

General Management Plan

for

Whitman Mission National Historic Site

Prepared by
U.S. Department of the Interior
National Park Service

This final *Whitman Mission National Historic Site General Management Plan* (GMP) is the proposed action of the National Park Service and was derived from four draft alternatives presented to the public during the general management planning process. (Refer to the *Whitman Mission National Historic Site Draft General Management Plan and Environmental Impact Statement*, July 1999 and the *Whitman Mission National Historic Site General Management Plan and Environmental Impact Statement* published in abbreviated format in May 2000.) With the signing of the Record of Decision on August 25, 2000 this alternative became the general management plan for the national historic site.

This GMP responds to both the National Park Service planning requirements and to the issues identified during the public scoping process. It emphasizes enhanced protection of the national historic site resources and associated visitor experiences. The general management plan contains the following four major components: 1) provides for a three-dimensional delineation of the original structures, and substituting native grasses for the existing lawn at the Mission Grounds; 2) creates a recreational trail through the riparian area near the Walla Walla River; 3) constructs additional exhibit and administrative space; and 4) encourages the acquisition of voluntary conservation easements on properties adjacent to the national historic site by nonprofit organizations.

Coordination and partnerships will be encouraged with other agencies to support implementation of the general management plan. In addition, the GMP contains one development concept plan related to enhancements to the visitor center, parking lot, picnic area, and pedestrian circulation. Actions in this plan include reconfiguring the main parking lot, adding a group shelter to the picnic area, adding several improvements to the visitor center entry, constructing additional administrative space on the existing administrative wing of the visitor center, and reconfiguring the pedestrian access to the Oregon National Historic Trail and the Mission Grounds.

For additional information contact the Superintendent, Whitman Mission National Historic Site, 328 Whitman Mission Road, Walla Walla, Washington 99362; telephone: (509) 522-6360.

Summary

This document is the general management plan (GMP) for Whitman Mission National Historic Site (NHS). The plan provides National Park Service (NPS) staff with the necessary framework to guide the management of the national historic site for the next 15 to 20 years. The plan is intended to be a useful long-term decision-making tool, providing NPS managers with a logical and trackable rationale for decisions about the protection and public use of NHS resources.

At the beginning of the planning process, a series of public scoping meetings were held to present the purpose and significance of the NHS to the public, to outline park mission goals, and to present issues that would be addressed in the plan. Input was solicited from the public and other governmental agencies to discern if there were other issues that needed to be addressed in the plan which were not initially listed. A draft GMP/EIS was released for public review and comment in July 1999. Public meetings were held in conjunction with this public review period.

In response to these issues, and cognizant of the mission goals established for Whitman Mission National Historic Site, the draft GMP provided four alternative approaches for the protection, public use, and management of NHS resources. One of these proposals, Alternative C, became the general management plan for the NHS with the release of the final general management plan and the signing of the Record of Decision on August 25, 2000. (For information on the three other alternatives originally proposed, refer to the *Whitman Mission National Historic Site Draft General Management Plan and Environmental Impact Statement*, July 1999 and the *Whitman Mission National Historic Site General Management Plan and Environmental Impact Statement*, May 2000.)

The GMP will provide for enhanced visitor experience and understanding by providing for a three-dimensional delineation of the original structures and substituting native grasses for the existing lawn at the Mission Grounds, providing a riparian recreational trail along the Walla Walla River, constructing additional exhibit and administrative space within the visitor center, and encouraging the voluntary acquisition of conservation easements on properties adjacent to the NHS by a non-profit land trust or other entity. In addition, the GMP contains a development concept plan. Actions in this plan include reconfiguring the main parking lot, adding a group shelter to the picnic area, adding improvements to the visitor center entry, and constructing additional administrative space on the existing administrative wing, and reconfiguring the pedestrian access to the Oregon Trail and the Mission Grounds.

Other actions to be incorporated into the plan included the following: keeping the required occupancy in the existing park residence, providing a photographic panoramic of the view from Memorial Hill for mobility-impaired visitors, coordinating with the staff of other Oregon Trail sites, completing a baseline inventory for the NHS, developing a Whitman Mission NHS "Friends Group," re-establishing Doan Creek, and planting native plants at the NHS when non-historic ornamental trees and shrubs die.

