire than under the other alternatives. Adverse impacts to existing museum collections would not rise to a significant level primarily because the unit would avoid acquiring pieces it could not properly care for.

ALTERNATIVE B: LIMITED OPERATIONS

Impacts under alternative B would be similar to alternative A, except that the Tule Lake Unit would be better able to formalize its collections procedures and objectives through a scope of collections document and a museum management plan.

Cumulative Impacts

The cumulative impacts and related discussion described under alternative A would also apply to alternative B.

Conclusion

As in alternative A, museum collections would continue to benefit from documentation and storage. Without adherence to desired storage standards and with little onsite storage, however, some adverse effects on collections and access to those collections would occur. Items in the collections would also be at risk to vandalism and fire. Adverse impacts to existing museum collections would not rise to a significant level primarily because the unit would avoid acquiring pieces it could not properly care for.

ALTERNATIVE C: PREFERRED ALTERNATIVE

Under alternative C, collections storage would be greatly improved by installation of an insulated modular structure (IMS) within the silver garage. An IMS is particularly useful in a historic building, especially when the construction of a new building for collection storage would intrude on the historic scene. An IMS is super-insulated and sealed to tightly control the infiltration and exfiltration of air. The very stable relative humidity and temperature conditions of an IMS would better protect fragile museum collections while avoiding potential damage to the historic fabric of the silver garage, constituting a beneficial impact.

With onsite expertise and storage, the NPS would also be able to better scan, document, and display items through digital and other means, greatly enhancing interpretive opportunities while protecting the collections themselves. Also, the unit will be better able to seek out additional collections items that represent a wider range of the unit's history. Toward these ends, a scope of collections document and museum management plan would be prepared.

Cumulative Impacts

The actions under alternative C would, to a large extent, mitigate the adverse cumulative effects described under alternatives A and B. Alternative C would not add appreciably to cumulative adverse impacts.

Conclusion

The actions described under alternative C would provide many benefits to the protection and use of museum collections. Impacts under alternative C would not add appreciably to cumulative adverse impacts and are not considered significant.

NATURAL RESOURCES

Geologic and Soil Resources

ALTERNATIVE A: NO-ACTION

Management of the unit under alternative A would not include new development. Geologic resources, primarily on the Peninsula, would not be affected. With no new development and continued restricted visitor access, soil resources would not be impacted throughout the unit, except that some activities associated with stabilization of historic structures and other maintenance would slightly alter soils. Although these disturbances could disrupt soil structure in very localized areas and expose soils to erosion by wind and water, such adverse impacts would be slight and short-term due to the few small areas disturbed at any given time. In addition, wherever excavation and distinct soil disturbance would occur, best management practices, such as those listed under the mitigating measures section earlier in this chapter, would be implemented.

Under alternative A, the NPS would continue to accommodate few visitors to the unit, and staffing would decrease. Currently, such staffing is barely adequate to provide resource protection and maintenance. Thus, the sites would remain closed except by limited ranger-guided tours.

Cumulative Impacts

Soils at both the segregation center site and Camp Tulelake sites have been adversely impacted in the past. Compaction due to heavy use by people and vehicles, infrastructure development, use of lead ammunition, and other human activities have impacted soil. The actions in alternative A would add an imperceptible amount to these impacts. No

other specific past, present, or reasonably foreseeable projects were identified that would affect geologic resources or soils at the unit.

Conclusions

Alternative A would result in no impacts to geologic resources and some potential short-term impacts to soils due to stabilization activities. Adverse impacts to soils are insignificant primarily because of the very low level of visitor use and the use of best practices in stabilization activities.

ALTERNATIVE B: LIMITED OPERATIONS

Impacts under alternative B would be the same as those described under alternative A, except that some long-term beneficial effects from increased staff capacity would occur. Under alternative B, the addition of natural resource expertise to the onsite staff would help the unit better monitor and respond to soil conditions.

Cumulative Impacts

Cumulative impacts would be the same as those described under alternative A. The actions in alternative B would add an imperceptible amount to these impacts. No other specific past, present, or reasonably foreseeable projects were identified that would affect geologic resources or soils at the unit.

Conclusions

Alternative B would result in no impacts to geologic resources and some potential short-term impacts to soils due to stabilization activities. Adverse impacts to soils are insignificant primarily because of the very low level of visitor use and the use of best practices in stabilization activities.

ALTERNATIVE C: PREFERRED ALTERNATIVE

Geologic outcroppings on the Peninsula could potentially be affected by an increase in the frequency of guided tours and expanded locations for guided tours.

Some soils would be lost to degradation or substantially altered in local areas where ground disturbance occurs due to reconstruction or restoration of cultural

structures and features at Camp Tulelake and the segregation center site. Although these disturbances could disrupt soil structure in very localized areas and expose soils to erosion by wind and water, such adverse impacts would be slight and short-term because little additional soil disturbance would be required for these projects. In addition, wherever excavation and distinct soil disturbance would occur, best management practices would be implemented, such as those listed under the mitigating measures section earlier in this chapter.

Under the preferred alternative, the NPS would reestablish and manage vegetation on the segregation center site and at Camp Tulelake to be consistent with patterns of vegetation present during the historic period. This would include removal of invading nonnative plants. Manipulation of vegetation would also create soil disturbances. However, best management practices and revegetation of disturbed areas would reduce such impacts.

Intensification of visitor use would result in additional pedestrian traffic throughout the unit. Experience at other NPS sites has shown that, over time, foot traffic causes soil compaction and the formation of social trails. However, such impacts would be minimized under the preferred alternative by establishing new trails or rehabilitating historic pathways to accommodate the additional foot traffic and improve pedestrian circulation.

Increased staff capacity and year-round NPS presence on the site would enable the early identification and remediation of soil compaction or erosion, thus minimizing any loss of soil productivity.

Cumulative Impacts

Cumulative impacts would be the same as those described under alternatives A and B. The actions in alternative C would add an imperceptible amount to these impacts. No other specific past, present, or reasonably foreseeable projects were identified that would affect geologic resources or soils at the unit.

Conclusions

Alternative C would result in potential direct impacts to soils and geologic resources. Adverse impacts to soils are insignificant primarily because they will be better managed through increased staff capacity adhering to best practices.

Biological Resources

ALTERNATIVE A: NO-ACTION

Vegetation

Management of the unit under alternative A would not include new development. The segregation center and Camp Tulelake sites are already heavily disturbed. In addition, visitor use would remain very low. Because of these factors, very little new direct impacts from human use would occur under alternative A. As with soils, some activities associated with stabilization of historic structures and regular maintenance of the site would create slight short-term impacts to native or historic vegetation. Wherever management actions involve excavation or other direct disturbance of vegetation in areas not permanently developed or occupied by structures, site rehabilitation, revegetation with native plants, and weed management procedures would be implemented, such as those listed under the mitigating measures described earlier in this chapter.

Under alternative A, the NPS would continue to accommodate the existing number of visitors and staffing would be very minimal. Currently, staffing is inadequate to provide year-round onsite resource protection and maintenance. Under these conditions, timely measures to prevent or remediate any disturbances to vegetation that might occur could not be guaranteed. Some long-term adverse impacts from the establishment of new nonnative species and noxious weeds would likely occur over time.

Wildlife and Wildlife Habitat

Under alternative A, visitor use would remain very low. Because of this, very little impact on wildlife from unit actions would occur. As described in the section above, some actions would affect wildlife and wildlife

habitat. These effects would be ameliorated by implementation of the mitigation measures described earlier.

As with vegetation, the current level of staffing is inadequate to provide year-round onsite resource protection and maintenance for wildlife. Under these conditions, timely measures to prevent or remediate any unexpected impacts to wildlife or wildlife habitat or to engage in proactive planning could not be guaranteed. Thus, some long-term adverse impacts to wildlife or wildlife habitat would occur over time.

On the Peninsula, the USFWS will continue to manage nesting raptors such as prairie falcon and migrating raptors including peregrine falcon, golden eagle, bald eagle, and other raptors. The continued closure of these sites to visitor use benefits these species.

Threatened and Endangered Species

Although there are no documented federally listed threatened or endangered species within the Tule Lake Unit, the alternatives were evaluated for their potential effects on federally endangered sucker fish and the greater sage-grouse, which was, until very recently, considered a candidate for listing under the Endangered Species Act. The sucker fish are not found in the Tule Lake Unit, nor would they be expected to occur there, due to the complete absence of surface waters. Thus, they are dismissed from further consideration. The presence of greater sage-grouse has not been documented within the Tule Lake Unit, but potential suitable habitat may be found on the Peninsula and at Camp Tulelake (when considered as part of their surrounding lands). There are no actions, such as additional fencing, development, or very low levels of visitor use under alternative A that would adversely impact the ability of sage-grouse to live in and move through these areas.

Cumulative Impacts

Vegetation was adversely impacted very little in the past, primarily because the highly developed segregation center was built on reclaimed lake bed where vegetation did not previously exist. The actions in alternative A would add an imperceptible amount to these

impacts. No other specific past, present, or reasonably foreseeable projects were identified that would affect vegetation or wildlife at the Tule Lake Unit.

Conclusions

Alternative A would result in some potential short-term impacts to biological resources due to regular maintenance and structure stabilization activities. Some long-term adverse impacts would occur due to the absence of sufficient staff to quickly respond to disturbances and other resource concerns. Adverse impacts to biological resources would be insignificant primarily because of the very low level of visitor use and the use of best practices in stabilization activities.

ALTERNATIVE B: LIMITED OPERATIONS

Vegetation

Impacts under alternative B would be similar to those described under alternative A, except that some long-term impacts would be avoided by the addition of more staff who can respond to resource needs. As in alternative A, there would be very little visitor use and mitigation measures would be implemented, ensuring minimal impacts to vegetation.

Wildlife and Wildlife Habitat

Under alternative B, visitor use would remain very low and very little development for visitor use would take place. Because of this, minimal direct impacts on wildlife from unit actions would occur. As described under alternative A, some actions would affect vegetation (habitat). These effects would be ameliorated by implementation of the mitigation measures described earlier.

Compared to alternative A, a higher level of staffing would provide increased capacity to deal with wildlife and vegetation concerns. However, the alternative would still not provide year-round onsite resource protection and maintenance. Under these conditions, timely measures to prevent or remediate any unexpected impacts to wildlife or wildlife habitat or to engage in proactive planning could not be guaranteed. Thus, long-term adverse impacts to wildlife or wildlife habitat could occur over time.

As in all alternatives, the USFWS would continue to manage nesting raptors on the Peninsula, a beneficial impact.

Threatened and Endangered Species

The impacts under alternative B would largely be the same as those described under alternative A. There are no actions, such as additional fencing, development, or low levels of visitor use along the few established routes (or trails) under alternative B that would adversely impact the ability of sage grouse to live in and move through these areas.

Cumulative Impacts

The impacts under alternative B would be the same as those described under alternative A, with an imperceptible amount of impact added to cumulative impacts.

Conclusions

Alternative B would result in some potential short-term impacts to biological resources due to regular maintenance and structure stabilization activities. To a lesser degree than with alternative A, some long-term adverse impacts would occur due to the absence of sufficient staff to quickly respond to disturbances and other resource concerns. Adverse impacts to biological resources would be insignificant primarily because of the very low level of visitor use and the use of best practices in stabilization activities.

ALTERNATIVE C: PREFERRED ALTERNATIVE

Vegetation

Alternative C would include various site developments and modifications that could involve excavation or other direct disturbances to unit vegetation. These include archeological excavations, development of limited new trails, reconstruction of stockade features, development of an interpretive overlook on the Peninsula, development of new restroom facilities, and rehabilitation and restoration of several structures and features, including the carpenter shop, garages, historic fences, entrance features, and historic paths. The unit would also provide parking areas as feasible and appropriate near key locations. Additional site planning would determine the location,

size, and layout of parking areas, restrooms, and other new development.

As in all alternatives, wherever management actions involve excavation or other direct disturbance of vegetation in areas not permanently developed or occupied by structures, site rehabilitation, revegetation with native plants, and weed management procedures would be implemented, such as those listed under the mitigating measures described earlier in this chapter. The NPS would control noxious and other weeds. Such mitigation would minimize impacts to vegetation within these areas to low levels. Resulting short-term adverse impacts would be slight.

Under alternative C, historic character-defining trees would be preserved and restored on the segregation center site. On the Peninsula, baseline natural resource surveys and monitoring would be conducted and additional management measures would be identified—a beneficial impact. At Camp Tulelake, as with the other sites, a resource stewardship strategy would be developed to guide and prioritize resource protection efforts.

A projected substantial increase in visitation over the life of the plan would result in additional pedestrian traffic throughout the unit. Experience at other NPS sites has shown that, over time, foot traffic causes soil compaction and the formation of social trails that displace vegetation. However, such impacts would be minimized under alternative C by establishing pathways to accommodate the additional foot traffic and improve pedestrian circulation throughout the unit. In addition, increased staffing of the Tule Lake Unit under this alternative—especially administrative, law enforcement, and maintenance personnel—and year-round NPS presence on the sites would enable improved resource protection and visitor education. Camp Tulelake, the Peninsula, and surrounding areas may also benefit from removing exotic weeds from high traffic areas at the segregation center, particularly with anticipated increases in vegetation.

Wildlife and Wildlife Habitat

A projected substantial increase in visitation over the life of the plan would result in additional pedestrian and vehicular traffic in the unit. Such increases in the frequency and amount of human presence would displace some wildlife species found in the unit. An increase in infrastructure, including parking areas, fences, and lighting, would also remove habitat or displace wildlife. Additionally, increased traffic on the roads connecting the three sites would likely result in an increase of road-killed animals, particularly of small or slow-moving species. These impacts are not anticipated to affect wildlife at the population level.

Increased staffing of the Tule Lake Unit under this alternative and year-round NPS presence on the sites would enable improved resource protection and visitor education. Given these improvements, disturbances to wildlife or their habitat would decrease, resulting in long-term minor beneficial impacts.

Access would remain closed in some areas during nesting season. As in all alternatives, the USFWS would continue to manage nesting raptors on the Peninsula, a beneficial impact.

Threatened and Endangered Species

The discussion under alternatives A and B applies to alternative C, except that low levels of visitor use through potential sage-grouse habitat would slightly increase along the small number of established routes (or trails). As in alternatives A and B, significant impacts to threatened and endangered species due to the actions described in alternative C are unlikely.

Cumulative Impacts

Cumulative impacts would be the same as described under alternative A.

Conclusions

As with the other alternatives, the mitigating measures described earlier in this chapter would apply to excavation, site rehabilitation, revegetation, and any other management activities. Over time, such mitigation would increase and improve areas dominated by native vegetation, thereby improving

wildlife habitat and resulting in long-term beneficial impacts.

Alternative C would primarily result in short-term adverse impacts and long-term beneficial effects to biological resources. Although greater than alternatives A and B, adverse impacts to biological resources under alternative C would be insignificant, primarily because of the use of best practices in stabilization and other management activities.

VISITOR USE AND EXPERIENCE

ALTERNATIVE A: NO-ACTION

Visitor Use and Characteristics

Visitor use numbers and characteristics would remain consistent, with a continued increase in the visitation since the site's designation. Visitors would have very limited access to all sites within the unit. All sites would remain closed, with a limited number of guided site tours at all three sites. The lack of access would restrict visitors' and potential visitors' ability to fully explore and experience the unit, resulting in long-term adverse impacts.

Visitor Experience: Recreation

Under alternative A, very few recreational opportunities would exist. The Peninsula site would continue to be closed except during scheduled ranger-led programs during the summer. The unimproved and steep trail used for access to the top of Castle Rock during these events is inaccessible to many participants.

Because the unit is closed to the public, except through guided tours, no other recreational opportunities would be provided, resulting in a long-term adverse impact on visitor experience. However, the NPS visitor contact station at the ditch rider house provides a beneficial effect on visitor experience by directing visitors to other recreational opportunities in the region.

Visitor Experience: Scenic Resources

The visual quality and experience of historic settings and vistas would continue to be adversely impacted by deteriorating historic

structures, resulting in an adverse impact. Views of dilapidated buildings and structures would detract from the visual quality of historic settings and could temper the visitor experience of unit resources.

Visitor Experience: Education, Interpretation, and Understanding

A variety of educational and interpretive programs and tours would continue to be offered by the NPS and its partners. With only one seasonal interpretive ranger, onsite field trips, in-class visits to local schools, education kits, teacher training, digital resources, and visitor tours would continue in a severely limited fashion.

Visitor understanding of the stories associated with the unit would continue to be limited by lack of access to and interpretation of the sites, especially between September and May when seasonal rangers are not available to guide tours. Visitors would remain under-informed about the resources and stories associated with the unit. While the tours currently being offered are of high quality, they are limited in both number and scope (including the jail at the segregation center site, the barracks at the Camp Tulelake site, and the Peninsula). Due to a lack of funding and staff, access to the unit's collections would not be expanded nor would the collection be integrated into interpretive and educational programming. Despite these limitations, continuing an educational and interpretive program and maintaining existing interpretive communication strategies (e.g., website, guided tours, print media, and contact station) would have a long-term beneficial impact on visitor education, interpretation, and understanding. Because all existing programs are guided, visitors would benefit from the opportunity for personal interaction with rangers.

Cumulative Impacts

Over the life of the plan, other sites and programs associated with the incarceration of Japanese Americans during World War II would continue to raise public awareness of and interest in the Tule Lake Unit. In particular, promotion of the national parks through the NPS centennial campaign through 2016 would reasonably be expected

to increase visitation and interest in individual units like Tule Lake. Because both access and programming would be limited, an increase in demand without an increase in services would adversely impact visitor experience.

