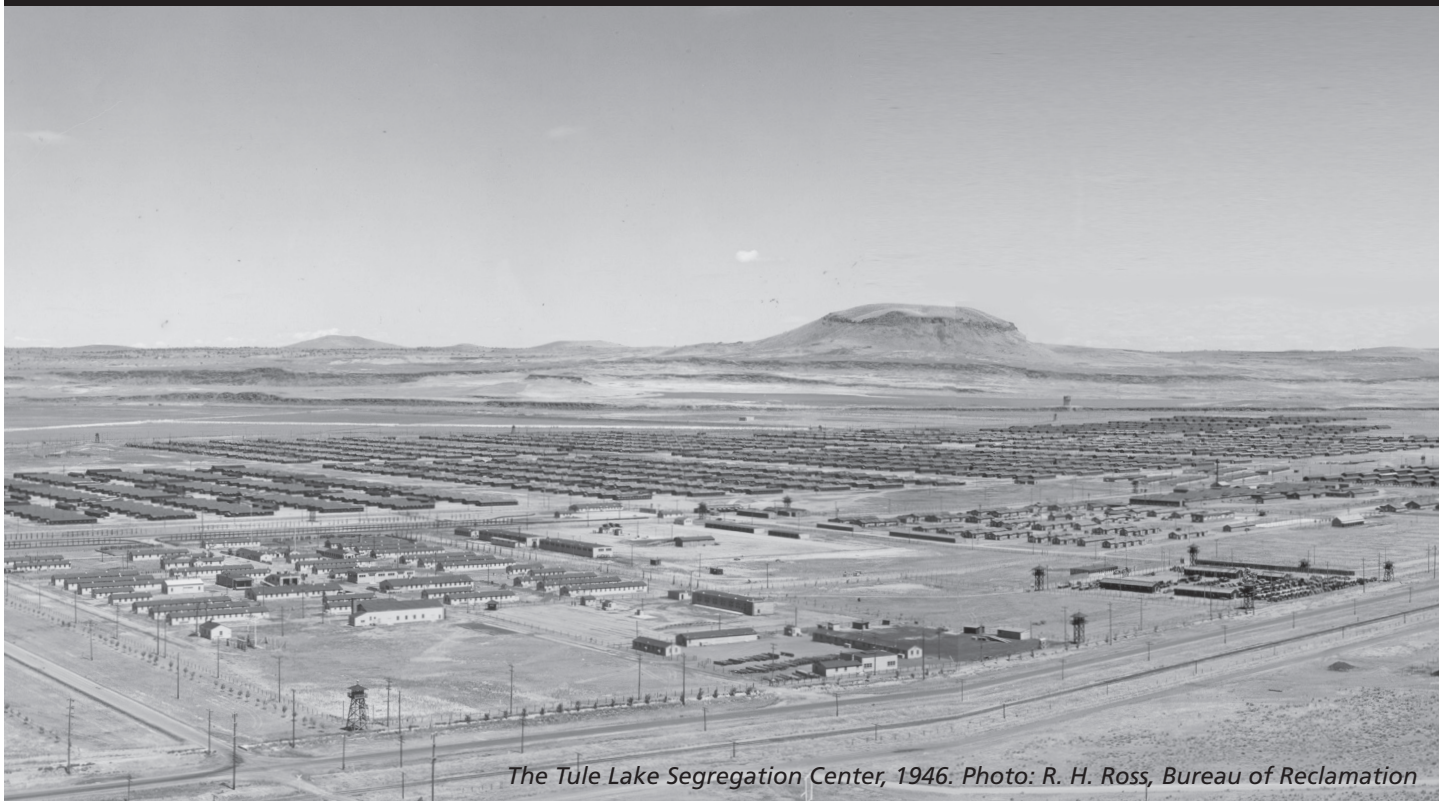


Tule Lake Unit of World War II Valor in the Pacific National Monument

General Management Plan

Newsletter # 3 General Management Plan and Environmental Assessment, Fall 2016



The Tule Lake Segregation Center, 1946. Photo: R. H. Ross, Bureau of Reclamation

A Message from the Superintendent

Dear Friends,

It is with great pleasure that the National Park Service offers to you for review and comment the *Tule Lake Unit of WWII Valor in the Pacific National Monument General Management Plan and Environmental Assessment* (GMP/EA). This newsletter contains the executive summary of the complete document and information about how you can comment on the GMP and share your thoughts with us. The full GMP/EA document is available at <https://parkplanning.nps.gov/TuleLakeGMP> or by request.

