Five Year Strategic Plan

2013-2017

The Tule Lake Unit is one of nine sites that comprise the World War II Valor in the Pacific National Monument, established by presidential proclamation on December 5, 2008. The other eight sites preserve battlefields and related military sites in the Pearl Harbor area of Hawaii and in the Aleutian Islands in Alaska.

The Tule Lake Unit is located in Modoc and Siskiyou counties in northern California. The unit contains three distinct areas related to the incarceration of Japanese Americans and resident immigrants of Japanese ancestry at Tule Lake during World War II. The three areas of the Tule Lake Unit include: 1) a portion of the Tule Lake Segregation Center (44 acres), 2) the Peninsula (1,293 acres), and 3) Camp Tulelake (66 acres).

The Tule Lake Unit does not currently have a general management plan or approved formal long term guidance and vision. This strategic plan is intended to provide interim direction for park management while a general management plan is developed through extensive public involvement.

A kindergarten class at the Tule Lake Center on the playground. (National Archives photo no. 210-G-G776)

The emphasis of this strategic plan is establishing a foundation for operations and development of the Tule Lake Unit. Goals identified in the plan include baseline information gathering, such as conducting oral histories with people associated with Tule Lake's story. Other baseline information gathering includes documenting Tule Lake's many resources and complex history. The plan also provides an organizational framework for integrating Tule Lake's operations with those of Lava Beds National Monument. This strategic plan builds upon Tule Lake Unit's foundation document and guides management of the Tule Lake Unit over the next five years. This strategic plan contains goals, strategies, and projects that were identified by National Park Service (NPS) staff and stakeholders. The National Park Service held eight meetings in the summer and fall of 2012 with stakeholders in California, Washington and Oregon. Many

For more information about the Tule Lake Unit, see the draft *Tule Lake Unit Foundation Document* available at http://www.nps.gov/tule/parkmgmt/index.htm

of the priorities and overall direction for this strategic plan come from comments received during the stakeholder meetings. A summary of the meetings is appended to this plan.

Flexibility and adaptive management are overriding approaches for the National Park Service in managing Tule Lake's immediate future. As the National Park Service and public progress in learning about Tule Lake, priorities and directions may shift based upon new information and understanding. With all new units of the National Park System, unforeseen opportunities and challenges arise as we take on management of lands and resources that are our national heritage.

This strategic plan includes the:

- Purpose of the Tule Lake Unit
- Core Values of the National Park Service
- Strategies to guide management for the next five years
- Goals to strive toward for the next five years
- Projects and activities to accomplish to achieve the goals
- Timeline for action items

Tule Lake Center general store. Compiled (National Archives photo no. 210 G-D50) 1944- 1946.

Purpose of the Tule Lake Unit – *Why we exist*

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.

> Nikkei – U.S. citizens of Japanese decent and resident immigrants of Japanese ancestry ineligible for American citizenship.

Core Values – *Essentials that remain constant*

In order to successfully fulfill the National Park Service's responsibility in managing the Tule Lake Unit, the National Park Service staff will be guided by our core values. The core values are our foundation, guide, how we interact with each other, and underlie our work in fulfilling the National Park Service's mission. They are the practices we use every day in everything we do.
We affirm the National Park Service's core values of:

- *Shared Stewardship*: We share a commitment to resource stewardship with the global preservation community.
- *Excellence*: We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- *Integrity*: We deal honestly and fairly with the public and one another.
- *Tradition*: We are proud of it, we learn from it, and we are not bound by it.
- *Respect*: We embrace each other's differences so that we may enrich the well-being of everyone.

Five Year Strategies – *How the unit aims to accomplish its goals*

Strategies are principles and guidelines we will adhere to in order to meet the purpose of the Tule Lake Unit and to reach our goals.

Partnerships

- Identify and collaborate with partners, focusing on commonalities with partnership groups
- Support the confinement sites network within NPS and increase communication and collaboration with other incarceration sites and organizations
- Work with the NPS Klamath Network and Pacific West Region

Outreach

- Develop a volunteer and outreach program
- Find and support volunteer docents who have relevant knowledge and experience with Tule Lake's history
- Build outreach in creative ways, including maximizing the use of existing information, media, and programs
- Increase local involvement, especially through face to face interactions
- Continue using the existing contact station at the Tulelake fairgrounds as the primary location for orienting visitors

Create Baseline Knowledge

- Prioritize projects that establish baseline information in order to strengthen and deepen our knowledge of the Tule Lake Unit for resource management, interpretation and education
- Coordinate data collection among programs and share information within the NPS and with partners and the public