Conclusions

Alternative A would result in limited, long-term beneficial impacts on visitor experience and understanding through continued tours and programs. Some continued adverse impacts to visitor access and recreation would result from very limited programming and the lack of opportunities for visitors to experience many portions of the unit.

ALTERNATIVE B: LIMITED OPERATIONS

Visitor Use and Characteristics

With similar restrictions on public access, visitor use numbers and characteristics would remain consistent with alternative A.

Visitor Experience: Recreation

As under alternative A, very few recreational opportunities would exist. The unit would continue to be generally closed to the public, except through ranger-guided tours. No other recreational activities would be provided within the unit, resulting in a long-term adverse impact on visitor experience. However, some limited visitor contact at the ditch rider house provides a beneficial effect on visitor experience by directing visitors to other recreational opportunities in the region.

Visitor Experience: Scenic Resources

The visual quality and experience of historic settings and vistas would continue to be adversely impacted by deteriorating historic structures, resulting in an adverse impact. Views of dilapidated buildings and structures would detract from the visual quality of historic settings and temper the visitor experience of unit resources. While alternative B would provide some additional staff capacity for restoration and stabilization of features over alternative A, the benefits would be substantially lower than under alternative C.

Visitor Experience: Education, Interpretation, and Understanding

Alternative B would provide a slight increase in interpretive and educational programming. Site tours would continue. As under alternative A, the unit would lack waysides, signs, and sufficient parkwide orientation and promotional information. Because of this, visitors and potential visitors would remain under-informed about the resources and stories associated with the unit.

Visitor understanding of the stories associated with the unit would continue to be limited by lack of access to and interpretation of the sites. Some incremental improvements would be made over time, including further development of the educational and interpretive programs and increasing interpretive communication strategies (e.g., website, guided tours, print media, contact station) when possible, with limited staff capacity. These changes would have long-term beneficial impacts on visitor education, interpretation, and understanding.

Cumulative Impacts

Cumulative impacts under alternative B would be the same as those described under alternative A.

Conclusions

Alternative B would result in limited, long-term beneficial impacts on visitor experience and understanding through continued tours and programs with slightly more frequency than under alternative A. Some continued adverse impacts to visitor access and recreation would result from the lack of opportunities for visitors to experience many portions of the unit.

ALTERNATIVE C: PREFERRED ALTERNATIVE

Visitor Use and Characteristics

Under the preferred alternative, the NPS and its partners would greatly increase the promotion of the unit's offerings and outreach to a variety of existing and potential visitors and user groups. This alternative would use onsite visitor facilities, signs, waysides, and technology to better support access to

the sites and help connect visitors with the information and support services they need to plan and enjoy their visit to the unit. The preferred alternative would allow the unit to greatly expand its visitor base, make the unit more welcoming, and provide new recreation opportunities, resulting in long-term beneficial impacts on experiences at the unit.

Because the unit would be able to promote and provide guided and unguided access and opportunities throughout the year, these improvements would increase visitation and encourage more repeat visits. Given that the alternative includes improvement of facilities to accommodate larger visitor numbers, the provision of more and improved visitor uses and recreation opportunities would result in a substantial long-term beneficial impact.

Visitor Experience: Recreation

Under alternative C, several new recreational opportunities would be provided in the three sites.

Visitor Experience: Scenic Resources

The visual quality and experience of historic settings and vistas would be benefited by restoration, stabilization, and delineation of historic structures and landscapes. With circulation, new development, and vegetation designed to protect the cultural landscape, historical scenic views would be enhanced. All of these actions would provide long-term beneficial impacts to the quality of the visitors' visual experience.

Visitor Experience: Education, Interpretation, and Understanding

All of the beneficial impacts described under alternatives A and B would also occur under alternative C, with the following additions. Existing educational and interpretive programs and tours would dramatically increase and new opportunities would be developed under alternative C. The unit would provide a variety of interactive and immersive experiences both on- and offsite and expand its outreach program. Increased access to each location, coupled with restoration of historic structures and landscapes would allow visitors many opportunities to learn about, explore, and understand the stories

and resources associated with the sites. At the segregation center in particular, an upgraded visitor contact and orientation facility, the delineation of historic features at the stockade, and the reconstruction of a stockade barrack for potential classroom use would substantially broaden the availability and scope of learning experiences. The provision of such opportunities provides visitors with experiences that can form emotional and intellectual connections to the resources and stories, as well as allowing them to better understand the physical context of the stories, leading to deeper understandings. Increased digital offerings and outreach would reach new audiences, locally and remotely, allowing more people to learn about and understand the stories associated with the unit than would otherwise be possible.

Cumulative Impacts

Cumulative impacts under alternatives A and B would be ameliorated with greater access and programming.

Conclusions

Alternative C would result in substantial long-term beneficial impacts on visitor experience and understanding through new, expanded, and continuing interpretation, education, and visitor access. The adverse effects described under alternatives A and B would be lessened by increased public access to the sites.

UNIT OPERATIONS

Unit operations refers to the current management structure of the unit to provide policy direction for the protection, public use, and appreciation of the unit, and the ability of the current staff to adequately protect and preserve vital resources and provide for an effective visitor experience. The discussion of impacts on management, operations, and staffing focuses on the type of management structure, the amount of staff available to ensure public safety, and the ability of the staff to protect and preserve resources given current funding and staffing levels. Staff knowledgeable about the management of the unit were consulted to evaluate the impacts of implementing each alternative.

ALTERNATIVE A: NO-ACTION

Although some staff could be added over time, staffing levels throughout the unit would continue to be inadequate to meet public demands for increased interpretation and education as well as meeting other resource management and operational objectives of the unit. The unit does not currently provide space for administrative or operational staff. Storage opportunities are inadequately protected for many storage purposes. Alternative A would result in reduced operational capacity.

ALTERNATIVE B: LIMITED OPERATIONS

Operational capacity and funding would be increased as compared to alternative A. This level, however would continue to result in adverse impacts, for the same reasons described under alternative A. Operational capacity would not be sufficiently increased to address storage needs, support self-guided visitation, or increase maintenance or resource protection work beyond stabilization and legal requirements.

ALTERNATIVE C: PREFERRED ALTERNATIVE

Under alternative C, administrative, maintenance, and other operational capacity would be greatly enhanced at the unit. Positions would continue to be shared, to some extent, with Lava Beds National Monument, but several administrative, interpretation, and maintenance positions would be located in rehabilitated structures onsite, resulting in greater operational efficiencies and capacity. A maintenance facility would be located within the segregation center site, making staff available to more easily address immediate maintenance issues.

SOCIOECONOMIC ENVIRONMENT

ALTERNATIVE A: NO-ACTION

The NPS would work cooperatively with unit neighbors, the USFWS, and local governments to encourage the protection of historic open space and the character of the area surrounding the three sites. Land use and

ownership of private lands surrounding the sites would be unaffected by alternative A.

In terms of the regional economy, unit visitors generate travel-related spending and create additional demand for travel-related services within the region. Such demands help support the maintenance of jobs dispersed throughout the region in a wide variety of visitor support services such as hotels, restaurants, auto service stations, and in services that would support increased business at these facilities. Because visitation to the unit is very limited, these beneficial effects would remain quite small in relation to other economic drivers in the region.

The current level of NPS employment would continue to have a small beneficial effect on the local economy.

Cumulative Impacts

The Tule Lake Unit draws some visitors from around California and beyond. Due to limited visitor access, however, the numbers are small. When considered in concert with the socioeconomic effects of other recreation and tourism sites in the region, the actions proposed in alternative A add an imperceptible amount to the existing cumulative beneficial effects. Local and regional economies, while benefitting to some degree from the management of the Tule Lake Unit, are not tied to its existence except as part of a larger package of recreational and educational opportunities available in the region.

Conclusions

Alternative A would result in slight, long-term beneficial impacts to the regional economy.

ALTERNATIVE B: LIMITED OPERATIONS

As in alternative A, the NPS would work cooperatively with unit neighbors, the USFWS, and local governments to encourage the protection of historic open space and the character of the area surrounding the three sites. Land use and ownership of private lands surrounding the sites would be unaffected.

Because visitation to the unit would continue to be limited, the beneficial effects of tourism would remain small in relation to other economic drivers in the region.

The NPS employment at the unit would be slightly increased over alternative A, continuing to have a small beneficial effect on the local economy.

Cumulative Impacts

The cumulative impacts described under alternative A would apply to alternative B. Alternative B would have a slightly more beneficial impact proportional to the increase in visitors and employees.

Conclusions

The impacts to socioeconomics under alternative B would be very similar to those described under alternative A.

ALTERNATIVE C: PREFERRED ALTERNATIVE

As in alternatives A and B, the NPS would work cooperatively with unit neighbors, the USFWS, and local governments to encourage the protection of historic open space and the character of the area surrounding the three units. Ownership of private lands surrounding the sites would be unaffected by alternative C. No adverse impacts would occur, as visitation under alternative C would likely increase with new access, interpretive facilities, outreach, and recreational opportunities at the unit. Unlike many national park units, where some visitor services are provided in the park, visitors would necessarily purchase lodging, food, and other services in the communities surrounding the unit. Accordingly, travel-related spending in local businesses would increase and additional private-sector jobs would be created, providing beneficial impacts to the regional economy.

With full implementation of the preferred alternative, NPS employment would be greatly increased locally. At full implementation, NPS spending would be greater than under the other alternatives, providing benefits to the

local employment market and the regional economy through employee spending.

Cumulative Impacts

The cumulative impacts described under alternatives A and B would apply to alternative C, but with a greater beneficial effect due to increased visitation, promotion, and employment.

Conclusions

Alternative C would result in substantial beneficial impacts on socioeconomics through increased visitation and travel-related spending.

CONSULTATION AND COORDINATION



At midday
children chasing dragonflies
their teeth are white

—Haiku by Sei Sagara



Fifth grade girls playing in the Tule Lake WRA center, November 1942. Photo: Francis Stewart, NARA.

CHAPTER 6: CONSULTATION AND COORDINATION

Public involvement and consultation efforts were ongoing throughout the process of preparing this general management plan and environmental assessment (GMP/EA). Public involvement methods included news releases, public meetings and workshops, newsletter mailings, and website postings. This chapter provides information about public involvement and summarizes public comments received by the NPS.

PUBLIC SCOPING

In May 2013, the National Park Service began the “scoping” portion of the planning process to learn what the public believes are the most important issues facing the Tule Lake Unit and how they envision the unit in the future. Formal public scoping for the development of the Tule Lake Unit occurred between May 31 and October 11, 2013.

The National Park Service (NPS) announced the public scoping period and invited public comment through newsletters, correspondence, press releases, public workshops, informal meetings, and the NPS Planning, Environment, and Public Comment (PEPC) website: <http://parkplanning.nps.gov/tule>. NPS staff produced and mailed Newsletter #1—Public Scoping to approximately 1,600 individuals, organizations, and agencies on the NPS mailing list. Press releases were distributed to local and regional news media. The public was invited to submit comments by mail, e-mail, fax, online, at public workshops, and during virtual meetings.

Public Workshops and Written Comments

Between June and September 2013, the NPS held 15 public workshops in California, Oregon, and Washington, and also hosted two virtual meetings. The workshops began with a presentation about the Tule Lake Unit and the planning process. The meetings then transitioned into facilitated group discussions during which attendees were invited to offer

their ideas, concerns, and aspirations for the future of the Tule Lake Unit.

In addition, the NPS received 80 written responses in the form of letters, e-mails, newsletter response forms, and web comments. In total, the feedback received both in writing and from the public meetings comprises almost 3,000 separate comments.

Comments, both through public workshops or written correspondence, were received from the following organizations, affiliates, and elected officials:

AGENCIES AND ORGANIZATIONS SUBMITTING OFFICIAL COMMENTS

Macy’s Flying Service, Inc.
Mayor of Tulelake, CA
Modoc County Board of Supervisors
Tule Lake Committee
Tulelake Irrigation District

AFFILIATIONS/ASSOCIATIONS NOTED BY PUBLIC MEETING ATTENDEES OR COMMENTERS

Art of Survival Exhibition
Bainbridge Island Historical Society
Buddhist Churches of America
California Department of Transportation
California Office of Historic Preservation
California State Parks
California State University, Dominguez Hills
California State University, Fullerton
Chicago National Japanese American Historical Society
Columbia University
Denshō
Discover Nikkei
Fife History Museum
Japanese American Citizens League
Japanese American Museum of San Jose
Japanese American National Museum
Japanese American Society
Klamath County Chamber of Commerce
Klamath Falls Historical Society
Konko Church of San Francisco
Korematsu Institute
KQED Public Media for Northern California

Little Tokyo Historical Society
 Macy's Flying Service, Inc.
 Manzanar Committee
 Modoc County Board of Supervisors
 National Japanese American Historical Society
 National Park Foundation
 National Parks Conservation Association
 National Veterans Society
Nichi Bei Weekly
 Nikkei for Civil Rights and Redress
 Oregon-California Resource Conservation &
 Development Area Council
 Oregon Historical Society
 Oregon Institute of Technology
 Oregon Nikkei Endowment
 Oregon Nonprofit Leaders Conference
 Portland State University
Rafu Shimpō
 Shaw Historical Library
 Shirayami Coffee
 The Heart Mountain, Wyoming Foundation
 Tohoku University
 Tule Lake Committee
 Tulelake City Council
 Tulelake Irrigation District
 U.S. Representative Juan Varga's Office
 United Television Broadcasting
 United to End Racism
 University of California, Los Angeles
 University of Central Missouri
 University of Washington
 Wing Luke Museum

TABLE 6.1: PUBLIC SCOPING MEETING ATTENDANCE

LOCATION	DATE	ATTENDANCE
Tulelake, CA	June 18, 2013	29
Klamath Falls, OR	June, 19 2013	27
Portland, OR	July 1, 2013	28
Hood River, OR	July 2, 2013	25
Auburn, WA	July 2, 2013	13
Seattle, WA	July 3, 2013	19
Seattle, WA	July, 5, 2013	62
Los Angeles, CA	July 24, 2013	29
Carson, CA	July 25, 2013	49
San Diego, CA	July 26, 2013	9
Los Angeles, CA	July 27, 2013	30
Virtual Meeting	Sept. 5, 2013	13
Sacramento, CA	Sept.17, 2013	102
Berkeley, CA	Sept.18, 2013	36
San Francisco, CA	Sept. 19, 2013	29
San Jose, CA	Sept. 19, 2013	37
Virtual Meeting	Sept. 24, 2013	27
Total		564

[This page: left to right] **1.** GMP update meeting, 2014 Tule Lake Pilgrimage. **2.** Tulelake, CA public scoping meeting, June 2013. [Opposite] **3.** Carson, CA public scoping meeting, July 2013. All photos: NPS.





Summary of Public Scoping Comments

The following summary incorporates both the public workshop comments and the written comments received by the NPS through October 2013. All comments received were reviewed and considered for the preparation of the plan.

INTERPRETATION AND EDUCATION

The vast majority of public comments received—more than one-half of all comments submitted—were related to interpretation and history. Almost a third of these highlighted the need to convey a nuanced history of Tule Lake reflecting the diverse stories, perspectives, individuals, and communities associated with the site. When asked what they valued most about Tule Lake, participants noted that they cared most about the unique story of the segregation center and the multiple perspectives embodied therein. In particular, many commenters emphasized the importance of explaining that not everyone held at Tule Lake shared the same views or responded

the same way or for the same reasons to the loyalty questionnaire.

Several members of the public suggested sharing individual stories about the day-to-day life of prisoners in the segregation center, as well as the perspectives of other groups, including the local community, War Relocation Authority (WRA) and military personnel, and the Italian and German prisoners of war at Camp Tulelake. A significant number of people also encouraged the NPS to describe the lasting impacts of the incarceration on Japanese American families, including the loss of their homes and communities, and the psychological and financial hardships they endured.

The need to accurately and honestly tell the story of Tule Lake was consistently cited as one of the most important issues facing the NPS. This was considered particularly important by individuals who stated that the history of Tule Lake is still contentious and should be told carefully. Most people stressed that it is crucial to interpret the complex political, social, and environmental context of Tule

Lake and its inhabitants before, during, and after incarceration. Some suggested further emphasizing the larger contextual history of the site by including the perspectives on the 19th-century displacement of local Modoc tribal members and the history of other injustices in the area. Several commenters indicated that it was important to describe the climate of wartime fear and the failure of political leadership that led to the incarceration.

The public expressed a strong desire for the NPS to clearly communicate the injustice of the incarceration to ensure that such actions never happen again. Commenters frequently stressed that Tule Lake's story is highly significant to future generations, and many feel it is important to focus interpretive efforts on youth. Several individuals underscored the relevance of Tule Lake to politics and civil liberties today, observing that parallels can be drawn between the violation of civil rights that occurred at Tule Lake and the acts that took place against Arab and Muslim Americans in the wake of the September 11, 2001 attacks. Many noted that the Tule Lake story is relevant to all Americans and that it illustrates the constant vigilance that is required to uphold constitutional rights.

Many people wished to highlight the specific history of Tule Lake within the context of the other WRA centers. Tule Lake was unique among the 10 WRA centers due to its conversion to a segregation center, its level of militarization, and the stigma associated with segregation. In addition to emphasizing the diversity of responses to the loyalty questionnaire, people wanted to ensure that interpretation about the questionnaire would explain the divisions it created within the Japanese American community both during and after segregation. Several commenters also underscored the need to tell the story of the almost 6,000 Japanese Americans who renounced their U.S. citizenship at Tule Lake and the complex reasons for and outcomes of their renunciation.