Some modifications in the draft GMP were made, including the deletion of the viewshed analysis as a component of the land protection section of the general management plan. The concept of viewshed protection was misunderstood by several members of the public who commented on the draft GMP and attended public meetings. While the protection of the historic scene and retention of compatible land uses surrounding the national historic site remain an important objective of the National Park Service and this general management plan, the viewshed analysis component of the plan was eliminated from the final plan.

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Background of the Park

Whitman Mission National Historic Site (NHS) is located to the west of the Blue Mountains in southeastern Washington. In 1836, Marcus and Narcissa Whitman arrived at a valley near the confluence of the Walla Walla River and Mill Creek to set up a Christian mission for the Cayuse people. The area was called Waiilatpu, “Place of the Rye Grass,” by the Cayuse Indians. The present 98.15 acre historic site is on a portion of the original land settled by the Whitmans.

The NHS is within Washington’s Fifth Congressional District in Walla Walla County and is located approximately seven miles west of the city of Walla Walla. Vehicular access to the NHS is from U.S. Highway 12 at the Sweogle Road intersection. (See Figure 1, Palouse Grassland Ecoregion.)

Background

Establishment of Whitman Mission National Historic Site

On June 29, 1936, President Franklin D. Roosevelt signed legislation (Public Law 840, H.R. 7736) that established Whitman Mission at Waiilatpu as a unit of the National Park Service (NPS). The act stated the following:

The property acquired under the provisions Section 1 of this Act shall constitute the Whitman National Monument and shall be a public national memorial to Marcus Whitman and his wife, Narcissa Prentiss Whitman, who here established their Indian mission and school, and ministered to the physical and spiritual needs of the Indians until massacred with twelve¹ other persons in 1847.

The act stipulated that the site of the Whitman National Monument had to be acquired by gift, and included a right-of-way to the nearest highway, U. S. Highway 12. Although there was significant local support of the monument, acquiring the land by gift delayed establishment of the monument due primarily by the need to clear land titles. On January 20, 1940, the Secretary of Interior accepted clear title and 45.94 acres were deeded to the NPS. This included the Mission Grounds, Memorial Hill, and the Great Grave.

Actions Affecting Whitman Mission National Historic Site after Enabling Legislation

More acreage of the original mission land was needed to meet the objectives of the monument. By 1952 it was apparent that these lands were not going to be available by donation. On May 1, 1958, Public Law 985-388 authorized the purchase of an additional 46.71 acres located to the north of the original monument. This acquisition was completed in 1960.

In 1961, 5.6 acres of land were transferred from Walla Walla County to the Federal Government to provide access from Highway 12 to the west side of the NHS. These two roads, the northern portion of

¹ There were eleven people killed along with the Whitmans. According to historians, one person escaped, but was probably either captured by and killed by the Indians, or drowned. This would account for the 12 people cited in the legislation.

Swegle and Whitman Mission Road, constitute the park entrance road and is owned and maintained by the United States of America.

One year later, on May 31, 1962, the name of the park was changed to Whitman Mission National Historic Site. The change in designation from a monument to a national historic site emphasized its historic significance and the need to address the entire historic setting as well as the existing memorials to the Whitmans. (See Appendix A for Whitman Mission National Historic Site legislation.)

In 1968, the National Trail System Act was passed (Public Law 80-543). This act contained authorization and criteria for establishing national trails. On November 10, 1978, the Oregon National Historic Trail was established (Public Law 85-625). With acceptance of the *Comprehensive Management Use Plan for Oregon National Historic Trail (CMP)* in 1981, Whitman Mission was officially recognized as a historic site along the Oregon Trail. The CMP states the importance of the National Historic Site:

Although Whitman Mission is 31 miles north of the primary route of the Oregon Trail, its history is indelibly tied to the early years of western migration. This mission was established in 1836 by Dr. Marcus Whitman, a Presbyterian missionary determined to bring religion and civilization to the Indians of the Pacific Northwest. Whitman and his wife, Narcissa, along with Reverend Henry and Eliza Spalding, made the long overland journey to Oregon in 1836, helping to blaze what would become the Oregon Trail. They followed a route first used by fur traders and trappers, and their journey helped establish the possibility of using the trail as a major migration route. Mrs. Spalding and Mrs. Whitman were the first white women to travel on the trail, and their party was also the first to successfully use vehicles as far west as Fort Boise.

Designation as part of the Oregon Trail expanded the legislative purpose and significance of Whitman Mission National Historic Site beyond a memorial to the Whitmans as specified in the 1936 enabling legislation.