The general management plan presents the proposed long-term management actions for the Tule Lake Unit over the next 20 years or longer. 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.

Your involvement in the planning process is critical to the creation of this general management plan. Feedback received through written comments and dozens of public meetings has helped to guide the process, and you will find that many of the

You're invited to a public meeting!

See page 15 for details. Also, follow us on Facebook and Twitter (@TuleLakeNPS) to receive up to date information about Tule Lake and the general management plan.

ideas that you contributed are represented in the management alternatives and in the National Park Service's preferred alternative for the Tule Lake Unit.

The GMP/EA is available for public review with comments due to us by **February 10, 2017**. We welcome your comments through email, our website, mail, or at one of our public meetings if you are able to attend. We are particularly interested in your thoughts about alternative C, the preferred alternative. Your comments will assist the NPS in revising and finalizing the general management plan.

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

Sincerely,

Lawrence J. Whalon, Jr.
Superintendent
Tule Lake Unit
WWII Valor in the Pacific National Monument



Tule Lake Pilgrimage participants approach the historic jail, seen here with its protective covering. Photo: NPS.

Introduction

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 historical 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, 2) the Peninsula, also called "Castle Rock," and 3) Camp Tulelake. 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.

Nikkei: U.S. citizens of Japanese descent and resident immigrants of Japanese ancestry ineligible for American citizenship.

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 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.



Morgan Yamanaka, former incarcerated of Tule Lake, returns to the site of the stockade and jail. Photo: NPS.

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;

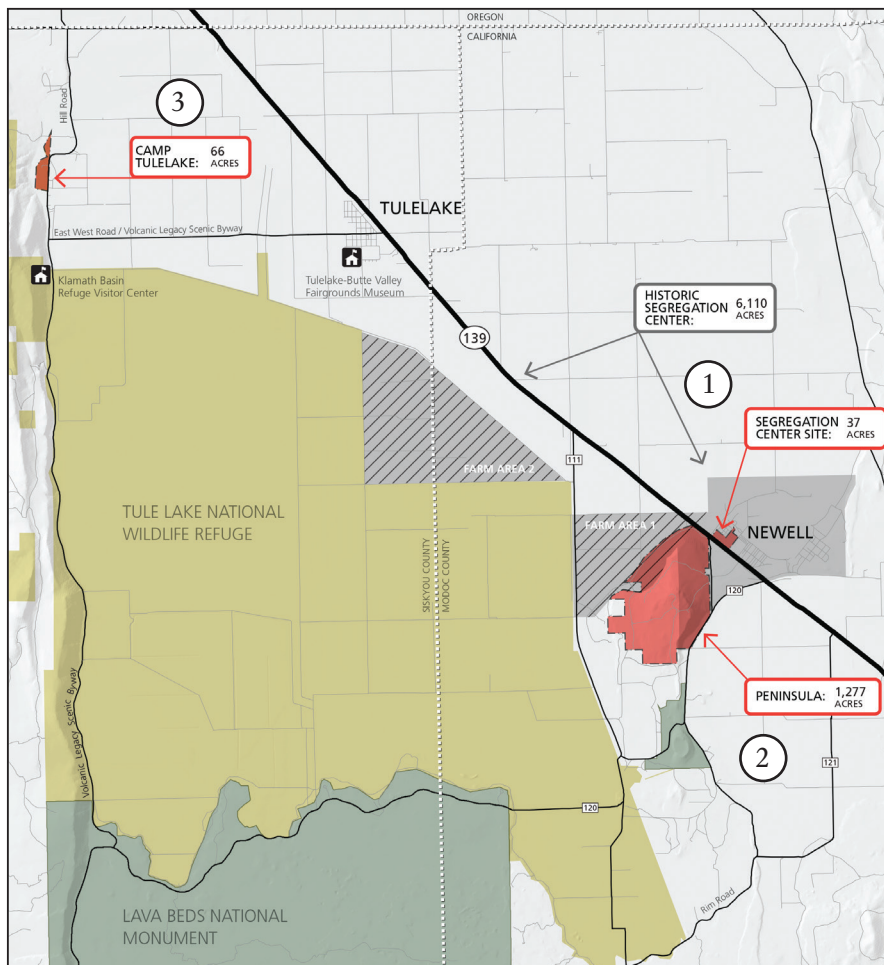
- and to ensure that this plan has been developed in consultation with the public and interested stakeholders and adopted by NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of alternative courses of action.