Though commenters in general stated that they feel the unit's purpose, significance statements, and interpretive themes capture

its essence, some advocated for a greater emphasis on the site's significance to questions of justice and citizenship, stating that these themes are likely to resonate most with future generations. Others suggested that care be taken to prioritize and clearly explain the key messages that the NPS shares with the public.

The need to convey the physical scale of the site, its degrading physical conditions, and the unfamiliar environment was stressed by several people. A few observed that this key aspect of the Tule Lake story would be challenging to demonstrate given the absence of most of the original structures and the small portion of the original segregation center under NPS ownership. However, many suggested that the scale could be depicted by staking or otherwise physically delineating the original boundaries. Some proposed reconstructing the perimeter fence and others suggested that the size of the segregation center could best be illustrated using digital simulation, which would not require the acquisition or use of additional land.

Several commenters felt that it was crucial that the NPS use accurate language and terminology to describe the incarceration instead of the euphemistic terms used by the government during World War II. Several people referred to Tule Lake as a concentration camp and felt that "concentration camp" is the most appropriate term to describe the camp. Some suggested incorporating the production of a glossary into planning efforts for the unit.

Some people requested that the NPS make a greater effort to connect interpretation between the segregation center and Camp Tulelake, noting that the geographical separation of the two sites makes it challenging to interpret their interconnected roles in the history and evolution of the landscape.

A few people expressed a desire to be able to undertake research at the unit relating to individuals who were incarcerated at Tule Lake. Some proposed a database or other means of locating incarcerated and the barracks in which they were held. This was of particular interest to families who were permanently

displaced from their homes to other regions of the United States or abroad.

RESOURCES

Tule Lake was described as a unique cultural resource, distinct from other WRA incarceration camps, embodying a story that is important to the political context of our times. This was reflected by the high volume of comments submitted relating to the unit's cultural resources.

Recording the stories of living incarcerated was consistently identified as a significant, time-sensitive priority. The majority of the resource-related responses focused on oral histories and stressed that the NPS should focus immediately on collecting as many oral histories as possible. The public requested access to these oral histories in order to share these stories and perspectives with a wide audience.

The scoping process also provided an invaluable opportunity for survivors of Tule Lake to share their personal stories. They recounted their experiences of life at Tule Lake, often focusing on details about the setting and specific hardships they faced, day-to-day activities, the self-sufficiency of the prisoners, and the response of parents and elder family members to imprisonment and discrimination. Some shared stories they had heard from others who had experienced incarceration, and members of the local community described life in the vicinity of Tule Lake, both during the war and today.

Many stories were shared about artwork and other crafts created by prisoners at the camp. Some people suggested that the display of these items could demonstrate how individuals coped with the harsh conditions of Tule Lake. Comments regarding collections were numerous and expressed a desire for historic photographs and other artifacts to be exhibited in order to connect the site to people and their stories. Several individuals described personal or family belongings relating to the camp that they would be willing to donate to the NPS, and others noted that many of the local residents of Tulelake and



[Top to bottom] 1. and 2. Photos from a Los Angeles, CA public scoping meeting, July 2013. 3. Klamath Falls public scoping meeting, June 2013. All photos: NPS.

surrounding towns have items from the camp. Commenters felt that it was important to locate these artifacts and house them onsite.

Commenters advocated the return to Tule Lake of original barracks and other structures currently spread throughout the local area. People suggested that this would be the most effective way to accurately depict the living conditions of the segregation center. Comments strongly supported the preservation of remaining historic structures. Several people requested that these structures be reused whenever possible, whereas others suggested that some of the vacant buildings may better tell the story if left empty. In the case of missing structures, some recommended installing a marker to illustrate where buildings once stood. Others advocated reconstruction, particularly of the barracks, guard tower, and perimeter fence to illustrate the imprisonment and the feeling of being under guard. Some participants also wished to see an entire block recreated.

A number of individuals described the guard towers and fence as iconic features that powerfully convey the story of the camp and suggested that they should be reconstructed. In particular, the fence and guard towers were viewed as potent symbols of the camp's conversion to a militarized segregation center and the tanks and armed guards that accompanied its transformation. However, some noted that the unit's current boundary configuration—which does not comprise the full footprint of the segregation center—would make reconstruction of the fence difficult.

Many consider the jail to be the most important historic feature at Tule Lake. They would like to see the jail preserved, restored, and interpreted for its significant and unique role in the incarceration history. Commenters noted that the unit should continue to seek funding opportunities for this specific preservation effort.

For historic landscape resources, many people strongly supported the preservation of views across the site that illustrate the vast scale of the camp. Several individuals indicated that this should be taken into account in the

planning of any new facilities. Some expressed strong feelings about what they described as the insensitive treatment of the cemetery in the past and emphasized the importance of respectfully interpreting the site in the future. Numerous comments advocated revising the boundary of the unit to include the cemetery, as well as clearly identifying on site those who died while incarcerated at Tule Lake. A few commenters identified the need to undertake archeological excavations within the historic boundary of the camp, particularly in the cemetery.

Some comments expressed a desire for continued historic preservation efforts at Camp Tulelake. Others stressed that they would like to see greater emphasis placed on the segregation center site. The Peninsula (Castle Rock) and Horse Mountain (Abalone Mountain) were additionally cited as important features that merit preservation.

One comment was received regarding natural resources at Tule Lake, and it questioned how the general management plan would provide for the safeguarding and enhancement of wildlife and natural habitat.

VISITOR EXPERIENCE AND USE

Public sentiment was overwhelmingly in favor of an immersive visitor experience at Tule Lake. “Don’t sugar-coat it,” was a common request. Many people expressed a desire to create an emotional connection for visitors, especially youth, through an authentic physical experience of the segregation center. This experiential quality was particularly significant to some, who noted that the topic of incarceration is difficult to put into words. Diverse suggestions were offered for how best to achieve this, such as recreating barracks to accurately reflect life in the camp, replicating lavatory and mess hall conditions, recreating the harsh environmental experience of Tule Lake by offering tours in all seasons, asking visitors to respond to the loyalty questionnaire, and staging tanks and armed guards onsite.

Several people observed the importance of creating an interactive experience for visitors and suggested that the NPS provide audio

devices for tours or offer driving and walking tours that include Camp Tulelake as well as the segregation center site. While some stated that unit's ranger-led tours would be a critical aspect of the visitor experience, others observed that a quiet, reflective environment would be most suitable for the unit and expressed concern that too much interaction might detract from the solemnity of the site.

The Tule Lake Pilgrimage was described as a highly significant event and commenters requested that access to the site for the pilgrimage be preserved. Some suggested offering additional programs that would allow further interaction between members of the Japanese American community and other visitors to the unit, for example stories shared by those who have personal associations with the camp.

Many people called for an increased use of technology and other media, including art, to convey important messages about the unit. Several people observed that virtually accessible information would be particularly helpful for teachers and students nationwide who are learning about Tule Lake but unable to travel to the site. Some stated that digital media at the site could help visitors understand the scale of the camp, its historic character, and the experience of incarceration. A few participants suggested that the NPS explore more imaginative and artistic methods to interpret the story, including haiku poetry and stone markers.

DEVELOPMENT AND VISITOR FACILITIES

The most frequent comment relating to development was the need for an orientation facility to provide an introduction to Tule Lake and its history before visiting the unit. Public comments noted the importance of seeing exhibits featuring personal items, memorabilia, family photos, original film footage, and other artifacts in order to better understand the experience of incarcerated at Tule Lake. People additionally suggested including an orientation film, scale model or aerial photographs, living history programs, and art exhibits. Several commenters asked that Japanese

American artists be engaged in designing an installation for the site.

Interpretive facilities at Manzanar were cited by some as successful examples. A small number of participants proposed that facilities such as a bookstore or a research center could be located within the visitor center. A few people stated that funding efforts should be focused on a visitor facility over other areas of the plan.

Some expressed a desire for visitors to feel comfortable on site, with access to bathrooms and a place to get out of the cold and heat. Others suggested that facilities allow for a somewhat uncomfortable visitor experience, which could approximate the original conditions of the camp. For example, recreated latrines were proposed by some commenters, and many underscored the importance of physically experiencing unfamiliar environmental conditions.

Several members of the public requested that the NPS avoid making too many changes to the site. Some feel that the current degradation of Tule Lake is an important component of its story and that to recreate too much of it would overshadow the government's attempt to cover up the history of what happened there. A number of comments were submitted regarding development around the site, requesting that the NPS prevent nearby development from diminishing the integrity of the unit.

LAND USE AND MANAGEMENT

It was acknowledged by many that any boundary modification of the unit is a sensitive issue and several individuals requested that the National Park Service remain aware of this in planning efforts. Of those who commented on land use and management, the majority supported a boundary modification to protect resources currently outside the boundary and include more or all of the original camp to better tell the story of the segregation center. Some people expressed concern, however, that changes to the current boundary could have an adverse impact on local businesses.

Several commenters also noted that the story could be told without the entirety of the site. A number of individuals also stated that building preservation efforts and the construction of a visitor center should take precedence over changes to the present boundary. Others did not want to see the purchase of more land because it may redirect funds from oral history efforts.

ACCESS

A substantial number of participants expressed concerns about attracting visitors to the site given its remote location. Many consider this issue to be closely connected to a general need to raise awareness about Tule Lake and reach a national audience beyond those who are able to visit the site in person. Numerous suggestions were offered to elevate the profile of the unit and share information. Suggestions included proposals relating both to digital and physical accessibility. Enhanced digital resources were widely recommended, specifically for students and educators. To encourage additional visitors to explore the unit itself, some suggested collaborating with other local attractions such as Lava Beds National Monument and sites associated with Modoc history. A few members of the public proposed that the NPS establish a presence for the unit in major urban areas, whether through traveling park rangers and exhibits or through exhibits in selected cities. Comments in this category stated that the Tule Lake story was too nationally significant to be confined to a single site and emphasized that it should be made accessible to those—particularly youth—who are unable to travel.

Access to resources within the unit itself was also a concern for some people. They requested that the entirety of the unit be made accessible to the public throughout the year. Currently the segregation center site, Camp Tulelake, and the Peninsula are closed and can only be accessed by visitors who join a NPS ranger-led tour. Commenters were generally supportive of providing access to the Peninsula, specifically by allowing visitors to walk up the bluff to view the entire site.

Several people felt that Tule Lake-associated resources should be accessible whether on NPS property or outside the boundary through the use of driving tours or walking trails. This includes original structures located within the historic boundary of the segregation center but excluded from the current unit boundary, as well as structures that were sold after the war and moved offsite. A few members of the public suggested that the NPS could partner with private landowners to identify and interpret significant resources that currently exist outside of the unit boundary.

Improved directional signage and ease of circulation were concerns cited by many. It was noted that the segregation center's residential context currently makes the camp challenging to navigate and that better signage is needed to direct visitors to the unit's accessible areas. Several commenters also indicated that there should be a better-defined connection between the segregation center site and Camp Tulelake. Some suggested that a more organized tour route between the two would encourage visitation of both sites and greater interpretive cohesion. Many members of the public would like the NPS to provide interpretive driving and walking routes within and around the segregation center site. Several commenters recommended that audio devices be provided to narrate such tours, and some proposed installing interpretive waysides at key locations.

PARTNERSHIPS AND COLLABORATION

Those who commented on partnerships and collaboration stressed that the NPS should continually build strong relationships with all involved communities. Most people highlighted the importance of engaging local residents and Japanese American communities. Several participants recommended soliciting the help of Japanese Americans to share the story of Tule Lake with the country at large.

The majority of commenters on the subject of local support and involvement suggested encouraging and increasing community participation in the unit. Individuals offered suggestions for ways to achieve this, including hosting additional meetings in the community

and touring other confinement sites, such as Manzanar, with community leaders.

Many local community members expressed support for the unit. Some recommended mobilizing neighbors to support the development of facilities, including a visitor center. A few individuals suggested making connections with local farmers and other landowners to encourage the donation of original structures or to permit access to original structures on private lands. Many also stressed the importance of an economic partnership between the unit and the local area, citing the economic benefits of tourism. Some emphasized the importance of collaboration between the unit and local businesses, in particular the airport. It was noted that many area residents are already telling the story of Tule Lake and have been doing so for years, and it was suggested that the unit partner with these individuals. Some local residents expressed concern that they are currently not viewed as supportive of the unit and its historical significance.

Though most people feel that Tule Lake's unique history as a segregation center should be reflected in its interpretation, several commenters suggested active collaboration and coordination among the NPS units associated with the incarceration history, namely Manzanar and Minidoka, to ensure consistency in interpretive efforts. Others suggested that the NPS partner (or continue to partner) with specific organizations including the Tule Lake Committee, Denshō, the Japanese American National Museum, Discover Nikkei, the scholarly and academic communities, military stakeholders, California State Parks, and conservation agencies. A few suggested that the unit connect with local tribes, including the Modoc Tribe, as well as with the local farming community.

OPERATIONS

A lack of budgetary support was often cited as one of the most significant issues facing the unit. Commenters feel that additional financial support is necessary and that the NPS should work with partners to seek funding. Private fundraising was presented as

an option to augment the NPS budget for the Tule Lake Unit. Some comments emphasized the importance of telling the story over using those funds to expand the size of the unit.

Many also stated their concerns about staffing constraints at the unit, noting that additional staff would be required to effectively interpret Tule Lake's history. A small number requested that Tule Lake be managed separately from Lava Beds National Monument. Others emphasized the value of involving both the local citizenry and Japanese American communities as volunteers for the unit, citing the importance of building future stewards and a conservation ethic for the Tule Lake site.

A small number of people commented on concessions and commercial services, observing that they would be helpful in attracting visitors to the unit and ensuring their comfort. A few people suggested that lodging and food be easily accessible in the vicinity. Some identified a bookstore as desirable. The NPS was also asked whether it would make an effort to support the local economy by employing local people and buying local products.

DESIGNATION

Many members of the public questioned the official designation and name of the unit: the Tule Lake Unit of WWII Valor in the Pacific National Monument. The name was described as overly long and confusing, and it was noted by some that the association suggested between the incarceration and sites of wartime valor is inappropriate and even offensive. Many strongly believe that Tule Lake should be detached from WWII Valor in the Pacific National Monument.

AGENCY CONSULTATION AND COORDINATION

The following sections document the ongoing consultation and coordination efforts undertaken by the NPS during the preparation of this GMP/EA.

Section 106 Consultation

Federal agencies that have direct or indirect jurisdiction over historic properties are required by Section 106 of the National Historic Preservation Act (NHPA), as amended (54 U.S.C. 300101 et seq.), to take into account the effect of their undertakings on properties either listed in or eligible for listing in the National Register of Historic Places. For this GMP, the NPS is using the process and documentation required for the preparation of an environmental assessment to comply with Section 106 of the National Historic Preservation Act in lieu of the procedures set forth in 36 CFR § 800.3 through 800.6. (36 CFR § 800.3 (3)).

To meet the requirements of Section 106 consultation, the NPS instituted early scoping with agencies, stakeholders, and the interested public. The NPS identified and engaged interested parties including individuals, groups, and communities associated with Tule Lake's history prior to and during public scoping. The NPS held public meetings in the local Klamath Basin communities and along the West Coast where there are known populations of Tule Lake survivors and people associated with Tule Lake's history. Historic preservation issues raised during the course of the planning process by the public and consulting parties were considered in the development of the alternatives and impact analysis. Additionally, the NPS notified the public about its intent to use the NEPA process for Section 106 purposes in a publicly distributed e-newsletter on August 24, 2016. The results of the impact analysis are articulated in this environmental assessment using methods and terminology appropriate to NHPA.

Copies of this GMP/EA have been distributed to the SHPO, ACHP, the Klamath Tribes, Modoc Tribe of Oklahoma, and interested parties for review and comment related to compliance with Section 106.

CONSULTATION WITH THE CALIFORNIA STATE HISTORIC PRESERVATION OFFICE

In June 2013, the NPS notified the California SHPO of the agency's intent to prepare a GMP and invited representatives of the SHPO to participate in the scoping process. SHPO staff attended meetings and participated in scoping. In December 2013, the NPS met with SHPO staff to discuss the GMP. The NPS briefed the SHPO on the GMP in May 2016. In August 2016, the NPS notified the California SHPO of the agency's intent to use the NEPA process for Section 106 purposes in accordance with 36 CFR Part 800.8(c). During the public review period for this EA, the NPS will consult with the SHPO to meet the remaining requirements of 36 § CFR 800.

CONSULTATION WITH AMERICAN INDIAN TRIBES

The National Park Service recognizes that indigenous peoples have traditional and contemporary interests and ongoing rights in lands now under National Park Service management, as well as concerns and contributions to make for general management plan and implementation level projects. Related to tribal sovereignty, the need for government-to-government American Indian consultations stems from the historic power of Congress to make treaties with American Indian tribes as sovereign nations. Consultation with American Indians is required by various federal laws, executive orders, regulations, and policies. For example, such consultations are needed to comply with Section 106 of the National Historic Preservation Act of 1966, as amended. Implementing regulations of the Council on Environmental Quality (CEQ) for the National Environmental Policy Act of 1969, as amended, also call for American Indian consultations.

The NPS consulted with traditionally associated American Indian tribes and groups in developing the GMP. These include the federally recognized Klamath Tribes and Modoc Tribe of Oklahoma. During the public scoping period NPS staff invited the Klamath Tribes and Modoc Tribe of Oklahoma to

discuss the general management planning process underway and any concerns they might have about protecting, preserving, and managing Tule Lake Unit's resources (June 5, 2013). The NPS consulted with the tribes in preparation of the GMP/EA, with a specific focus on actions on the Peninsula (February and April 2016).