Establish an Organizational Framework for Operations

- Integrate all operations and planning with Lava Beds NM and seek opportunities for the two units to work together and support each other
- Break down work into manageable portions and coordinate projects for efficiency
- Set realistic expectations for park staff and partners
- Focus on functions rather than positions
- Identify roles and responsibilities among staff members (including coordinating efforts with different partners)
- Seek legislative separation of the Tule Lake Unit from World War II Valor in the Pacific National Monument

Increase Funding Capacity

- Focus on the long term vision for Tule Lake and develop that first and foremost
- Explore and pursue outside funding sources
- Complete Project Management Information Systems (PMIS) project submittals to plan for, fund, and implement projects

Be Proactive

- Increase law enforcement presence on site
- Invest in training for staff and cross training among programs
- Complete planning and compliance for projects in a timely manner
- Conduct regular reviews of planning efforts and communicate the results in a coordinated fashion, consider cultural resources compliance efforts in advance of projects

Five Year Goals, Projects and Activities – *What we will achieve and what projects and activities will be completed to reach these goals*

Goals are targets that indicate progress towards the purpose of the Tule Lake Unit and are measurable. Projects and activities may be mandatory or discretionary or be a response to stakeholder comments. Completing these projects contribute to reaching our goals and fulfilling the purpose of the Tule Lake Unit. The timeline indicates which projects are urgently needed, how long they would take, and when they will be completed. The timeline also considers sequencing of projects so that at-risk resources are stabilized and necessary data is accumulated to inform long term planning decisions.

NPS ranger giving an interpretive talk in the Camp Tulelake barracks. NPS Photo. 2012.

Projects that require funding through NPS programs are noted with (PMIS).

Goals	Projects and Activities	Time Line
Resource Management		
• Substantially increase the parks knowledge of the Tule Lake Unit's resources by conducting baseline inventories, gathering existing data, and implementing research projects • Maintain and manage existing resources until appropriate treatments are directed by a general management plan	Historic graffiti project at jail (PMIS)	2013
	Oral history collection and management	2013-ongoing
	Geographic information systems (GIS) data collection (PMIS)	2013-ongoing
	Pest mitigation	2013-ongoing
	Natural resources inventory (PMIS)	2013-ongoing
	Receive collection items and objects	2013-ongoing
	Cultural resources assessment	2013-2014
	Exotic weed management plan (PMIS)	2013-2014
	Historic resources study (PMIS)	2013-2015
	Inventory of museum collections and collections at other sites (PMIS)	2013-2015
	Museum management plan (PMIS)	2013- 2015

	Cultural landscapes inventory (PMIS)	2013-2016
	Historical structures reports	2015-ongoing
Interpretation		
• Maintain 2012 interpretation and education program • Use historical information and data gathered through resource management projects to inform interpretive programs and products • Increase opportunities for visitors to experience the Tule Lake Unit both on the ground and virtually	Attend appropriate partnership networking events	2013
	Educational packets – create and distribute	2013
	Add new media – virtual, waysides, and hard media (PMIS)	2013-ongoing
	Webpage and social media – maintain and update (PMIS)	2013-ongoing
	Interpretive training program (PMIS)	2013-ongoing
	Virtual visitor experience plan and direction	2013-ongoing
	Contact station at Tulelake fairgrounds – continue operation	2013-ongoing
	Develop formal partnership with private property owners for interpretation	2013-2014
	Tule Lake Pilgrimages	2014-2016
Visitor Protection		
• Maintain safety for visitors and staff at Tule Lake Unit	Boundary maintenance and signage (PMIS)	2013-ongoing
	Emergency management system plan	2013-ongoing
	Fire management strategy	2013-2014
	Tulelake Fire Department management agreement	2013-2015
Facilities Management		
• Identify, inventory and assess sites for future potential uses and conduct condition assessments • Protect, stabilize, and preserve facilities	Develop interim use plan for jail	2013
	Develop interim use plan for barracks	2013
	Asset priority index (API) scores	2013
	Maintain restrooms	2013-ongoing
	Interim asset use management plan	2013
	Interim plan for the ditch rider house	2013-ongoing
	Emergency stabilization at Camp Tulelake (PMIS)	2013-ongoing
	Cyclic maintenance strategy	2013-ongoing
	Condition assessments	2013-ongoing
	Maintain visitor parking lot	2013-ongoing