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.

The GMP/EA integrates the National Environmental Policy Act and National Historic Preservation Act 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.

Sites of the Tule Lake Unit

- 1 The **Tule Lake Segregation Center** area includes the original jail, stockade, and portions of the motor pool and post engineer's yard. These features retain historic integrity and are essential for conveying the history of Tule Lake. This area is designated as a National Historic Landmark and is primarily owned and managed by the National Park Service.



- 2 The **Peninsula** was within the boundary of the historic Tule Lake Segregation Center. Originally an island in Tule Lake, it contains an 800 foot bluff called Castle Rock by incarcerated inmates. Atop Castle Rock is a replica of the cross that was placed there by Nikkei incarcerated at Tule Lake before it became a segregation center. The Peninsula is managed primarily for raptor and wildlife habitat and is closed to public access. The Peninsula and Camp Tulelake are located in the Tule Lake National Wildlife Refuge and co-managed by the U.S. Fish and Wildlife Service.

- 3 **Camp Tulelake** is a former Civilian Conservation Corps (CCC) camp that was established in the 1930s. During World War II, after the CCC program ended, the camp was used to imprison over 100 Nikkei from Tule Lake who protested and refused to answer the loyalty questionnaire.

It was used again shortly after segregation to house Nikkei strikebreakers brought in from two other WRA camps to harvest the crops. The Tule Lake strikers had demanded better living and working conditions and refused to harvest.

Between 1944 and 1946 the camp housed German and Italian prisoners of war who worked as farm laborers in the Tule Lake Basin.

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.

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.
- The California Department of Transportation (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 Tullake 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 the 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 Tullake-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 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.

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.