The NPS will continue to consult with these traditionally associated tribes and groups during the public review period for this EA and throughout implementation of the GMP pursuant to requirements of 36 CFR § 800, federal executive orders, and agency management policies.

Section 7

CONSULTATION WITH THE U.S. FISH AND WILDLIFE SERVICE

The Endangered Species Act of 1963, as amended, authorizes federal agencies to enter into early consultation with the U.S. Fish and Wildlife Service (USFWS) to ensure that any federal action would not jeopardize the existence of any listed species or destroy or adversely modify its habitat. During the preparation of this plan, NPS staff initiated consultation with the Sacramento U.S. Fish and Wildlife Office in June 2013 to determine what threatened and endangered species should be considered during preparation of the EA.

The NPS notified the U.S. Fish and Wildlife Service of the NPS's intent to prepare a GMP for the Tule Lake Unit and provided the names of the listed, proposed, and candidate species that may occur in Siskiyou and Modoc counties of California. The USFWS staff notified the NPS that the USFWS would review the alternatives, when available, to identify any conservation concerns regarding listed species and critical habitat, most notably for three species of federally endangered sucker fish and the greater sage-grouse (*Centrocercus urophasianus*). During the public review period for this EA, additional consultation with the USFWS will occur to affirm concurrence with the determinations of effect on listed or proposed species.

FUTURE COMPLIANCE REQUIREMENTS

The NPS will conduct additional site-specific environmental analysis as individual projects or actions included in the preferred alternative are proposed for implementation. Some of the specific future compliance requirements of the preferred alternative are described in the Alternatives and Environmental Consequences chapters. Included are the NPS determinations of how those individual requirements relate to the National Environmental Policy Act, the Endangered Species Act (Section 7 requirements), and requirements for compliance with Section 106 of the National Historic Preservation Act regarding historic properties (2008 Programmatic Agreement and 36 CFR § 800).

LIST OF GMP/EA RECIPIENTS AND CONSULTING AND INTERESTED PARTIES

Federal Agencies and Officials

Bureau of Land Management
Bureau of Reclamation
Honorable Barbara Boxer,
United States Senate
Honorable Diane Feinstein,
United States Senate
Honorable Michael Honda, United States
House of Representatives
Honorable Doug LaMalfa, United States
House of Representatives
Honorable Mark Takano, United States House
of Representatives
Honouliuli National Monument
Japanese American Confinement Sites
(JACS) Grant Program
Lava Beds National Monument
Manzanar National Historic Site
Minidoka National Historic Site
Modoc National Forest
U.S. Fish and Wildlife Service, Klamath Basin
National Wildlife Refuge Complex
WWII Valor in the Pacific
National Monument

State and Local Agencies and Officials

California Department of Transportation
California State Historic Preservation Officer
Honorable Brian Dahle, California State
Assemblyman District 1
Honorable Ted Gaines, California State
Senator District 1
Modoc County Board of Supervisors
Siskiyou County Board of Supervisors
Town of Tulelake

Tribes

The Klamath Tribes of Oregon
The Modoc Tribe of Oklahoma

Businesses, Institutions, and Organizations

Denshō
Discover Klamath
Go For Broke Education Foundation
Japanese American Citizens League
Japanese American Historical Society
Japanese American Museum of San Jose
Japanese American National Museum
Lava Beds Natural History Association
Macy's Flying Service
National Parks Conservation Association
Tulelake-Butte Valley Fair
Tulelake Chamber of Commerce
Tulelake Rotary Club
Tule Lake Committee



Tule Lake Recreation Department staff, spring 1943. Photo: Ishikawa Hayes Family Collection, Denshō.

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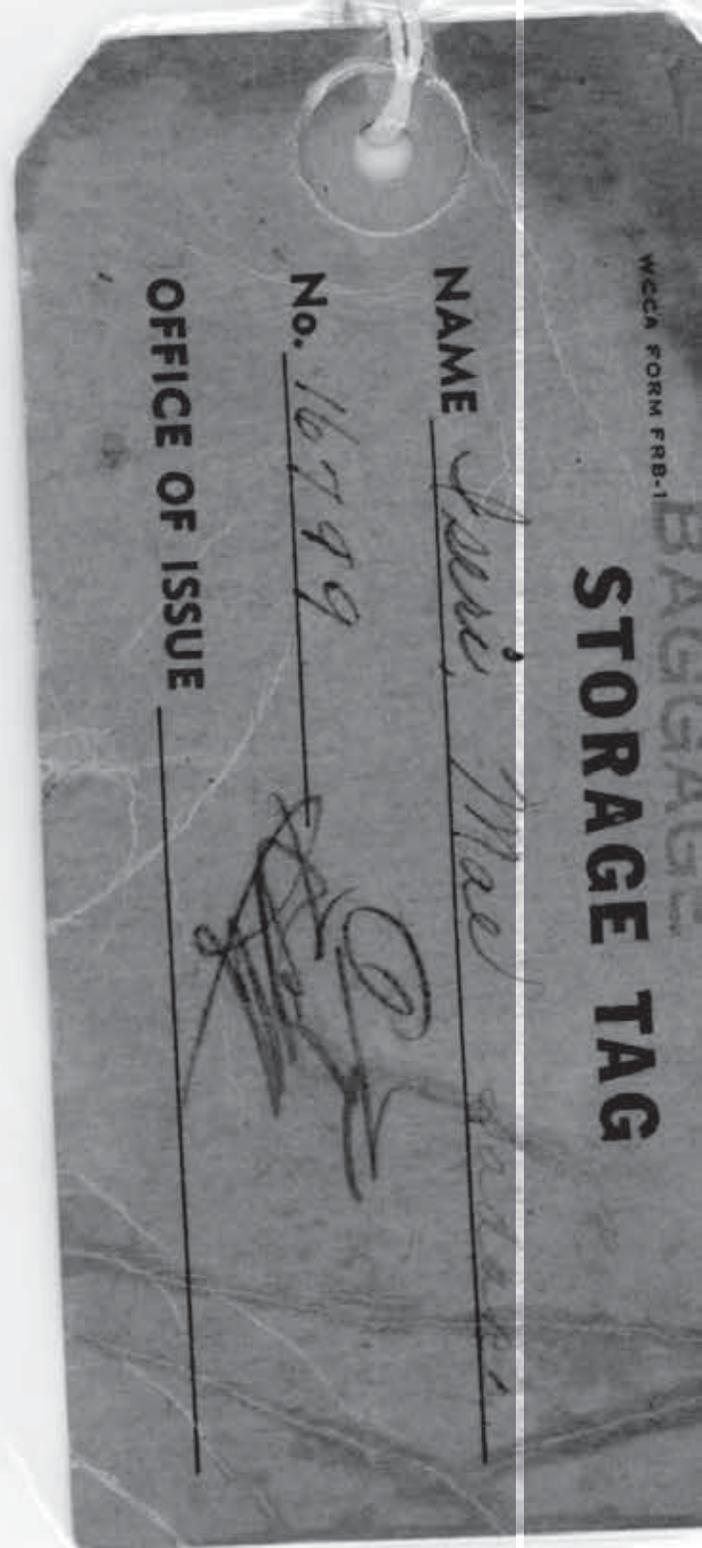
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APPENDICES



Sensing permanent separation
as you left me in extreme heat
on gravel road

—Haiku by Neiji Ozawa

WCCA FORM PRB-11

BAGGAGE
STORAGE TAG

NAME

Iseri Mae

No.

16799

OFFICE OF ISSUE

[Signature]

Luggage tags belonging to Mae Iseri, 1942. Incarcerees were only allowed to take what they could carry to the camps. Mae and her family were initially detained at the Pinedale Assembly Center and were later moved to Tule Lake. Photo: Yamada Family Collection, Denshō.

APPENDIX A: PRESIDENTIAL PROCLAMATION

75293

Federal Register

Vol. 73, No. 238

Wednesday, December 10, 2008

Presidential Documents

Title 3—

Proclamation 8327 of December 5, 2008

The President

Establishment of the World War II Valor In the Pacific National Monument

By the President of the United States of America

A Proclamation

Beginning at Pearl Harbor with the day of infamy that saw the sinking of the USS ARIZONA and ending on the deck of the USS MISSOURI in Tokyo Bay, many of the key battles of World War II were waged on and near American shores and throughout the Pacific. We must always remember the debt we owe to the members of the Greatest Generation for our liberty. Their gift is an enduring peace that transformed enemies into steadfast allies in the cause of democracy and freedom around the globe.

Americans will never forget the harrowing sacrifices made in the Pacific by soldiers and civilians that began at dawn on December 7, 1941, at Pearl Harbor on the island of Oahu. The surprise attack killed more than 2,000 American military personnel and dozens of civilians and thrust the United States fully into World War II.

America responded and mobilized our forces to fight side-by-side with our allies in the European, Atlantic, and Pacific theaters. The United States Navy engaged in epic sea battles, such as Midway, and our Armed Forces fought extraordinary land battles for the possession of occupied islands. These battles led to significant loss of life for both sides, as well as for the island's native peoples. Battlegrounds such as Guadalcanal, Tarawa, Saipan, Guam, Peleliu, the Philippines, Iwo Jima, and Okinawa are remembered for the heroic sacrifices and valor displayed there.

The conflict raged as far north as the Alaskan territory. The United States ultimately won the encounter in the Aleutian Island chain but not without protracted and costly battles.

There were also sacrifices on the home front. Tens of millions of Americans rallied to support the war effort, often at great personal cost. Men and women of all backgrounds were called upon as industrial workers, volunteers, and civil servants. Many Americans valiantly supported the war effort even as they struggled for their own civil rights.

In commemoration of this pivotal period in our Nation's history, the World War II Valor in the Pacific National Monument adds nine historic sites to our national heritage of monuments and memorials representing various aspects of the war in the Pacific.

Five of those sites are in the Pearl Harbor area, which is the home of both the USS ARIZONA and the USS MISSOURI—milestones of the Pacific campaign that mark the beginning and the end of the war. The sites in this area include: the USS ARIZONA Memorial and Visitor Center, the USS UTAH Memorial, the USS OKLAHOMA Memorial, the six Chief Petty Officer Bungalows on Ford Island, and mooring quays F6, F7, and F8, which constituted part of Battleship Row. The USS ARIZONA and USS UTAH vessels will not be designated as part of the national monument, but instead will be retained by the Department of Defense (through the Department of the Navy) as the final resting place for those entombed there.

Three sites are located in Alaska's Aleutian Islands. The first is the crash site of a Consolidated B-24D Liberator bomber—an aircraft of a type that played a highly significant role in World War II—located on Atka Island. The second is the site of Imperial Japan's occupation of Kiska Island, beginning in June 1942, which marks the northern limit of Imperial Japan's expansion in the Pacific. The Kiska site includes historic relics such as Imperial Japanese coastal and antiaircraft defenses, camps, roads, an airfield, a submarine base, a seaplane base, and other installations, as well as the remains of Allied defenses, including runway facilities and gun batteries.

The third Aleutian designation is on Attu Island, the site of the only land battle fought in North America during World War II. It still retains the scars of the battle: thousands of shell and bomb craters in the tundra; Japanese trenches, foxholes, and gun encampments; American ammunition magazines and dumps; and spent cartridges, shrapnel, and shells located at the scenes of heavy fighting. Attu later served as a base for bombing missions against Japanese holdings.

The last of the nine designations will bring increased understanding of the high price paid by some Americans on the home front. The Tule Lake Segregation Center National Historic Landmark and nearby Camp Tule Lake in California were both used to house Japanese-Americans relocated from the west coast of the United States. They encompass the original segregation center's stockade, the War Relocation Authority Motor Pool, the Post Engineer's Yard and Motor Pool, a small part of the Military Police Compound, several historic structures used by internees and prisoners of war at Camp Tule Lake, and the sprawling landscape that forms the historic setting.

WHEREAS much of the Federal property within the World War II Valor in the Pacific National Monument is easily accessible to visitors from around the world;

WHEREAS the Secretary of the Interior should be authorized and directed to interpret the broader story of World War II in the Pacific in partnership with the Department of Defense, the States of Hawaii, Alaska, and California, and other governmental and non-profit organizations;

WHEREAS the World War II Valor in the Pacific National Monument will promote understanding of related resources, encourage continuing research, present interpretive opportunities and programs for visitors to better understand and honor the sacrifices borne by the Greatest Generation, and tell the story from Pearl Harbor to Peace;

WHEREAS section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431) (the "Antiquities Act") authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected;

WHEREAS it is in the public interest to preserve the areas described above and on the attached maps as the World War II Valor in the Pacific National Monument;

NOW, THEREFORE, I, GEORGE W. BUSH, President of the United States of America, by the authority vested in me by section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), do proclaim that there are hereby set apart and reserved as the World War II Valor in the Pacific National Monument for the purpose of protecting the objects described above, all lands and interests in lands owned or controlled by the Government of the United States within the boundaries described on the accompanying maps, which are attached and form a part of this proclamation. The Federal lands and interests in land reserved consist of approximately 6,310 acres,

which is the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries of this monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, leasing, or other disposition under the public land laws, including, but not limited to, withdrawal from location, entry, and patent under mining laws, and from disposition under all laws relating to mineral and geothermal leasing.

Management of the National Monument

The Secretary of the Interior shall manage the monument through the National Park Service and the U.S. Fish and Wildlife Service, pursuant to applicable legal authorities, to implement the purposes of this proclamation. The National Park Service shall generally administer the national monument, except that the U.S. Fish and Wildlife Service shall administer the portions of the national monument that are within a national wildlife refuge. The National Park Service and the U.S. Fish and Wildlife Service may prepare an agreement to share, consistent with applicable laws, whatever resources are necessary to properly manage the monument.

For the purposes of preserving, interpreting, and enhancing public understanding and appreciation of the national monument and the broader story of World War II in the Pacific, the Secretary of the Interior, in consultation with the Secretary of Defense, shall prepare a management plan within 3 years of the date of this proclamation.

The Secretary of the Interior shall have management responsibility for the monument sites and facilities in Hawaii within the boundaries designated on the accompanying maps to the extent necessary to implement this proclamation, including the responsibility to maintain and repair the Chief Petty Officer Bungalows and other monument facilities. The Department of Defense may retain the authority to control access to those sites. The Department of the Interior through the National Park Service and the Department of the Navy may execute an agreement to provide for the operational needs and responsibilities of each Department in implementing this proclamation.

Armed Forces Actions

1. The prohibitions required by this proclamation shall not restrict activities and exercises of the Armed Forces (including those carried out by the United States Coast Guard).
2. All activities and exercises of the Armed Forces shall be carried out in a manner that avoids, to the extent practicable and consistent with operational requirements, adverse impacts on monument resources and qualities.
3. In the event of threatened or actual destruction of, loss of, or injury to a monument resource or quality resulting from an incident, including but not limited to spills and groundings, caused by a component of the Department of Defense or any other Federal agency, the cognizant component shall promptly coordinate with the Secretary of the Interior for the purpose of taking appropriate actions to respond to and mitigate the harm and, if possible, restore or replace the monument resource or quality.
4. Nothing in this proclamation or any regulation implementing it shall limit or otherwise affect the Armed Forces' discretion to use, maintain, improve, or manage any real property under the administrative control of a Military Department or otherwise limit the availability of such real property for military mission purposes.

The establishment of this monument is subject to valid existing rights.

Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the national monument shall be the dominant reservation.

Nothing in this proclamation shall alter the authority of any Federal agency to take action in the monument area where otherwise authorized under applicable legal authorities, except as provided by this proclamation.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this fifth day of December, in the year of our Lord two thousand eight, and of the Independence of the United States of America the two hundred and thirty-third.

A handwritten signature in black ink, appearing to be "Barack Obama", written in a cursive style.

APPENDIX B: PUBLIC LAW 111-11

123 STAT. 1206

PUBLIC LAW 111-11—MAR. 30, 2009

(3) REPORT.—Not later than 18 months after the date on which funds are made available to carry out this section, the Secretaries shall submit to the Committee on Energy and Natural Resources of the Senate and the Committee on Natural Resources of the House of Representatives a report that describes—

(A) the results of the study; and

(B) any recommendations of the Secretaries.

(4) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated such sums as are necessary to carry out this section.

SEC. 7202. TULE LAKE SEGREGATION CENTER, CALIFORNIA.

(a) STUDY.—

(1) IN GENERAL.—The Secretary of the Interior (referred to in this section as the “Secretary”) shall conduct a special resource study of the Tule Lake Segregation Center to determine the national significance of the site and the suitability and feasibility of including the site in the National Park System.

(2) STUDY GUIDELINES.—The study shall be conducted in accordance with the criteria for the study of areas for potential inclusion in the National Park System under section 8 of Public Law 91-383 (16 U.S.C. 1a-5).

(3) CONSULTATION.—In conducting the study, the Secretary shall consult with—

(A) Modoc County;

(B) the State of California;

(C) appropriate Federal agencies;

(D) tribal and local government entities;

(E) private and nonprofit organizations; and

(F) private landowners.

(4) SCOPE OF STUDY.—The study shall include an evaluation of—

(A) the significance of the site as a part of the history of World War II;

(B) the significance of the site as the site relates to other war relocation centers;

(C) the historical resources of the site, including the stockade, that are intact and in place;

(D) the contributions made by the local agricultural community to the World War II effort; and

(E) the potential impact of designation of the site as a unit of the National Park System on private landowners.

(b) REPORT.—Not later than 3 years after the date on which funds are made available to conduct the study required under this section, 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 describing the findings, conclusions, and recommendations of the study.

Virgin Islands.

SEC. 7203. ESTATE GRANGE, ST. CROIX.