	Non-historic fence replacement at Tule Lake Segregation Center	2013-2014
	Silver storage building- develop for use	2013-2015
	Jail restoration (PMIS)	2013-2015
	Camp Tulelake universal accessibility to historic features (PMIS)	2013
Administration, Partnerships and Operations		
• Define, establish, and strengthen partnerships built on shared goals and visions using collaboration and coordination to further the Tule Lake Unit's purpose • Involve federal and state agencies, tribal governments, local entities, Japanese American communities including former internees and their descendants, elected officials, and the general public in planning, operating and raising awareness about the Tule Lake Unit	Tule Lake Working Information Group (TWIG) – identify staff and maintain working group	2013-ongoing
	Coordinate Project Management Information System project submittals	2013-ongoing
	Hire term management assistant coordinator position	2013-ongoing
	Coordinate Japanese American Confinement Sites grants and grant applications related to the Tule Lake Unit	2013-ongoing
	Regional Leadership Council – request travel ceiling	2013-ongoing
	Oversee airport fence issue	2013-ongoing
	Create monthly update for partners	2013-ongoing
	Coordinate with cooperating association	2013-ongoing
	Coordinate co-management efforts with Fish and Wildlife Service	2013-ongoing
	Tulelake Irrigation District storage – move and create a management agreement	2013-2014

Tule Lake Pilgrimage participants remember those who experienced Tule Lake during World War II at the memorial service. NPS Photo. 2012.

Long Term Projects – *Projects and activities that will be addressed through comprehensive planning*

Several projects were identified by NPS staff and stakeholders that are outside the scope of this five year strategic plan. Many of them are facilities projects which would require capital investments. These projects will be analyzed in a general management plan and compliance document.

- Accessibility plan
- Orientation driving tour
- New visitor contact station or visitor center
- Transfer 63 acres from Fish and Wildlife Service to the National Park Service at Camp Tulelake
- Electrical service to Camp Tulelake
- Trails
- New well for fire protection
- Delineated historic buildings
- Restored parade ground at Camp Tulelake
- Wayside exhibits
- Ditch rider house hazardous materials evaluation and removal
- Large restoration and reconstruction projects
- Newell School options
- Large land purchases or transfers
- Tulelake Irrigation District clean-up and testing
- Architectural inventory
- Create Tule Lake friends group

Tule Lake Stakeholder Meeting Summary

Meeting Location	Day, Date	Participant #
San Jose, CA	Tuesday, 7/31/2012	6
San Francisco, CA	Tuesday, 7/31/2012	10
Sacramento, CA	Wednesday, 8/1/2012	18
Gardena, CA	Thursday, 8/2/2012	23
Los Angeles, CA	Thursday, 8/2/2012	30
Seattle, WA	Tuesday, 9/18/2012	20
Portland, OR	Thursday, 9/20/2012	5
Klamath Falls, OR	Thursday, 11/8/2012	11
		Total: 133

Tule Lake Unit staff including: Mike Reynolds, Terry Harris, Nancy Nordensten, Angela Sutton, Jessica Middleton, and Travis Hall in addition to PWR Planning Staff: Anna Tamura, Erica Bush, Brad Philips, and others met with leaders of the Japanese American and local communities to gather initial thoughts and concerns regarding Tule Lake's planning and future. These locations were selected because individuals from these communities were incarcerated at Tule Lake during WWII, and there continues to be a high level of interest in Tule Lake at each of these locations. Meetings with stakeholders took place in three regions over the course of five months. These stakeholder meetings were a precursor to the larger public scoping meetings expected to take place during the development of a comprehensive plan anticipated to begin in 2013.

Purposes of the meetings were to:

1. Meet people associated with Tule Lake
2. Announce the designation of Tule Lake as a new unit of the national park system and describe the unit's current status
3. Discuss planning for the Tule Lake Unit
4. Participants have an opportunity to:
    - Have questions answered about the Tule Lake Unit
    - Share concerns and ideas about the future of the unit
    - Provide direction to the NPS for public involvement
    - Understand that they can communicate with the NPS staff now and in the future
5. Generate interest in Tule Lake and build the mailing list for future public involvement

The meetings proved to be highly productive and the NPS team learned a great deal in the process; feedback was insightful, informed, and direct. Throughout the meetings, themes emerged from participants at each location. A summary of comments is provided below:

General

- There is a sense of immediacy surrounding Tule Lake due to the age of many of the survivors to see activity on the ground before they are gone
- Create a short term site management plan to allow for immediate action while a comprehensive plan is being completed
- Involve in-depth research in the history of the site prior to implementation of interpretive materials
- Separate Tule Lake from the rest of World War II Valor in the Pacific National Monument and create its own park unit
- Due to the complexity and sensitivity of the Tule Lake story, interpretation is going to be the greatest challenge
- There is a lack of knowledge and sharing of how non- Japanese Americans were affected or connected to Tule Lake and how they felt and currently feel about the site

Visitor Experience

- A physical structure, such as an orientation facility, and NPS staff presence on the site is mandatory to tell the Tule Lake story
- Virtual visitor experience should be supplemental – use digital media to involve youth and reach a broader audience
- Historic site features are essential to providing a realistic portrayal of the conditions and life at Tule Lake, no sugar coating the history or what Tule Lake was really like during WWII
- Currently you don't get a sense of the experience of being a prisoner on the site. You don't see how large the site was. "It feels small." NPS should create a sense of place and significance on the site.
- Make the visitation experience on the site an emotional and memorable experience

Historic Features and Adjacent Lands

- Historic features, such as latrines and the jail should be brought back to the site which best demonstrate the loss of dignity which prisoners felt at Tule Lake
- Iconic view sheds should be preserved like at Heart Mountain so you can see where original features were located
- Include as much of the original Tule Lake camp in the monument's boundary, particularly barracks areas where people lived, in order to best tell the story
- The fence should not be constructed at the airport because it further impacts the historic site and impedes visitors from accessing locations where Japanese Americans lived during WWII
- The three locations, Tule Lake Segregation Center, Camp Tulelake and Castle Rock should be tied together to better tell the story

Cultural Resources- Oral Histories and Artifacts

- Oral histories must be collected and documented in the short term before more survivors pass away This is the only way to preserve the firsthand accounts of incarceration
- Include all people that were involved on the site, not only internees but those who lived near camp, worked at the camp or were stationed there
- Document how many oral histories have been recorded, what representative stories are missing, and create an oral history collection plan
- Artifacts – what items should the NPS collect, storage plan, connect with other places who have collections / are collecting Tule Lake items
- Gather stories in written form which many Japanese Americans may be more comfortable with
- Excavate dump site near the Tule Lake Segregation Center

History and Interpretation

- Demonstrate connection of Tule Lake to other concentration camp sites, while demonstrating its unique characteristics
- Demonstrate Tule Lake's connection to modern political and social issues, how issues related to civil rights, imprisonment of American citizens during wartime, and racism are relevant to today and can be teaching tools
- Demonstrate the unique hardship of those who were incarcerated at Tule Lake, not just during the war but upon returning home
- Themes to focus on: issues of loyalty and disloyalty, reasons for people's decisions on the loyalty questionnaire, government betrayal, segregation, poor living conditions, how this situation changed the course of Japanese American settlement in America from that point on, stigma/marginalization within Japanese American community associated with Tule Lake
- Conduct more research on the complex relationships within the concentration camp. Those who were segregated vs. those who were not, Christian and Buddhist, WRA and prisoners
- Involve a scholar with Japanese language capabilities, because many of the significant archival materials and first person accounts are in Japanese
- NPS has an obligation to share this history sooner than later
- Tule Lake should demonstrates that those incarcerated were not simply passive victims
- Develop virtual visitor center in the interim
- Decide on terminology for discussing Tule Lake

Outreach and Partnership Opportunities

- Public, non-profit, and private partnership development- work cooperatively with other agencies and private land owners with the same goals and aspirations for Tule Lake including the Tule Lake Committee, Densho, Cal State, and historical societies across the region
- More heavily involve the neighbors of the Tule Lake site
- Phone chains are more personal and successful in getting people to be involved than email especially in the smaller communities where people are less comfortable discussing this history
- Create a Friends of Tule Lake group or a foundation that can help with outreach, gathering information, and funding
- Involve youth as much as possible in the site so that the story can be spread to younger generations
- Meet with Japanese Americans in groups that already exist so they are more comfortable, also don't attend meetings with so many staff member so as not to overwhelm the attendants
- Involve more of those who are not supportive of the formation of this new park unit
- Involve more of the rural community
- Use politicians to reach their constituents
- Centralize information about internees and their families so that others may reach them

Tule Lake War Relocation Authority photograph, exterior views of the motor pool and gas station. (National Archives photo no. 210-G-A960) 1/30/1943.

National Park Service
U.S. Department of the Interior

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