The purpose of the NPS Long Distance Trails Office (located in Salt Lake City, Utah) is to preserve and commemorate the history of the California, Pony Express, Mormon Pioneer, and Oregon National Historic trails and to coordinate the management of the four national historic trails. The Oregon National Historic Trail master plan has been revised to identify elements that are common to all four national historic trails and to make recommendations for future actions. A draft plan was released to the public in June 1998, and a final plan was completed in August 1999. As plans for the Oregon Trail are developed, these plans may affect the role of Whitman Mission National Historic Site in interpretation of the trail.

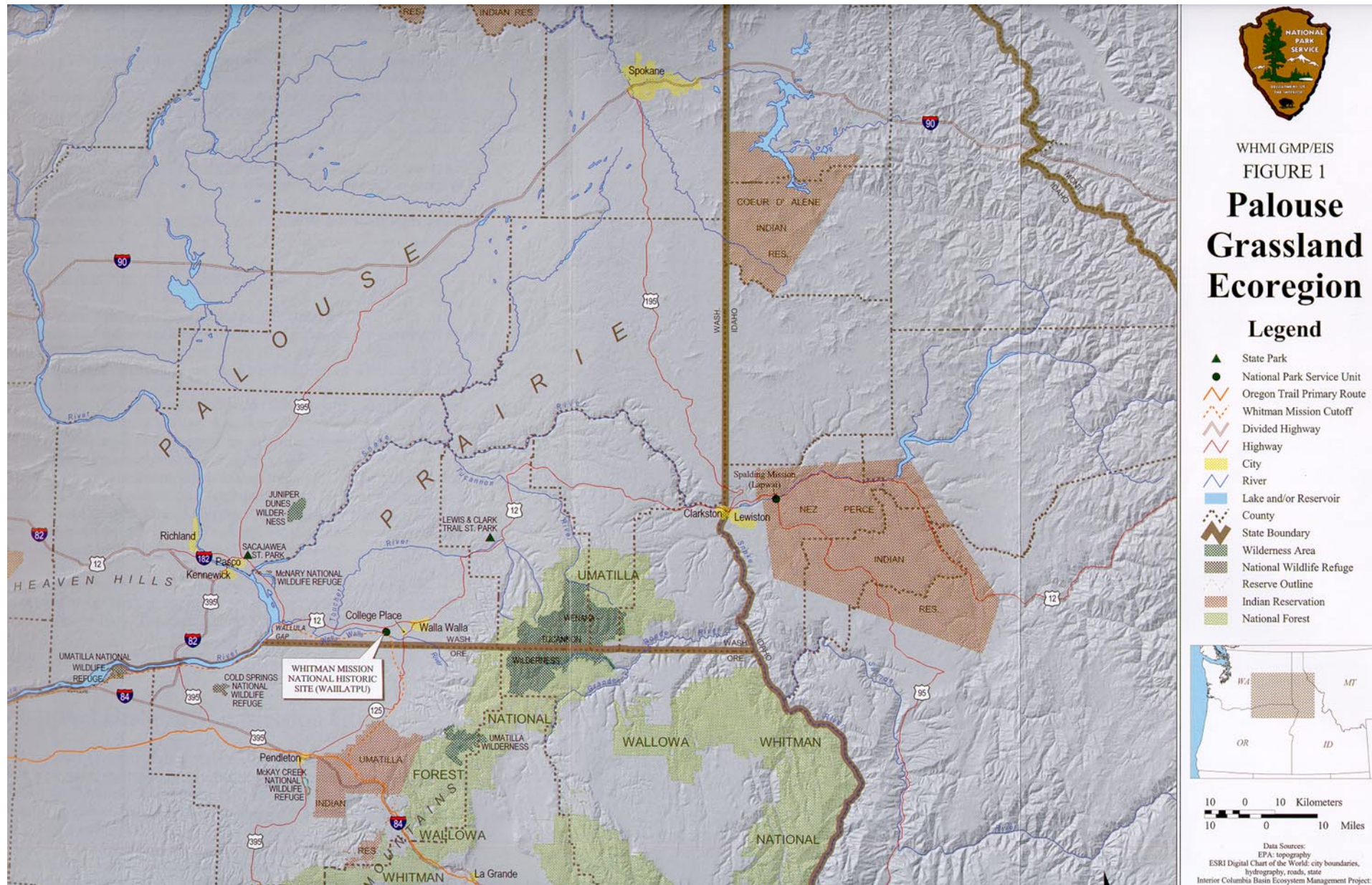
Purpose and Significance

Purpose of Whitman Mission National Historic Site

The National Park Service Organic Act of 1916 established management criteria for all units of the National Park System. The stated purpose is "... to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations."