(a) STUDY.—

(1) IN GENERAL.—The Secretary of the Interior (referred to in this section as the “Secretary”), in consultation with the Governor of the Virgin Islands, shall conduct a special resource study of Estate Grange and other sites and resources



Incarcerees unload coal for use at Tule Lake, February 1943. Photo: Francis Stewart, NARA.

APPENDIX C: ANALYSIS OF BOUNDARY ADJUSTMENT AND LAND PROTECTION CRITERIA

The following analysis of boundaries and external resources was directed by two laws. The first is the Omnibus Public Land Management Act of 2009 (Public Law 111-11) and the second is the National Parks and Recreation Act of 1978 (Public Law 95-625).

Legislation authorizing a special resource study of the Tule Lake Segregation Center was introduced in 2007 by Representative John Doolittle (D-CA), and a companion bill was introduced by Senator Dianne Feinstein. On December 5, 2008, the Tule Lake Unit of World War II Valor in the Pacific National Monument was designated by presidential proclamation, including a portion of the historic Tule Lake Segregation Center. Public Law 111-11, the Omnibus Public Land Management Act of 2009, Title VIII, Subtitle C, Section 7202 passed on March 30, 2009 and authorized the Secretary of the Interior to “conduct a special resource study of the Tule Lake Segregation Center to determine the national significance of the site and the suitability and feasibility of including the site in the National Park System” (See appendix B). Following the presidential proclamation, the authorization to complete the study was retained in the omnibus package in order to direct the National Park Service to assess additional areas for inclusion in the new unit and to evaluate alternatives for protecting and managing more of the resources associated with the World War II history of Tule Lake.

The NPS is addressing the special resource study requirements through this general management planning process. Given the designation by presidential proclamation of the Tule Lake Unit in 2008, the analysis of lands within the Tule Lake Unit is no longer relevant.

The second law, Public Law 95-625, also known as the National Parks and Recreation Act of 1978, directs the NPS to consider, as part of a planning process, what modifications

of external boundaries might be necessary to carry out park purposes. Subsequent to this act, Congress also passed Public Law 101-628, the Arizona Desert Wilderness Act. Section 1216 of this act directs the Secretary of the Interior to develop criteria to evaluate any proposed changes to the existing boundaries of individual park units. Section 1217 of the act calls for the National Park Service to consult with affected agencies and others regarding a proposed boundary change, and to provide an estimate of acquisition cost, if any, related to the boundary adjustment.

In accordance with §3.5 of *NPS Management Policies 2006*, the NPS may conduct studies of potential boundary adjustments and may make boundary revisions to:

- protect significant resources and values, or to enhance opportunities for public enjoyment related to park purposes;
- address operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads; or
- otherwise protect park resources critical to fulfilling park purposes.

All recommendations for boundary changes must also meet the following two criteria:

- The added lands will be feasible to administer considering size, configuration, ownership; costs; the views of and impacts on local communities and surrounding jurisdictions; and other factors such as the presence of hazardous substances or exotic species.
- Other alternatives for management and resource protection are not adequate.

Legislation would be required to authorize modifications to the boundary of the Tule Lake Unit in most cases. However, minor boundary adjustments could be made administratively for lands contiguous with the existing unit and with full owner consent.

Note: Acreage figures in the following analysis vary depending on the method of documentation. The following analysis uses acreage figures from geographic information system (GIS) and cited documents. A survey is called for in the preferred alternative which would clearly delineate boundaries and result in more precise acreage numbers.

BOUNDARY ADJUSTMENT CRITERIA EVALUATION

The following section addresses the criteria that must be considered for adjustments to the boundaries of national park units in accordance with §3.5 of NPS *Management Policies 2006*.

Protection of Significant Resources and Values or Opportunities to Enhance Public Enjoyment

Park purpose and significance statements from the *Tule Lake Unit Foundation Document* and described in Chapter 2: Foundation for Planning provide a framework for evaluating whether study area resources would contribute to the protection of its fundamental resources and values or opportunities to enhance enjoyment. The following section provides a description of how the lands of the historic Tule Lake Segregation Center outside the existing boundary of the Tule Lake Unit would contribute to the protection of the Tule Lake Unit's national significance.

The historic Tule Lake Segregation Center spanned 6,110 acres of land. The central developed area of the camp, including the residential, military police, and administration areas, and the stockade covered roughly 908 acres. The center contained two farm areas totaling approximately 3,559 acres and other open space lands. Together these lands have

value in their ability to interpret the major themes that make the Tule Lake Unit nationally significant. They provide a setting for visitors to contemplate how constitutional rights were denied to individuals incarcerated at Tule Lake and how incarcerated individuals addressed issues of loyalty, disloyalty, and renunciation. The stories and perspectives of incarcerated individuals who were imprisoned at Tule Lake relate to these lands, where they lived and worked for the duration of the war. The lands are part of the historic segregation center, contribute to the historic setting, contain historic resources, and are part of the Tule Lake landscape. They are places that are relevant to discussions of World War II, the injustices that occurred to individuals and communities at Tule Lake, and the stories and perspectives of the local agricultural community. Lands within the historic Tule Lake Segregation Center contribute to the purpose of the Tule Lake Unit.

Today, only 37 acres of the developed area of the camp are included in the boundary of the Tule Lake Unit and National Historic Landmark (NHL). In addition, the 1,277 acres of the Peninsula that are within the unit boundary include the 628 acres that were historically part of the camp.

Previous analyses of Tule Lake's historic resources were completed prior to the Tule Lake Unit's designation in 2008. The following additional analysis of resource significance is based on the *Tule Lake Historic Resources Inventory* (2004), Tule Lake Segregation Center NHL nomination (2005), and guidance provided by the *Japanese Americans in World War II Theme Study* (2012). It is also based on information provided on the Tule Lake Segregation Center Resources on Adjacent Lands section in chapter 4.

NATIONAL REGISTER HISTORIC DISTRICT: POTENTIAL ELIGIBILITY

The *Tule Lake Historic Resources Inventory* (2004) recommended 6,172 acres of the former Tule Lake Segregation Center as eligible for listing in the National Register of Historic Places as a historic district. Historic areas and recommended contributing resources include

barrack buildings, building foundations, planted vegetation, historic culverts, and portions of the historic fence, archeological remains, and outlying areas, such as the agricultural areas. The segregation center site is recommended eligible under Criterion A, for its association with the mass incarceration of Japanese Americans during World War II, Criterion C, for its embodiment of distinctive characteristics associated with the design and construction of the camp, and some areas under Criterion D for their importance to likely yield information in reconstructing important aspects of the incarceration history. The nomination inventory proposed that this area maintains integrity of setting, location, association, and feeling. Contributing elements also have integrity of design, materials, and workmanship.

To date, a national register nomination has not been completed, rather it was determined that a smaller portion of the segregation center could be eligible as a NHL (see below.) The inventoried areas outside the NHP are currently being used for housing, business operations, public works, agriculture, and for an airport, and there is a general lack of local support for listing private properties in the national register.

NATIONAL HISTORIC LANDMARK ELIGIBILITY

The Tule Lake Historic Resources Inventory (2004) identified 90 acres of land that are considered true, accurate, and relatively unspoiled examples of the Tule Lake Segregation Center, and that meet the criteria of eligibility for NHL designation. These 90 acres include the historic buildings in the military police compound, WRA motor pool, post engineer's yard, and stockade; the industrial area; and what is now the Homestead Market. Together the resources in the 90 acres of land are unique among all the WRA camps and provide a compelling physical presence and setting that retain a high degree of integrity. Under Criterion 1, Tule Lake is considered to outstandingly represent the Japanese American incarceration, "an infamous period in our history," and, under Criterion 4, is an outstanding example

NATIONAL REGISTER CRITERIA

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. That are associated with the lives of significant persons in our past; or
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. That have yielded or may be likely to yield, information important in history or prehistory.

NATIONAL HISTORIC LANDMARKS CRITERIA

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:

1. That 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. That are associated importantly with the lives of persons nationally significant in the history of the United States; or
3. That represent some great idea or ideal of the American people; or
4. That 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. That 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. That 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.

of a World War II U.S. Army military police encampment.

Of the 90 acres identified, 37 acres (listed as 42 acres in the NHL nomination) were designated in 2006 as a NHL and in 2008 as the segregation center site of the Tule Lake Unit.

The remaining 53 acres were not designated as part of the NHL primarily because of incompatible current uses and a lack of local support for a NHL designation. The area includes the military police compound, the industrial area, and the staff recreation building described below:

The original military police compound area contains the highest number of intact World War II-era buildings and features of the 10 WRA camps. The area contains roughly 40 original buildings, the road grid, historic vegetation, and numerous other historic features. The area is now the Flying Goose Lodges residential subdivision, and all the parcels are privately owned. See the section in chapter 4, “Cultural Resources: Tule Lake Segregation Center Resources on Adjacent Lands,” for a complete description of these historic features.

The industrial area includes five warehouses, remains of three other buildings, and borrow pits that were part of the Tule Lake Segregation Center. They are now privately owned and used by the Newell Potato Cooperative.

The original staff recreation building was first used during World War II as staff apartments, then as a post office before being converted to a staff recreation building. It has the original lava rock chimney and parquet floors from World War II. Today it is the privately owned Homestead Market.

When evaluated against other World War II Japanese American incarceration sites, the historic buildings and resources on the remaining 53 acres are distinctive, of

remarkable integrity, and possess exceptional value in interpreting aspects of Tule Lake’s history and the national story of mass incarceration. They are unique among the World War II Japanese American incarceration sites and could be suitable for inclusion in the national park system. However, in 2012, the NPS NHLs Program’s *Japanese Americans in World War II NHL Theme Study* recommended that further documentation for NHL purposes was unnecessary at that time. (NPS 2012a: 146)

CONCLUSION—SIGNIFICANT RESOURCES AND VALUES OR OPPORTUNITIES TO ENHANCE PUBLIC ENJOYMENT

For the purposes of this analysis, the 6,110-acre historic extent of the Tule Lake Segregation Center is considered to be significant because it contributes to the purpose and significance of the Tule Lake Unit. The lands recommended/nominated as eligible for NHL status based on the 2004 inventory may receive priority for boundary modifications because they are outstanding examples of their resource types and have exceptional value in interpreting historical and cultural themes of the nation.

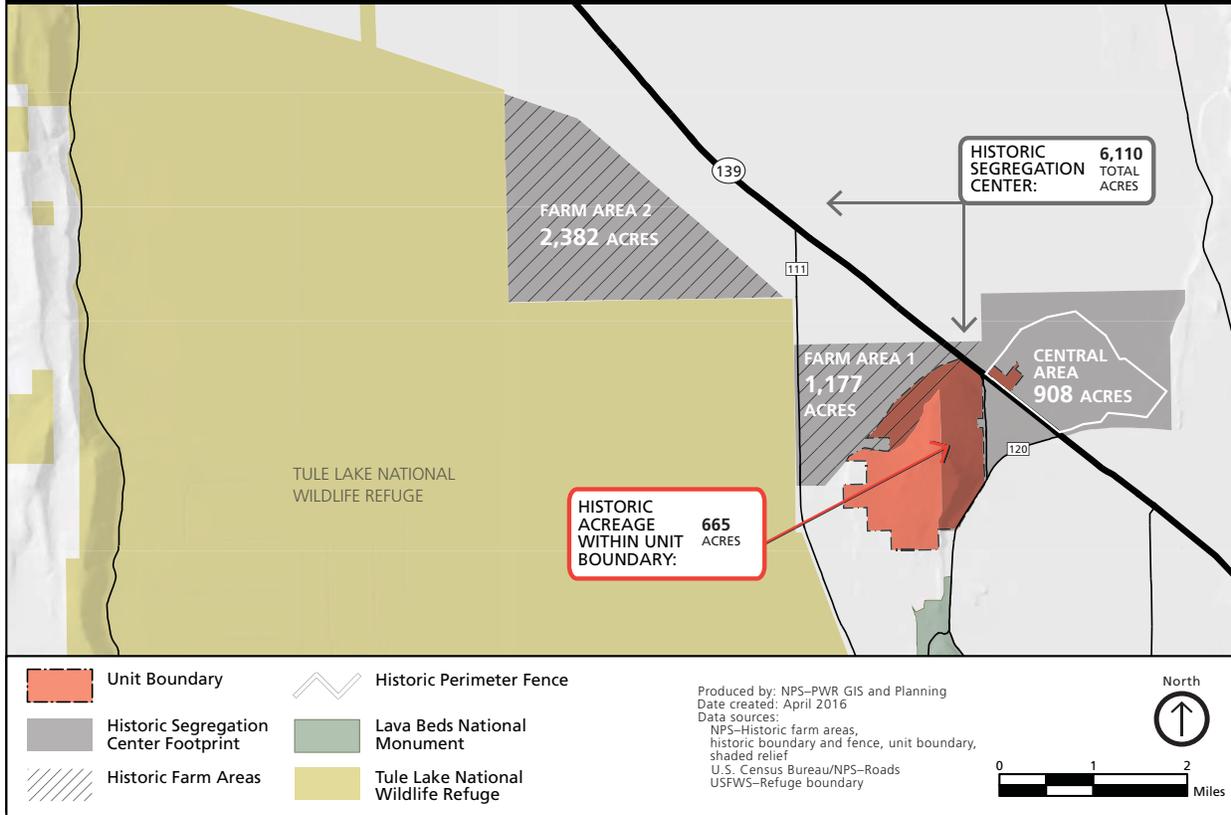
At present, the landscape and exteriors of the historic buildings can be viewed by visitors and serve as tangible links to the historic events and provide an opportunity to more fully interpret the story of incarceration at Tule Lake during World War II. However, public enjoyment of these areas is largely complicated by their private ownership, management, and uses that are not compatible with visitor use.

Address Operational and Management Issues

The presidential proclamation which designated the Tule Lake Unit in 2008 included only publicly owned lands within the boundary. Boundary revisions to the existing Tule Lake Unit (the segregation center site, Camp Tulelake, and the Peninsula) to address operational and management issues are assessed in this section. These types of issues may include the need for access or the need for

Figure 14: Acreages—Historic Segregation Center

Tule Lake Unit, WWII Valor in the Pacific National Monument GMP/EA



boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads.

The segregation center site is accessible from SR 139 via two entrances. The boundary corresponds to logical boundary delineations for the historic site and contemporary use. No changes to the existing boundary of the segregation center site for operational or management issues are necessary.

The Camp Tulelake property is accessible from Hill Road. The shape of the parcel is unusual and some boundaries do not follow logical delineations. The northern tip of the property, approximately ½ acre in size, may need a survey of existing uses. More analysis and discussion is needed to determine whether a boundary adjustment is desirable or needed. Any boundary modifications would need to be done collaboratively with the USFWS and the adjacent landowner.

The Peninsula is not easily accessible by road or by foot from existing roads. Currently, an unnamed dirt road between County Roads 155 and 120 leads to a two-track access road to the water towers on the Peninsula. The two-track access road is in very poor condition and four-wheel drive vehicles are necessary. The access road crosses private property for approximately 60 yards near the privately owned corals. Additionally, during Tule Lake Pilgrimages, an alternate access point from the south is used. This access crosses private property and is not a viable access point for long-term use.

At present, the NPS leads guided hikes to the Peninsula under a special-use permit from the USFWS. The hikes occur during the summer season and begin at the segregation center site, cross SR 139, head south on Tule Lake Unit property along the bluff to a dirt road leading to contemporary water towers, and then proceed throughout the Peninsula and

to the cross. This current access point near SR 139 to the Peninsula is temporary and not suitable for long-term access because of visitor safety concerns, because it is limited to foot access only, and because of the long distance to viewpoints and historic resources on the Peninsula.

If public access is allowed, a long-term solution is needed to provide vehicular access to the Peninsula so that visitors can experience a panoramic view of the historic extent of the Tule Lake Segregation Center for visitor learning and enjoyment. Vehicular access to a trailhead on the Peninsula would provide for greater ease of walking and hiking to cultural and natural resources on the Peninsula.

CONCLUSION—OPERATIONAL AND MANAGEMENT ISSUES

No changes are necessary to the segregation center site at this time to address management issues.

For Camp Tulelake and the Peninsula, a cadastral survey is necessary to determine and clarify legal boundaries. Additionally, more information is needed to determine if there are potential non-conforming uses on federal property. The NPS and USFWS would engage with neighboring landowners in the event of non-conforming uses to resolve any land or boundary issues or determine whether a minor boundary adjustment would be desirable or needed.

If public access is allowed on the Peninsula, a right-of-way, easement, or purchase from a willing neighboring landowner would be necessary to provide public vehicular access.

Feasibility to Administer the Lands Added through the Boundary Adjustment

Feasibility criteria for a boundary adjustment to an existing national park unit consider size, configuration, ownership; costs; the views of and impacts on local communities and surrounding jurisdictions; and other factors such as the presence of hazardous substances or exotic species.

SIZE, CONFIGURATION, AND OWNERSHIP

Approximately 665 acres of the historic Tule Lake Segregation Center are designated within the Tule Lake Unit (37 in the developed area and 628 on the Peninsula). The remaining 5,445 acres are in a variety of parcel sizes, configurations, land uses, and ownership. There are over 300 individual parcels within the extent of the Tule Lake Segregation Center's historic lands. Parcels range in size from small residential plots of less than ½ acre in the town of Newell to large public and agricultural parcels spanning several hundred acres. Land uses are varied, such as residential, commercial, agricultural, public utility, and public and private open space. Ownership is also varied among private individual and trust owners and town, county, state, and federal lands. Substantive discussions with landowners about potential boundary modifications have not occurred to date.