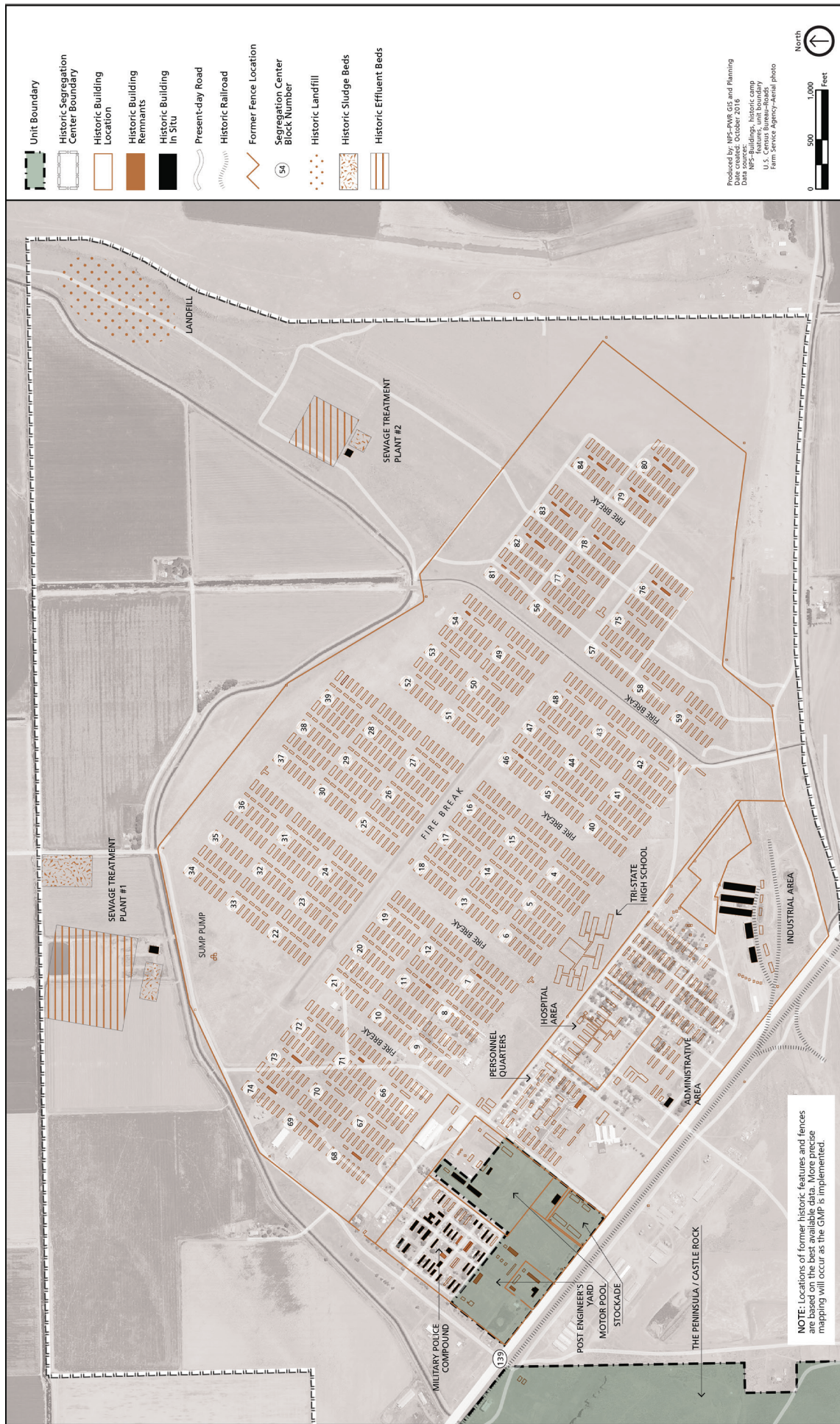
Unit Operations

- 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.



Fifth grade girls playing in the Tule Lake WRA center, November 1942. Photo: Francis Stewart, NARA.

Map: Historic Segregation Center Features and Existing Conditions



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.

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.

Alternative A: No-Action, continued...

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).



Visitors experience the jail on a ranger-led tour. Photo: NPS.

Alternative B: No-Action

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.

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 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

- 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).

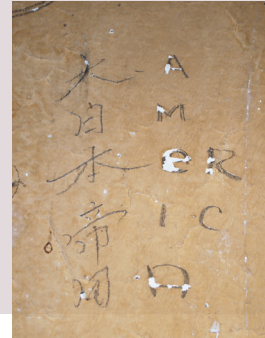


View inside a cell at the Tule Lake Segregation Center jail, June 1945. Photo: NARA.

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.



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

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 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.

Map: Alternative C (Preferred Alternative) - Segregation Site



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 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 \$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).



Under alternative C, the preferred alternative, the carpenter shop would be rehabilitated to serve as the unit's primary visitor contact facility. Photo: NPS.

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 Tululake. 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 Tululake 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 Tululake, 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*.

Next Steps

After the public comment period closes, the NPS will analyze all public comments received. An errata will document changes to the GMP/EA and include responses to substantive comments. The planning process will conclude when all compliance and consultation requirements have been met, and a Finding of No Significant Impact (FONSI) is signed by the regional director. The FONSI documents the NPS decision on the proposal, at which time the NPS will proceed with implementation of the general management plan.