The Enabling Act of 1936 identified the purpose of Whitman Mission National Historic Site as a "...public national memorial to Marcus Whitman and his wife, Narcissa Prentiss Whitman, who here established their Indian mission and school and ministered to the physical and spiritual needs of the

Indians....” The act called upon the National Park Service to “... maintain and preserve it [Whitman Mission] for the benefit and enjoyment of the people of the United States.”



Specifically the purpose of Whitman Mission NHS is to provide the following:

- To preserve and maintain the site of the Mission and school for Indians established by Marcus and Narcissa Whitman between 1836-1847 along the Walla Walla River at Waiilatpu, and to preserve and maintain the memorials to their lives.
- To relate for the public the events that took place at the Mission site and its role in western migration and settlement along the Oregon Trail.

Significance of Whitman Mission National Historic Site

There are five reasons that make Whitman Mission National Historic Site significant:

- Establishment of Whitman Mission, and the subsequent massacre that occurred, are important events in western pioneer history and settlement. The designation of the NHS provides a direct link to the theme of America's westward expansion as defined by the National Park System Plan, and assists the NPS in representing this theme to the American people.
- The story of Whitman Mission is a clash between two cultures and their lack of understanding and ability to solve problems peacefully. One culture a white, American missionary society that produced the Whitmans and brought them to Waiilatpu, and the other, the Indian culture of the Cayuse and other native peoples that the Whitmans encountered and attempted to influence.
- The site of Whitman Mission was an important component of the Oregon Trail. The Mission was one of seven such aid stations along the trail and provided an important respite for weary Oregon Trail emigrants during the early years of the Oregon Trail. Additionally, Dr. Marcus Whitman had a key role in guiding one of the first wagon trains into Oregon Territory. Finally, the successful crossing of the continent by Narcissa Whitman and Eliza Spalding proved that white women could endure the journey.
- The massacre of the Whitmans and eleven others (and one who disappeared and presumably drowned) and the unsuccessful end of the Mission led to a war between the militia and the Cayuse in 1848 and the arrival of federal troops in 1849. The ensuing 1855 treaties resulted in opening up the territory to pioneer settlement.
- The NHS preserves the Mission Grounds, the site of the Great Grave, and the memorials to the Whitmans.

Whitman Mission National Historic Site Mission Goals

Mission goals describe the desired resource conditions and visitor experiences, that taken together, fully achieve the National Historic Site's purpose, maintain its significance, and are consistent with NPS management policies. Whitman Mission National Historic Site currently has 11 mission goals:

- To preserve and protect the historic, cultural, and natural resources of Whitman Mission National Historic Site for present and future generations.
- To encourage others to assist in the preservation of the cultural and agricultural setting around Whitman Mission NHS and the historic setting of the Mission area.
- To provide the visiting public with an understanding of three primary interpretive messages:
 - a) An understanding and appreciation of the Mission Period and the resultant clash of cultures between early pioneer settlers and the Cayuse and other Indian peoples in the region.
 - b) The role of the Mission as an aid station along the Oregon Trail, Dr. Whitman's important role in guiding early wagon trains west along the trail, and the influence Narcissa Whitman and Eliza Spalding had on other pioneer women considering travel to the American West.

c) The importance of the massacre event's resultant outcome in the establishment of the Oregon Territory.

- To develop stronger ties with local tribes to assist in the interpretation and understanding of the Mission Period.
- To encourage both visitors and staff to utilize sustainable practices in the present and future use of Whitman Mission NHS.

To provide adequate administrative space to serve the programs and operations of Whitman Mission NHS.

- To provide adequate permanent, seasonal and volunteer staffing levels to support future Whitman Mission NHS interpretive and educational programs, and other operational needs.
- To explore and promote opportunities to coordinate and share human and physical resources with Nez Perce National Historical Park, Fort Vancouver National Historic Site, other NPS sites and partners having interpretive themes and programs which relate to the purpose of Whitman Mission NHS.
- To determine and implement the extent and manner of memorialization of the Whitmans.
- To maintain Whitman Mission NHS facilities in a safe condition and to remain open and accessible to the general public.
- To preserve and enhance the natural resources of the NHS, including riparian and wetland areas, in accord with all applicable laws, NPS policies, and executive orders.