COSTS ASSOCIATED WITH OPERATION, ACQUISITION, DEVELOPMENT, AND RESTORATION

Operational costs of national park units vary widely, depending on the amount and type of resources managed, number of visitors, level of programs offered, and many other factors. Land acquisition costs would vary depending on a variety of factors for each parcel. NPS funds for land acquisition are currently very limited, and proposed acquisitions compete for national funds with many other sites. Development costs for NPS units vary widely as well, depending on the types of existing and desired conditions and facilities. Costs for operation, acquisition, development, and restoration are not assessed for additional lands to the Tule Lake Unit because these costs would depend on a variety of factors, such as parcel size, location, and intended use.

IMPACTS ON LOCAL COMMUNITIES AND SURROUNDING JURISDICTIONS

In local and regional public meetings and written correspondence received by the NPS, there are differing opinions and various levels of support and opposition to federal designation of additional lands associated

with the Tule Lake Segregation Center. The majority of people in the local Newell and Tulelake communities oppose the concept of lands being added to the unit and additional federal designations, such as NHLs or national register districts. Some are concerned about private property rights and do not want federal involvement in these lands. Additionally, there is a fear that NPS will take over private and public lands by eminent domain or other means. In contrast however, there are some individuals in the local community who do support NPS acquisition and management of former Tule Lake Segregation Center lands for historic preservation and interpretation purposes, including lands owned by the Bureau of Reclamation. Some Japanese American former incarcerated and their descendants have also expressed a desire for the NPS to consider the addition of more historic lands, such as the airport.

POTENTIAL THREATS—OTHER FACTORS SUCH AS THE PRESENCE OF HAZARDOUS SUBSTANCES OR EXOTIC SPECIES

Potential threats on lands within the historic extent of the Tule Lake Segregation Center have not been surveyed for hazardous materials, however known and possible threats are described to the extent possible. During World War II, the camp maintained sewage treatment plants, effluent ponds, disposal dumps, and fuel storage areas; some of which could contain hazardous substances. Land uses occurring since the closure of the camp could have added hazardous substances to the historic lands; these land uses include landfills, dumps, and storage for pesticides and herbicides.

Exotic vegetation species are evident throughout the historic extent of the Tule Lake Segregation Center lands, and some species could be noxious weeds. In the event of a potential boundary modification for a specific parcel, a vegetation survey would be necessary to determine the level and types of exotic species.

The Department of the Interior discourages acquisition of property contaminated with

hazardous substances. Further, this policy states that contaminated lands should not be acquired unless otherwise directed by Congress, court order, or as determined by the Secretary of the Interior. Any property under consideration for NPS acquisition would therefore be assessed for environmental contaminants. If contamination exists, further evaluation would take place to determine the feasibility of managing the land given the potential transfer of liability and costs for remediation and/or restoration.

CONCLUSION—FEASIBILITY

The Tule Lake Segregation Center's historic lands have been substantially divided since World War II into a variety of sizes and configurations. The parcels have a mix of federal, local government, and private ownership and maintain a variety of land uses, many of which are incompatible with the purpose of the Tule Lake Unit. Costs associated with operation, acquisition, development, and restoration would need to be assessed in the event that individual parcels are considered for addition to the NPS from willing sellers. Additionally, any parcel would need to be evaluated for the presence of hazardous substances and exotic species.

To be determined feasible, public opinion and support is strongly considered and necessary. At this time local landowners have expressed a general lack of support for an expansion of the Tule Lake Unit. The NPS has engaged the landowner of the parcel that provides road access to the water towers to discuss an arrangement to provide public access across the parcel. If in the future, public and private landowner sentiments, land uses, and NPS budgets change, the area and other individual parcels could be re-evaluated. Boundary adjustments are not determined to be feasible at this time.

PROTECTION ALTERNATIVES CONSIDERED

If lands are determined to contain significant resources, are necessary to address operational or management issues, and are found to be feasible, then protection alternatives are considered and analyzed. While various lands have been found to contain significant resources and address operational issues, at this time the historic lands, in general, are determined not to be feasible for addition to the NPS because of public opinion. In the event that public opinion was to change or individual landowners were to pursue discussions with the NPS about boundary modifications to add their lands, additional analysis of those lands would be necessary. Additionally, if public access is allowed on the Peninsula, a right-of-way, easement, or purchase from a willing neighboring landowner would be necessary to provide public vehicular access.

The Land Protection and Boundary sections in chapter 3 provide general guidance for promoting collaborative relationships with neighbors and willing landowners to support preservation efforts and to address operational issues within the historic extent and viewshed of the Tule Lake Segregation Center. This guidance has been provided to fulfill agency responsibilities for the Tule Lake Unit and historic resources associated with Tule Lake's history. See the Land Protection and Boundary sections in chapter 3 for more specific guidance.

APPENDIX D: DESIRED CONDITIONS AND POTENTIAL MANAGEMENT STRATEGIES DERIVED FROM LAWS, REGULATIONS, AND POLICIES

The desired conditions described in this section provide the broadest level of direction for management of the Tule Lake Unit and are based on federal laws, executive orders, and NPS management policies.

To understand the implications of the actions described in the alternatives, it is important to describe the laws and policies that underlie the management actions. Many NPS management directives are required based on law and/or policy and are therefore not subject to alternative approaches. A GMP is not needed to decide, for instance, that it is appropriate to protect endangered species, control nonnative invasive species, protect archeological sites, conserve artifacts, or provide for universal access—laws and policies already require the NPS to fulfill these mandates. The NPS would continue to implement these requirements with or without a new general management plan.

The National Park System General Authorities Act affirms that while all national park system units remain “distinct in character,” they are “united through their interrelated purposes and resources into one National Park System as cumulative expressions of a single national heritage.” The act makes it clear that the NPS Organic Act and other protective mandates apply equally to all units of the system. Further, the Redwood Act of 1978 states that NPS management of park units should not “derogate[e] . . . the purposes and values for which these various areas have been established.” The NPS has established policies for all units under its stewardship that are explained in a guidance manual: *NPS Management Policies 2006*. The alternatives considered in this document incorporate and comply with the provisions of these laws and policies.

The following tables show the most pertinent laws and policies related to planning and managing the Tule Lake Unit. For each topic there are a series of desired conditions required by law and policy that the Tule Lake Unit would continue to work toward under all of the alternatives presented in this general management plan/environmental assessment. The alternatives therefore address the desired future conditions that are not mandated by law and policy and that are appropriate to determine through a planning process. The tables cite the law or policy behind these desired conditions, and give examples of the types of actions being pursued by the NPS at the Tule Lake Unit.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

ARCHEOLOGICAL RESOURCES

Policy Guidance / Sources

Antiquities Act, 1906
 Historic Sites Act, 1935
 National Historic Preservation Act, 1966
 Executive Order 11593: Protection and Enhancement of the Cultural Environment
 Archeological Resources Protection Act, 1979
 Native American Graves Protection and Repatriation Act, 1990
Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation, 1983
 Curation of Federally Owned and Administered Archaeological Collections (36 CFR § 79, 1990)
 NPS Director's Order 28, "Cultural Resource Management Guideline"
 Protection of Historic Properties (36 CFR § 800, 2004)
 NPS
Management Policies 2006

Under the Antiquities Act, the Historic Sites Act, the National Historic Preservation Act, and the Archaeological Resources Protection Act, the National Park Service has a responsibility to manage archeological resources in situ unless physical disturbance is justified and mitigated by data recovery or other means in concurrence with the state historic preservation officer.

Desired Conditions

- Archeological sites are identified and inventoried, their significance is evaluated and documented, and they are in good condition.
- Archeological sites are protected in an undisturbed condition unless it is determined through formal processes that disturbance is unavoidable or that ground disturbing research or stabilization is desirable.
- When disturbance or deterioration of an eligible property is unavoidable, the site is professionally documented and excavated, and the resulting artifacts, materials, and records are curated and conserved in consultation with the California Office of Historic Preservation, Advisory Council on Historic Preservation, and American Indian tribes when the site is associated with one of the affiliated tribes.
- Some archeological sites that can be adequately protected may be interpreted to the visitor.
- Archeological site baseline data are documented and available for appropriate staff. Site conditions are monitored to record changes in resource conditions as a result of environmental conditions or visitor use impacts.
- To the extent feasible, archeological resources degraded from environmental conditions and visitor impacts are mitigated through data recovery or other appropriate site treatment techniques.
- Archeological resources threatened by project development are mitigated first through avoidance or secondly through other preservation strategies such as data recovery.
- Significant archeological sites are nominated for listing in the National Register of Historic Places either individually or in districts.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to archeological resources:

- Continue the process of archeological survey and inventory until all archeological resources have been identified, documented, and evaluated.
- Qualified individuals and organizations conduct archeological fieldwork and research in accordance with the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*.
- Curate archeological collections in accordance with federal standards.
- Record all archeological sites, including new discoveries, in the Archeological Sites Management Information System.
- Monitor all archeological sites on a regular basis and record their current conditions in the Archeological Sites Management Information System.
- Regularly update archeological baseline documents including but not limited to GIS base maps and the archeological overview and assessment.
- Protect archeological site locations and other sensitive archeological information and keep confidential as required or appropriate.
- Educate visitors on regulations governing protection and conservation of archeological resources.
- Partner with colleges, universities, and other appropriate organizations to encourage preservation and appropriate research for the public benefit.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

CULTURAL LANDSCAPES

Policy Guidance / Sources

Antiquities Act, 1906

Historic Sites Act, 1935

National Historic Preservation Act, 1966

Executive Order 11593:
Protection and Enhancement
of the Cultural Environment

Advisory Council on
Historic Preservation's
implementing regulations
regarding the Protection
of Historic Properties (36
CFR § 800, 2004)

*Secretary of the Interior's
Standards for the Treatment
of Historic Properties with
Guidelines for the Treatment
of Cultural Landscapes*, 1996

NPS Director's Order
28, "Cultural Resource
Management Guideline"

NPS
Management Policies 2006

According to the NPS's Cultural Resource Management Guideline (DO-28), a cultural landscape is a reflection of human adaptation and use of natural resources and is often expressed in the way land is organized and divided, patterns of settlement, land use, systems of circulation, and the types of structures that are built. The character of a cultural landscape is defined both by physical materials, such as roads, buildings, walls, and vegetation, and by use, reflecting cultural values and traditions.

Desired Conditions

- Cultural landscape inventories are conducted to identify resources potentially eligible for listing in the national register and to assist in future management decisions for landscapes and associated resources, both cultural and natural.
- The management of cultural landscapes focuses on preserving the landscape's physical attributes, biotic systems, viewshed, and use when that use contributes to its historical significance.
- The preservation, rehabilitation, restoration, or reconstruction of cultural landscapes is undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*.
- The cultural landscapes of the Tule Lake Unit are managed to retain a high degree of integrity.
- Identified and evaluated cultural landscapes are monitored, inspected, and managed to ensure preservation of the contributing resources, qualities, materials, and the historic character-defining significance.
- Actions identified in cultural landscape reports are implemented, and a record of treatment is added to the reports.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to cultural landscapes:

- Complete a survey, inventory, and evaluation of cultural landscapes.
- Assure all significant cultural landscape resources are preserved in their historic setting and larger environmental context to the degree possible.
- Determine the general preservation philosophy for long-term stewardship of the cultural landscape through park management plans (such as the GMP).
- Prepare a cultural landscape report outlining preservation treatments for the cultural landscape holistically in compliance with the *Secretary of the Interior Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

HISTORIC STRUCTURES

Policy Guidance / Sources

National Historic Preservation Act, 1966
 Archeological and Historic Preservation Act, 1974
Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation, 1983
Secretary of the Interior's Standards for the Treatment of Historic Properties, 1995
 NPS Director's Order 28, "Cultural Resource Management Guideline"
 NPS *Management Policies 2006*
 Programmatic Agreement among the NPS, the National Conference of State Historic Preservation Officers, and the Advisory Council on Historic Preservation, 2008

The National Historic Preservation Act calls for analyzing the effects of possible federal actions on historic structures listed in, or eligible for listing in, the national register and for inventorying and evaluating their significance and condition. NPS *Management Policies 2006* (§5.3.5.4) calls for the treatment of historic structures, including prehistoric ones, to be based on sound preservation practice to enable the long-term preservation of a structure's historic features, materials, and qualities.

Desired Conditions

- Historic structures are inventoried and their significance and integrity are evaluated.
- The qualities that contribute to the listing or eligibility for listing of historic structures in the national register are protected in accordance with the *Secretary of the Interior's Standards and Guidelines for the Treatment of Historic Properties*.
- Historic structure reports are prepared and existing reports amended as needed. Actions identified in historic structure reports are implemented and a record of treatment added to the reports.
- Identified and evaluated historic structures are monitored, inspected, and managed to ensure long-term preservation.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to historic structures:

- Employ comprehensive maintenance, protection, and preservation measures in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. For properties lacking specific plans, preservation actions would be based on the Secretary of the Interior standards and NPS policy and guidelines for stabilization of historic resources.
- Treat all historic structures as eligible for listing in the National Register of Historic Places pending formal determination by the NPS and the California Office of Historic Preservation.
- Create historic structure reports for historic structures in the Tule Lake Unit to preserve the architectural characteristics and character-defining features of the buildings.
- Address recurring maintenance activities for significant historic buildings to assure structures remain stable and in good condition.
- Document the history of individual buildings through physical investigations, oral histories of individuals, groups, and others who have ties to the park unit.
- Consult with the California Office of Historic Preservation and the Advisory Council for Historic Preservation (as appropriate) before modifying any historic structure listed in the NHL.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

MUSEUM COLLECTIONS

Policy Guidance / Sources

Antiquities Act, 1906
 Historic Sites Act, 1935
 Management of Museum Properties Act, 1955
 National Historic Preservation Act, 1966
 Archeological and Historic Preservation Act, 1974
 American Indian Religious Freedom Act, 1978
 Archaeological Resources Protection Act, 1979
 Native American Graves Protection and Repatriation Act, 1990
 Curation of Federally Owned and Administered Archeological Collections (36 CFR § 79, 1990)
 NPS Director's Order 28, "Cultural Resource Management Guideline"
 NPS
Management Policies 2006
 NPS Director's Order 24, "Museum Collections Management"
NPS Museum Handbook
 Programmatic Agreement among the NPS, the National Conference of State Historic Preservation Officers, and the Advisory Council on Historic Preservation, 2008

NPS *Management Policies 2006* (§5.3.5.5) states that the NPS ". . . will collect, protect, preserve, provide access to, and use objects, specimens, and archival and manuscript collections . . . in the disciplines of archeology, ethnography, history, biology, geology, and paleontology to aid understanding among park visitors, and to advance knowledge in the humanities and sciences."

Desired Conditions

- All museum collections (objects, specimens, and manuscript collections) are identified and inventoried, catalogued, documented, preserved, protected, and available for access and use for research, interpretation, and exhibits, subject to appropriate limitations, such as for preservation or restricted information.
- The qualities that contribute to the significance of collections are protected in accordance with established standards.
- Research and development projects include plans for the curation of collected objects and specimens.
- The Tule Lake Unit's museum collections are housed in appropriate facilities that provide protection for current collections and allow for future collection expansion.
- Museum collections provide documentation of the Tule Lake Unit's cultural and natural resources, and their management.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to museum collections:

- Continue to ensure adequate conditions for the climate control of collections and means for fire detection and suppression, integrated pest management, and research and interpretation access are maintained.
- Inventory and catalog all unit museum collections in accordance with standards in the *NPS Museum Handbook*.
- Develop and implement a collection management program according to NPS standards to guide the protection, conservation, and use of museum objects.
- Develop documentation for all specimens in the cultural and natural resource collections.
- Ensure that the qualities that contribute to the significance of collections are protected and preserved in accordance with established NPS museum curation and storage standards.
- Hire a collections manager.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

VALUES, TRADITIONS, AND PRACTICES OF TRADITIONALLY ASSOCIATED PEOPLES (ALSO REFERRED TO AS ETHNOGRAPHIC RESOURCES)

Policy Guidance / Sources

Antiquities Act, 1906
National Historic Preservation Act, 1966
National Environmental Policy Act, 1969
American Indian Religious Freedom Act, 1978
Archaeological Resources Protection Act, 1979
Native American Graves Protection and Repatriation Act, 1990
NPS Director's Order 28, "Cultural Resource Management Guideline"
NPS
Management Policies 2006
Nationwide Programmatic Agreement for Section 106 of the National Historic Preservation Act, 2008

As defined in NPS *Management Policies 2006*, ethnographic resources are objects and places, including sites, structures, landscapes, and natural resources, with traditional cultural meaning and value to associated peoples. Research and consultation with associated people identifies and explains the places and things they find culturally meaningful. Place-based values, traditions, and practices of traditionally associated peoples can be eligible for the National Register of Historic Places as part of traditional cultural properties. Traditionally associated peoples are social/cultural entities such as tribes, communities, and kinship units, as well as park neighbors, traditional residents, and former residents who remain attached to a park area despite having relocated, are "traditionally associated" with a particular park when 1) the entity regards park resources as essential to its development and continued identity as a culturally distinct people; 2) the association has endured for at least two generations (40 years); and 3) the association began prior to establishment of the park.