How to Comment on the General Management Plan

This general management plan/environmental assessment has been distributed to other agencies and interested organizations and individuals for their review and comment. The public comment period for this document will last for approximately 90 days. Comments can be submitted at one of the public meetings, online, or via mail or e-mail. Please submit comments by **February 10, 2017**.

This document is available online at the NPS Planning and Public Comment website at:

<http://parkplanning.nps.gov/tule>

An online public comment form is provided at this website. Printed copies of the complete document are available upon request. Please see the contact information provided on the back cover to request a document.

You're Invited to a Public Meeting!

Please join us for a public meeting to share your comments relating to the general management plan for the Tule Lake Unit. We look forward to seeing and hearing from you!

Tulelake, CA

Monday, 6-8pm, November 28
Tulelake/Newell Family Resource Ctr
810 Main Street

Klamath Falls, OR

Tuesday, 6-8pm, November 29
Klamath County Library
126 S 3rd Street

Los Angeles, CA

Thursday, 6-8pm, December 1
JACCC
244 South San Pedro Street

Carson, CA

Friday, 10am-noon, December 2
CSU Dominguez Hills Univ. Library
1000 E Victoria Street

Sacramento, CA

Tuesday, 6-8pm, December 6
Buddhist Church of Sacramento
2401 Riverside Boulevard

Sacramento, CA

Wednesday, 1-3pm, December 7
Sierra 2 Center
2791 24th Street

San Francisco, CA

Thursday, 10am-noon, December 8
JACCC of Northern California
1840 Sutter Street

San Jose, CA

Thursday, 6-8pm, December 8
Japanese American Museum
535 North Fifth Street

Seattle, WA

Tuesday, 6-8pm, December 13
JCCCW
1414 South Weller Street

Portland, OR

Wednesday, 6-8pm, December 14
Oregon Nikkei Legacy Center
121 NW 2nd Avenue

Hood River, OR

Thursday, 1:30-3:30pm, December 15
Hood River County Library Dist.
502 State Street

Virtual Meetings

Tuesday, January 10, 10am - 12pm
Wednesday, January 18, 3-5pm

*Virtual meeting web access information will be posted on the Tule Lake websites, Facebook page, and widely announced.

Visit www.nps.gov/tule/parkmgmt to join the mailing list and receive updates.

GMP Schedule

Year	Planning Activity	Public Involvement Opportunities
2013	Public Scoping <ul style="list-style-type: none"> Identify concerns, expectations, values, and ideas related to Tule Lake 	<ul style="list-style-type: none"> Meet the planning team Review Newsletter #1: Public Scoping Participate in public meetings and send us your ideas and comments Read Newsletter #2: Results of Public Scoping
2014-2015	Develop GMP/EA <ul style="list-style-type: none"> Develop alternatives based on NPS, stakeholder, and public comments Analyze impacts of alternatives Identify a preferred alternative Produce GMP/EA document Consult with agency partners, California State Historic Preservation Office, and Tribes 	
2016-2017	Public Review of GMP/EA <ul style="list-style-type: none"> Present GMP/EA to public Analyze comments Make necessary changes to GMP/EA Respond to substantive comments Consult with agency partners, California State Historic Preservation Office, Tribes, and stakeholders 	<ul style="list-style-type: none"> Review GMP/EA and Newsletter #3: Executive Summary Participate in public meetings and send us your comments on the GMP/EA
2017	Finalize GMP/EA <ul style="list-style-type: none"> Prepare and issue a Finding of No Significant Impact and implement the plan as funding allows 	<ul style="list-style-type: none"> Read final decision on GMP/EA Work with the NPS to implement the plan

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Tule Lake Unit of World War II Valor in the Pacific National Monument

General Management Plan Newsletter # 3:

General Management Plan and Environmental Assessment, Fall 2016

National Park Service
U.S. Department of the Interior



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