Desired Conditions

- Appropriate cultural anthropological research is conducted in consultation with groups traditionally associated with the Tule Lake Unit.
- To the extent practicable, permitted by law, and consistent with essential agency functions, the NPS accommodates traditionally associated peoples' (including but not limited to Japanese American communities and affiliated American Indian tribes) access to significant sites, features, objects, and natural resources and avoids adversely affecting the physical integrity of these resources.
- Traditionally associated peoples linked by ties of kinship or culture to ethnically identifiable human remains, sacred objects, objects of cultural patrimony, and associated funerary objects are consulted when such items may be disturbed or are encountered on park lands.
- All traditional cultural properties determined eligible for listing or listed in the National Register of Historic Places are protected.
- If disturbance of such resources is unavoidable, formal consultation with the California Office of Historic Preservation, the Advisory Council on Historic Preservation, and American Indian tribes as appropriate, is conducted.
- The identities of community consultants and information about sacred and other culturally sensitive places and practices are kept confidential according to protocols established in consultation with the affected groups.
- Potentially sensitive natural and cultural resources and traditional cultural properties (traditional cultural properties eligible for the National Register of Historic Places) are identified, recorded, and evaluated through consultation with affected groups. The integrity of traditional cultural properties is preserved and protected.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to the values, traditions, and practices of traditionally associated peoples:

- Survey and inventory practices and traditions to assess their significance to traditionally associated people and groups. This could be done in the framework of a potential traditional cultural property.
- Treat all traditional cultural properties as eligible for listing in the National Register of Historic Places pending a formal determination by the NPS.
- As possible under laws and regulations, allow for continued access to and use of resources and areas essential to the survival of family, community, or regional cultural practices.
- Exercise reasonable control over the times when and places where specific groups are provided exclusive access to particular areas of the park unit.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

**VALUES, TRADITIONS, AND PRACTICES OF TRADITIONALLY ASSOCIATED PEOPLES
(ALSO REFERRED TO AS ETHNOGRAPHIC RESOURCES)**

	<ul style="list-style-type: none"> • Protect sacred resources to the extent practicable. • Restrict information about the location and character of sacred sites from the public, if disclosure will cause effects, such as invasion of privacy, risk harm to the resource, or impede the use of a traditional religious site by practitioners. • Develop a record about such places in consultation with appropriate groups, and identify any treatments preferred by the groups. This information will alert superintendents and planners to the potential presence of sensitive areas and will be kept confidential to the extent permitted by law. • Collaborate with affected groups to prepare mutually agreeable strategies for providing access to locales, and for enhancing the likelihood of privacy during religious ceremonies or important cultural events. Any strategies that are developed must comply with constitutional and other legal requirements. • Make accommodations for access to, and the use of, sacred places when interest is expressed by traditionally associated peoples who have a long standing connection to the Tule Lake Unit.
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AIR QUALITY

<p>Policy Guidance / Sources Clean Air Act, 1970 NPS <i>Management Policies 2006</i> NPS Director's Order 77, "Natural Resources Management Guideline"</p>	<p>The National Park Service has a responsibility to protect air quality under both the 1916 Organic Act and the Clean Air Act (CAA). Accordingly, the Tule Lake Unit will seek to perpetuate the best possible air quality to 1) preserve natural resources and systems; 2) preserve cultural resources; and 3) sustain visitor enjoyment, human health, and scenic vistas.</p> <p>Desired Conditions</p> <ul style="list-style-type: none"> • Air quality in the unit meets national ambient air quality standards (NAAQS) for specified pollutants. The unit's air quality is maintained or enhanced with no significant deterioration. • Nearly unimpaired views of the landscape both within and outside the unit are present. Scenic views are substantially unimpaired (as meant by the Clean Air Act). <p>Management Direction / Strategies</p> <p>The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to air quality:</p> <ul style="list-style-type: none"> • Continue to cooperate with the California Commission on Environmental Quality and the U.S. Environmental Protection Agency to monitor air quality and ensure that unit actions do not impair air quality. (Note: The NPS has very little direct control over air quality in the airshed encompassing the Tule Lake Unit.) • Inventory the air quality-related values (AQRVs) associated with the Tule Lake Unit. Monitor and document the condition of air quality and related values. • Evaluate air pollution impacts and identify causes. • Minimize air pollution emissions associated with unit operations and visitor use activities. • Conduct all prescribed and pile burning in compliance with air quality standards and procedures with regional Air Quality Control Boards. • Conduct air quality monitoring in conjunction with other government agencies and academic institutions. • Conduct unit operations in compliance with federal, state, and local air quality regulations. • Ensure healthful indoor air quality at NPS facilities. • Participate in federal, regional, and local air pollution control plans and drafting of regulations and review permit applications for major new air pollution sources.
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SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

AIR QUALITY

	<ul style="list-style-type: none"> Initiate or participate in research on air quality and effects of air pollution on plants and soils in the unit. Determine changes in ecosystem function caused by atmospheric deposition and assess the resistance and resilience of native ecosystems in the face of these external perturbations.
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ECOLOGICAL COMMUNITIES

Policy Guidance / Sources	Desired Conditions
<p>Lacey Act of 1900</p> <p>Migratory Bird Treaty Act of 1918</p> <p>Endangered Species Act of 1973</p> <p>Federal Noxious Weed Act of 1974</p> <p>National Invasive Species Act of 1996</p> <p>Executive Order 13112: Invasive Species</p> <p>NPS <i>Management Policies 2006</i></p> <p>NPS Director's Order 77, "Natural Resources Management Guideline"</p> <p>NPS Director's Order 18, "Wildland Fire Management"</p> <p><i>NPS Climate Change Response Strategy, 2010</i></p> <p><i>PWR Climate Change Response Strategy, 2013</i></p> <p><i>Lava Beds National Monument Climate Friendly Park Plan, 2011</i></p>	<ul style="list-style-type: none"> Populations of native plant and animal species function in as natural a condition as possible except where special considerations are warranted (such as with species and/or communities of special management concern). Actions promote ecosystem level, park unit-specific strategies that enhance the restoration, conservation, and preservation of unit resources and reduce non-climate stressors. Native species populations that have been severely reduced or extirpated from the unit are restored where feasible and sustainable. Potential threats to the unit's native plants and wildlife are identified early and proactively addressed through inventory and monitoring. Sources of air, water, and noise pollution and visitor uses adversely affecting plants and animals are limited to the greatest degree possible. Visitors and staff recognize and understand the value of the unit's native plants and wildlife and the role that surrounding ecologically functional landscapes play in habitat connectivity. Visitors understand how changing environmental conditions can and will lead to changes in processes and biota at the unit. Develop understanding of climate change impacts to species and communities. Help visitors and staff recognize and understand the purpose of adaptation strategies and mitigations to respond to climate change. Use the best available scientific data and knowledge to inform decision-making about climate change. NPS staff uses the best available scientific information and technology to manage these ecological communities. Federally and state-listed threatened and endangered species, as well as species of special management concern, and their habitats are protected and sustained. NPS staff prevents the introduction of nonnative species and provides for their control to minimize the economic, ecological, and human health impacts that these species cause. <p>Management Direction / Strategies</p> <p>The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to native wildlife and vegetation:</p> <ul style="list-style-type: none"> Complete a baseline inventory of the plants and animals in the unit and regularly monitor the distribution and condition of selected species that are indicators of ecosystem condition and diversity. Establish a comprehensive monitoring program that improves understanding of species, communities, and ecosystem health. Identify impacted areas and develop objectives and methods to ecologically restore native biological communities. Improve understanding of effects of climate, disturbance events, insects, and pathogens on trends in forest condition.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

ECOLOGICAL COMMUNITIES

- Identify, through research and collaboration, species that would be most at risk to local extinctions due to a warming climate and monitor their distribution and abundance in the unit.
- Analyze potential climate change impacts and adaptively apply the information to promote ecosystem resilience and enhance restoration, conservation, and preservation.
- Participate in regional ecosystem efforts such as the Clear Lake Sage-Grouse Working Group, to restore native species and ecosystem processes (Clear Lake Sage-Grouse Working Group 2010).
- Support research that contributes to management of native species.
- Minimize negative human impacts on native plants, animals, populations, communities, and ecosystems and the processes that sustain them.
- Rely upon natural processes when possible to maintain native plant and animal species and to influence natural fluctuations in populations of these species.
- Manage populations of nonnative plant and animal species, including eradication, when control is prudent and feasible.
- Work with other public and private land managers, including the state of California and the USFWS, to encourage the conservation of populations and habitats of species that share common areas or migrate into and out of the unit whenever possible.
- Continue inventory and monitoring of the plants and animals in the unit. Collected data will be used as a baseline to regularly monitor the distribution and condition of selected species, including indicators of ecosystem condition and diversity, rare and protected species, and nonnative species. Management plans will be modified to be more effective, based on the results of monitoring.
- Continue to provide interpretive and educational programs on the preservation of native species for visitors.
- Communicate with unit neighbors regarding best management practices outside the unit to assist the unit in the preservation of native species and habitats.
- Avoid, minimize, or otherwise mitigate any potential impacts on state or federally listed species. Should it be determined through informal consultation that an action might adversely affect a federally listed or proposed species; the NPS staff would initiate formal consultation with the USFWS under Section 7 of the Endangered Species Act.
- Implement the fire management plan and update when necessary, consistent with federal law and departmental management policies that also address the need for adequate funding and staffing to support the planned fire management program.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

SOUNDSCAPES

Policy Guidance / Sources

NPS
Management Policies 2006
 NPS Director's Order 47,
 "Sound Preservation and
 Noise Management"
 Executive memorandum
 signed by President Clinton
 on April 22, 1996

An important component of NPS management is to preserve or restore the natural sounds associated with national park system units. The sounds of nature are among the intrinsic elements that combine to form the environment of our national park system units.

Desired Conditions

- The NPS preserves the natural ambient soundscapes, restores degraded soundscapes to the natural ambient condition wherever possible, and protects natural soundscapes from degradation due to human-caused noise.
- Disruptions from recreational uses are managed to provide a high-quality visitor experience in an effort to preserve or restore the natural quiet and natural sounds.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to comply with policy requirements related to soundscapes:

- Develop and implement soundscape management policy that emphasizes preserving natural soundscapes.
- Avoid and minimize any extrinsic sounds that would impact the peak of wildlife communications from pre-dawn to mid-morning.
- Take actions to monitor and minimize or prevent unnatural sounds that adversely affect unit resources and values, including visitors' enjoyment.
- Require tour bus operators, unit visitors and staff vehicles to comply with regulations designed to reduce noise levels (e.g., turning off engines when buses are parked and a no-idling policy for administrative vehicles).
- Minimize noise generated by NPS management activities by strictly regulating administrative functions such as the use of motorized equipment. Consider noise in the procurement and use of equipment within the unit.

LIGHTSCAPE MANAGEMENT AND DARK NIGHT SKIES

Policy Guidance / Sources

NPS
Management Policies 2006

Desired Conditions

- Excellent opportunities to see the night sky are available. Artificial light sources, both within and outside the boundaries, do not unacceptably adversely affect opportunities to see the night sky.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to lightscape management/dark night skies:

- Collaborate with visitors, neighbors, and local government agencies to find ways to prevent or minimize the intrusion of artificial light into the night scene.
- Limit artificial outdoor lighting in the unit to basic safety requirements and shield it when possible.
- Evaluate impacts on the night sky caused by unit facilities. If light sources within the unit are affecting night skies, alternatives such as shielding lights, changing lamp types, or eliminating unnecessary light sources would be used.
- Evaluate impacts of lightscape on nocturnal biota and minimize effects.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

SCENIC RESOURCES

Policy Guidance / Sources

NPS Organic Act, 1916
 NPS
Management Policies 2006

Desired Conditions

- The scenic views at the Tule Lake Unit continue to stir imaginations, inspire, and provide opportunities for visitors to understand, appreciate, and forge personal connections to the stories and historic setting of the segregation center site.
- Intrinsically important scenic vistas and scenic features are not significantly diminished by development.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to comply with policy requirements related to scenic resources:

- Park operations and projects will preserve scenic viewsheds and scenic vistas.
- NPS staff will work with adjacent and nearby landowners to minimize any visual impacts from nearby developments and to ensure that developments do not encroach on unit resources.

FIRE MANAGEMENT

Policy Guidance / Sources

NPS
Management Policies 2006
 NPS Director's Order 18,
 "Wildland Fire Management"

Desired Conditions

- Fire management programs are designed to meet resource management objectives prescribed for the various sites within the Tule Lake Unit and to ensure that the safety of firefighters, staff, and the public is not compromised.
- All wildland fires are effectively managed, considering resource values to be protected and firefighter and public safety, using the appropriate range of strategic and tactical operations as described in an approved fire management plan.
- The best available technology and scientific information are used to manage fire within the Tule Lake Unit, to conduct routine monitoring to determine if objectives are met, and to evaluate and improve the fire management program.
- A comprehensive cross-boundary fire management plan is developed with adjacent land managers, recognizing fire as a natural process that does not acknowledge administrative boundaries.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to comply with policy requirements related to fire management:

- Maintain a current wildfire emergency response procedure (WERP). A WERP is a type of fire management plan which implements the 'suppression-only' response within the segregation center site to protect human life, property, and nationally significant historical structures using strategies that reduce the potential impact of fire suppression operations on biotic, historical, and cultural resources.
- Maintain agreements for fire suppression with appropriate federal, state, and local agencies and organizations.
- Monitor individual prescribed fires to provide information on whether specific objectives regarding smoke behavior, fire effects, etc. are met.
- Conduct research and monitor the effects of fires to ensure that long-term resource objectives are met.
- Fire protection zones are established to create defensible space around primary historic structures.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

GEOLOGIC AND SOIL RESOURCES

Policy Guidance / Sources

NPS
Management Policies 2006
 NPS Director's Order
 77, "Natural Resources
 Management Guideline"

Desired Conditions

- The Tule Lake Unit's geologic and soil resources are preserved and protected as integral components of its natural systems. Natural geological processes are unimpeded.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to geologic resources:

- Assess the impacts of natural processes and human activity on geologic resources.
- Mitigate human impacts on geologic processes (e.g., accelerated erosion).
- Integrate geologic resource management into NPS operations and planning to maintain and restore the integrity of existing geologic resources.
- Develop a plan to identify and prioritize geologic research, inventory, and monitoring.
- Collect baseline information on surface geology.
- Partner with the U.S. Geological Survey and others to identify, address, and monitor geologic hazards.
- Update geologic map of the Tule Lake Unit in digital format that can be used in the geographic information system (GIS).
- Update geologic history using modern theory and techniques.
- Prepare a geologic inventory.

VISITOR EXPERIENCE

Policy Guidance / Sources

NPS Organic Act, 1916
 Architectural Barriers
 Act (ABA), 1968
 Americans with
 Disabilities Act, 1990
 Director's Order 42,
 "Accessibility for Visitors
 with Disabilities"
 Director's Order 6,
 "Interpretation and Education"
 NPS
Management Policies 2006
 Director's Order 9, and
 Reference Manual 9,
 "Law Enforcement"
*Programmatic Access
 Guidelines for NPS
 Interpretive Media*, 2012
*Achieving Relevance in our
 Second Century*, 2014

The NPS Organic Act, NPS General Authorities Act, and NPS *Management Policies 2006* (§1.4, 8.1) all address the importance of national park units being available to all people to enjoy and experience. Current laws, regulations, and policies leave considerable room for judgment about the best mix of types and levels of visitor use activities, programs, and facilities. For this reason, most decisions related to visitor experience are addressed in the alternatives, however, all visitor use of the national park system must be consistent with the following guidelines.

Desired Conditions

- Park resources are conserved "unimpaired" for the enjoyment of future generations.
- Visitors have enjoyment opportunities that are uniquely suited and appropriate to the natural and cultural resources in the unit; opportunities continue to be provided for visitors to understand, appreciate, and enjoy the unit within its regional context.
- Visitors have opportunities to understand and appreciate the significance of the unit and its resources, and to develop a personal stewardship ethic. Interpretive and educational programs build public understanding of and support for such decisions and initiatives, for the NPS mission, and for the Tule Lake Unit.
- Visitors will have opportunity for participatory experiences that promote stewardship and provide relevant, inclusive, and active learning experiences.
- To the extent feasible, all programs, services, and facilities in the unit are accessible to and usable by all people, including those with disabilities.
- For all sites in the Tule Lake Unit, the types and levels of visitor use are consistent with the desired resource and visitor experience conditions prescribed for those areas.
- The level and type of commercial guided activities is managed to protect resources and the visitor experience.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

VISITOR EXPERIENCE

	<p>Management Direction / Strategies</p> <p>The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to visitor experience:</p> <ul style="list-style-type: none"> • Provide visitors with easy access to the information they need to have a safe and enjoyable experience through information and orientation programs. • For all sites or other logical management divisions in the Tule Lake Unit, identify visitor carrying capacities for managing public use and ways to monitor for and address unacceptable impacts on resources and visitor experiences. • Provide both on- and offsite interpretive programs that are designed to encourage visitors to form their own intellectual or emotional connections with the resource. Interpretive programs facilitate a connection between the interests of visitors and the meanings of the unit. • Design curriculum-based educational programs that link unit themes to national standards and state curricula and involve educators in planning and development. These programs would include pre-visit and post-visit materials, address different learning styles, include an evaluation mechanism, and provide learning experiences that are linked directly to clear objectives. Programs would develop a thorough understanding of a park unit's resources in individual, regional, national, and global contexts. • Develop interpretive media that provide visitors with relevant unit information and facilitate more in-depth understanding of and personal connection with Tule Lake's stories and resources. This media will be continually maintained for both quality of content and condition based upon established standards. • Integrate resource issues and initiatives of local and national importance into the interpretive and educational programs. • Modifications for access are assessed in consideration to and following the <i>Secretary of Interior's Standards for Historic Preservation</i>. • Fully integrate programmatic and physical access to ensure equal access by people with disabilities. • Provide special, separate, or alternative facilities, programs, or services only when existing ones cannot reasonably be made accessible.
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CLIMATE CHANGE, SUSTAINABILITY, AND SUSTAINABLE FACILITY DESIGN

<p>Policy Guidance / Sources</p> <p>NPS Organic Act, 1916</p> <p>Energy Policy Act, 2005</p> <p>Energy Independence and Security Act, 2007</p> <p>Executive Order 12873: Federal Acquisition, Recycling, and Waste Prevention</p> <p>Executive Order 12902: Energy Efficiency and Water Conservation at Federal Facilities</p> <p>Executive Order 13423: Federal Environmental, Energy, and Transportation Management</p> <p>Executive Order 13514: Federal Leadership in Environmental, Energy, and Economic Performance</p>	<p>Desired Conditions</p> <ul style="list-style-type: none"> • The Tule Lake Unit addresses climate change by reducing the contribution of unit operations and visitor activities on climate change; preparing for and mitigating climate change impacts; and increasing its use of alternative transportation, renewable energy, and other sustainable practices. • NPS staff proactively monitor and mitigate for climate change impacts on cultural and natural resources and visitor amenities. • Education and interpretive programs help visitors understand climate change impacts in the unit and beyond, NPS efforts to mitigate impacts in a sustainable manner, and how visitors can respond to climate change. • Partnerships with various agencies and institutions allow NPS staff to participate in research on climate change impacts. The best available scientific climate change data and modeling would be incorporated into specific management planning, decisions, or actions which may be taken under any of the alternatives described in this plan • The unit would regulate water usage, embrace green purchasing and waste reduction, and provide healthy indoor environments in all facilities.
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SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

CLIMATE CHANGE, SUSTAINABILITY, AND SUSTAINABLE FACILITY DESIGN

Policy Guidance / Sources

Executive Order 13653: Preparing the United States for the Impacts of Climate Change

The President’s Climate Action Plan, 2013

Department of the Interior Secretarial Order 3226

Department of Interior Secretarial Order 3289

NPS Management Policies 2006

NPS Climate Change Response Strategy, 2010

NPS Climate Change Action Plan, 2012

NPS Green Parks Plan, 2012

NPS Environmental Quality Division’s “Draft Interim Guidance: Considering Climate Change in NEPA Analysis”

Climate Change / Adaptation 523 DM1, 2012

NPS Policy Memorandum 14-02, “Climate change and stewardship of cultural resources”

Pacific West Region Directive PW-048: Sustainable Design and Construction Practices

Secretary of the Interior’s Standards for Rehabilitation and Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings

General Services Administration Sustainable Design

National Institute of Building Sciences, *Whole Building Design Guide*

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to climate change:

- Identify key cultural and natural resources and visitor amenities that are most vulnerable to climate change. Establish baseline resource conditions, identify thresholds, and monitor for change. Identify key resources that may require different management responses to climate change impacts.
- Undertake comprehensive climate change planning to anticipate, adapt to, and mitigate for climate change impacts on the unit. This might include climate change scenario planning, participation in the NPS Climate Friendly Parks program, or adherence to the NPS *Climate Change Response Strategy* or *Green Parks Plan* guidance.
- Explore and establish alternative transportation options for staff and visitors, such as bicycle lanes and parking and shuttle services. Explore use of low-emission vehicles and biofuels for unit operations. NPS would promote walking and cycling when possible.
- NPS would strive to minimize, and eventually eliminate, the use of fossil fuel-driven modes of transportation except for special needs equipment.
- Form partnerships with other resource management entities to maintain regional habitat connectivity and refugia that allow species dependent on unit resources to better adapt to changing conditions.
- Restore key ecosystem features and processes, and protect key cultural resources to increase their resilience to climate change. By reducing other types of impacts on resources, the overall condition of the resources would improve and they would more easily recover from or resist the impacts of climate change.
- NPS would train staff in environmental leadership and sustainability.
- NPS would model sustainable practices that lead by example, using programs, presentations, workshops, and hands-on activities.
- NPS would strive to achieve “net zero energy” performance for the buildings and site through building retrofits, energy conservation, and the implementation of onsite renewable energy sources such as photovoltaic and wind.
- By 2020, the NPS would reduce the unit’s carbon footprint by 20% below 2008 levels.
- NPS would perform value analyses and value engineering, including life cycle analyses to examine the energy, environmental, and economic implications of proposed facility changes and developments.
- The adaptive re-use and rehabilitation of existing structures would be preferred over new construction. The NPS would use best management practices to keep historic facilities harmonious with the unit’s historic character, compatible with natural processes, energy efficient, functional, cost-effective, and in compliance with accessibility and historic preservation laws and guidelines.
- NPS would use suppliers and contractors that follow sustainable practices and promote the use of construction materials that resist insect damage and corrosion.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

PUBLIC HEALTH AND SAFETY

Policy Guidance / Sources

NPS
Management Policies 2006
 Director's Order and Reference Manual 50B, "Occupational Safety and Health Program"
 Director's Order and Reference Manual 58, "Structural Fire Management"
 Director's Order 83, "Public Health"
 Director's Order 51, "Emergency Medical Services"
NPS Emergency Medical Services Reference Manual
 Director's Order 13B, "Solid and Hazardous Waste Management"
 OSHA 29CFR

Desired Conditions

- While recognizing that there are limitations on its capability to totally eliminate all hazards, the National Park Service and its partners, contractors, and cooperators work together to provide a safe and healthful environment for visitors and employees.
- Tule Lake Unit staff strives to identify recognizable threats to safety and health and protect property by applying nationally accepted standards.
- Consistent with mandates and nonimpairment, unit staff reduces or removes known hazards or applies appropriate mitigating measures, such as closures, guarding, gating, education, and other actions.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to public health and safety:

- A documented safety program would be maintained in the unit to address health and safety concerns and identify appropriate levels of action and activities.
- Maintenance efforts would continue to ensure that all potable water systems and wastewater systems in the unit would continue to meet state water quality standards and will follow state water testing procedures.
- Interpretive signs and materials would be provided as appropriate to notify visitors of potential safety concerns, hazards, and procedures to help provide for a safe visit to the unit and to ensure visitors are aware of the possible risks of certain activities. Tule Lake Unit staff would continue to work with local emergency and public health officials to make reasonable efforts to search for lost persons and rescue sick, injured, or stranded persons.

RELATIONS WITH PRIVATE AND PUBLIC ORGANIZATIONS, OWNERS OF ADJACENT LAND, AND GOVERNMENTAL AGENCIES

Policy Guidance / Sources

NPS
Management Policies 2006

NPS Management Policies 2006 (§1.6) stresses the need for cooperative conservation beyond park boundaries. This cooperation is necessary in order for the NPS to fulfill its mandate to preserve the park's natural and cultural resources unimpaired for future generations. Local and regional cooperation may involve other federal agencies, state, and local governments, neighboring landowners, and nongovernmental and private sector organizations.

Desired Conditions

- The Tule Lake Unit is managed as part of a greater ecological, social, economic, and cultural system.
- Good relations are maintained with adjacent landowners and private and public groups and agencies that affect, and are affected by, the Tule Lake Unit.
- The Tule Lake Unit is managed proactively to resolve external issues and concerns and ensure that the resources and values of the unit are not compromised.
- Because the unit is an integral part of a larger regional environment, the NPS works cooperatively with others to anticipate, avoid, and resolve potential conflicts, protect unit resources, and address mutual interests.

Management Direction / Strategies

The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to relations with private and public organizations, owners of adjacent land, and governmental agencies:

- NPS staff would continue to establish and foster partnerships with USFWS and other public and private organizations to achieve the purpose of the Tule Lake Unit. Partnerships would continue to be maintained and sought for resource protection, research, education, and visitor enjoyment purposes.

SERVICEWIDE LAWS, POLICIES, AND DESIRED CONDITIONS

RELATIONS WITH PRIVATE AND PUBLIC ORGANIZATIONS, OWNERS OF ADJACENT LAND, AND GOVERNMENTAL AGENCIES

	<ul style="list-style-type: none"> • To foster a spirit of cooperation with neighbors and encourage compatible adjacent land uses, NPS staff would continue to keep landowners, land managers, local governments, and the public informed about management activities. Periodic consultations would continue with residents and landowners who might be affected by visitors and management actions. • NPS staff would continue to respond promptly to conflicts that arise over NPS activities, visitor access, and proposed activities and developments on adjacent lands that could affect the Tule Lake Unit. • NPS staff may provide technical and management assistance to landowners to address issues of mutual interest. NPS staff would continue to work closely with adjacent landowners, local, state, and federal agencies, the Tule Lake Committee, and other groups whose programs affect, or are affected by, activities in the Tule Lake Unit. • NPS managers would continue to pursue cooperative regional planning whenever possible to integrate the unit into issues of regionwide concern.
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UTILITIES AND COMMUNICATION FACILITIES

<p>Policy Guidance / Sources</p> <p>Telecommunications Act of 1996 54 U.S.C. 100902, Rights-of-Way Through Parks or Reservations for Power and Communications Facilities <i>NPS Management Policies 2006</i></p>	<p>The Telecommunications Act of 1996 directs all federal agencies to assist in the national goal of achieving a seamless telecommunications system throughout the United States by accommodating requests by telecommunication companies for the use of property, rights-of-way, and easements to the extent allowable under each agency’s mission. The NPS is legally obligated to permit telecommunication infrastructure in park units if such facilities can be structured to avoid interference with park unit purposes. Rights-of-way for utilities to pass over, under, or through NPS property may be issued only pursuant to specific statutory authority, and generally only if there is no practicable alternative to such use of NPS lands. Statutory authorities in 54 U.S.C. 100902 and in <i>NPS Management Policies 2006</i> (§8.6.4) provide guidance on these rights-of-way.</p> <p>Desired Conditions</p> <ul style="list-style-type: none"> • Tule Lake Unit resources or public enjoyment are not degraded by nonconforming uses. • Telecommunication structures are permitted in the Tule Lake Unit to the extent they do not jeopardize the unit’s mission and resources. • No new nonconforming use or rights-of-way are permitted through the Tule Lake Unit without specific statutory authority and approval by the director of the NPS or his/her representative, and are permitted only if there is no practicable alternative to such use of NPS lands. <p>Management Direction / Strategies</p> <p>The Tule Lake Unit would take the following kinds of actions to meet legal and policy requirements related to utilities and communication facilities:</p> <ul style="list-style-type: none"> • NPS staff would work with service companies, local communities, and the public to locate new utility lines and maintain existing lines so that there is minimal effect on resources. • If necessary, and if there are no other options, new or reconstructed utilities and communications infrastructure would be placed in association with existing structures and along roadways or other established corridors in developed areas. For reconstruction or extension into undisturbed areas, routes would be selected that minimize impacts on the unit’s natural, cultural, and visual resources. Utility lines would be placed underground to the maximum extent possible, away from sensitive resources. • NPS policies would be followed in processing applications for commercial telecommunications facilities.
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Daily Tulean Dispatch

TULE LAKE COLONY

Volume III Number 80

Newell, California

Monday, Oct. 19, 1942

GROUP WILL STUDY COOP PRINCIPLES

An intensive study into the philosophical and economic principles underlying the cooperative movement will be taken up by a group to meet regularly on Saturday nights from 7 p.m. at 1608-A with Miss Helen Topping as leader.

Miss Topping, who now teaches at the Newell Project high school, was secretary to Dr. Toyohiko Kagawa, the Ganhi of Japan, for 20 years previous to her return to the United States in the summer of 1941.

"In Japan, more than half of her entire population are now members of the cooperatives of one kind or another," Miss Topping said. "They are cognizant of the international scope of its movement. Those coop members are mostly peasants and people who live in small towns."

Miss Topping gave the impression that the cooperative movement is the only salvation for the peoples of the world to bring about harmony and reconstruction out of the social chaos that is sure to occur in the postwar period.

AGENT OF OREGON GOVERNOR MAKES IMPASSIONED PLEA FOR TULE LAKE VOLUNTEER LABOR

During a special Community Council meeting held Saturday afternoon, Hugh Ball, representing Governor Sprague of Oregon, made an impassioned appeal for more sugar beet workers for the Malheur county area.

"Condition is distressingly serious in Malheur county," said Ball. "Thousands of acres of sugar beets still remain unturned and have no hope of being harvested unless evacuee workers volunteer their labor at once."

G. L. McMillan of U.S. Employment Service at Ontario, Ore., who accompanied Ball, clarified the WRA policy.

"If, after the beet contract has been finished you have a definite offer of a job in the midwest or inland states," McMillan stated, "the field representative of the WRA has the authority to issue a travel permit for the laborer to leave that area for the new job."

FIFTY-FOUR RECRUITS

...bound for beet fields in Oregon and Idaho left here Saturday morning.

VITAL STATISTICS
BORN: To Harold and Grace Ouye, on Oct. 17, 1:15 a. m. a girl.

SCHOOLS CLOSED FOR ANOTHER WEEK

Schools will be dismissed for another week due to the harvesting emergency existing out on the farm. The same schedule which was followed during the last week will be followed this week, Kenneth Harkness said.

SOCIAL WELFARE TO REOPEN FRIDAY A.M.

Due to a mountainous pile of papers already filed for Public Assistance grants, the Social Welfare department at 1608-C will close its office from Tuesday to Thursday (inclusive) this week to clear the desk.

COLONISTS LAUGH AS "GANG" GOES ON TOUR

With the colorful In-boys headlining the Harvest Festival preview tour, colonists had a n

Clad in clown costumes the NutHouse boys featuring Bacon and Joe Imai, the Nakaoki brothers, Harvey Iida, Mas Ishikawa and little Nohu Keiendi

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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 historical 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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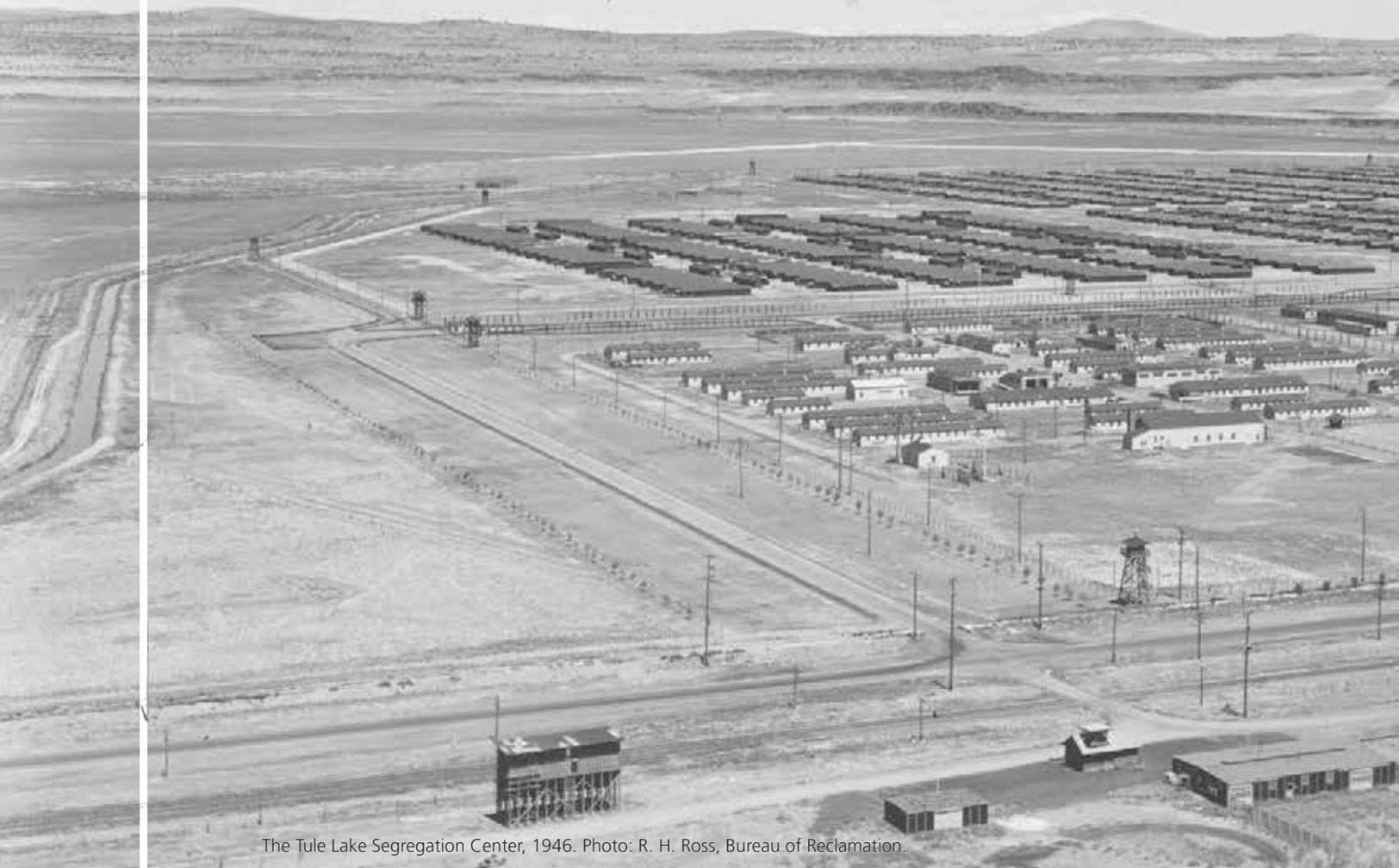




**National Park Service
U.S. Department of the Interior**

Tule Lake Unit
WWII Valor in the Pacific National Monument
PO Box 1240
Tulelake, CA 96134

Prepared by: National Park Service
Pacific West Region—Seattle Office
Park Planning and Environmental Compliance
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The Tule Lake Segregation Center, 1946. Photo: R. H. Ross, Bureau of Reclamation.