Purpose and Need for the Plan

The purpose of this general management plan (GMP) is to guide the protection of cultural and natural resources and management of visitor services at Whitman Mission National Historic Site during the next 15 years. Successful implementation of the GMP would result in the preservation of natural and cultural resources and the enhancement of the quality of the visitors' experience.

Public Law 95-625, the National Parks and Recreation Act of 1978, requires the preparation and timely revision of general management plans for each unit of the National Park System. The NPS management policies 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 (16 U.S.C. 1a-7[b]) the NPS to consider, as part of the planning process the following:

General management plans for the preservation and use of each unit of the National Park System, including areas within the national capital area, shall be prepared and revised in a timely manner by the Director of the National Park Service. On January 1 of each year, the Secretary shall submit to the Congress a list indicating the current status of completion or revision of general management plans for each unit of the National Park System. General management plans for each unit shall include, but not be limited to:

- (1) measures for the preservation of the area's resources
- (2) 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;
- (3) identification of an implementation commitment for visitor carrying capacities for all areas of the unit; and
- (4) indications of potential modifications to the external boundaries of the unit, and the reasons therefor.

While it is the policy of the NPS to prepare or revise a GMP for units of the National Park System every 15 years, the last general management plan (master plan) for Whitman Mission National Historic Site was revised in 1960. The need is to address the many issues which have changed since the master plan was written, and previous actions that need to be reevaluated based upon new information or circumstances. A discussion of these issues can be found in the following "Planning Issues and Concerns" section.

Planning Issues and Concerns

Specific needs or problems to be addressed in this GMP reflected in the following array of issues specific to Whitman Mission NHS. These issues were developed by NPS staff and the public through the public participation process. They are listed by category. For a more detailed description of these issues, refer to "The Affected Environment" chapter of this document. (For help in identifying the location of features, see Figure 2, Physical and Natural Features and Figure 3, Cultural Landscape and Features. Note that in Figure 3 the cultural landscape areas are taken from the 1984 *Landscape Study and Management Alternatives for Revegetation*.)

Issues Relating to Cultural Resource Management

Clarification on Memorialization of Whitmans

Clarification is needed regarding how the Whitmans should be memorialized. Currently, memorials exist at the Memorial Shaft and at the site of the Great Grave which includes the remains of Marcus and Narcissa Whitman and eleven other people killed. There is a need to determine how these memorials will be cared for and interpreted, including any future memorials. The extent and manner of memorialization through the interpretation and protection of the overall mission site should be identified.

Issues Relating to Interpretation and Visitor Use

Inadequate Interpretation of Mission Grounds

Currently, the manicured lawns throughout the Mission Grounds do not convey the historic scene. While the outline of the exterior walls of the various mission buildings are provided by inlaid concrete blocks, no reconstructed buildings or raised three-dimensional profiles of the mission buildings exist to assist in the interpretation or understanding of the scene. Hence, the “footprints” of the buildings at the Mission Grounds are often difficult to discern. Additionally, since the Mission Period, the main channel of the Walla Walla River has meandered to the south away from the site. In light of these issues, various options for the future interpretation, maintenance, and protection of archeological and other resources within the Mission Grounds were examined during this planning process.

Issues Relating to Park Facilities, Staffing, and Operations

Identification of Infrastructure Concerns

Present and future infrastructure issues will be addressed during the planning process. Infrastructure issues include the condition and reliability of the water, sewer, electrical, and communications systems, internal road circulation, maintenance responsibilities for access roads and bridges, and suitability of existing storage facilities for curatorial, maintenance, and administrative needs.

Inadequacy of Park Security

Currently the park has one “required occupancy” (residence) to provide on-site response and an immediate presence in the area. Expertise is provided in the area of site maintenance which enables the park to respond well to potential facility or equipment breakdowns and related incidents. However, none of the current staff are commissioned law enforcement officers who can make an arrest or deal with the potential of criminal activity at the park. The park visitor center and maintenance building have an alarm security system which alerts the county sheriff's office to respond. There is a need to determine if any additional staff is needed to serve in a law enforcement capacity, or if the present security system is adequate to protect park resources, staff, and visitors.

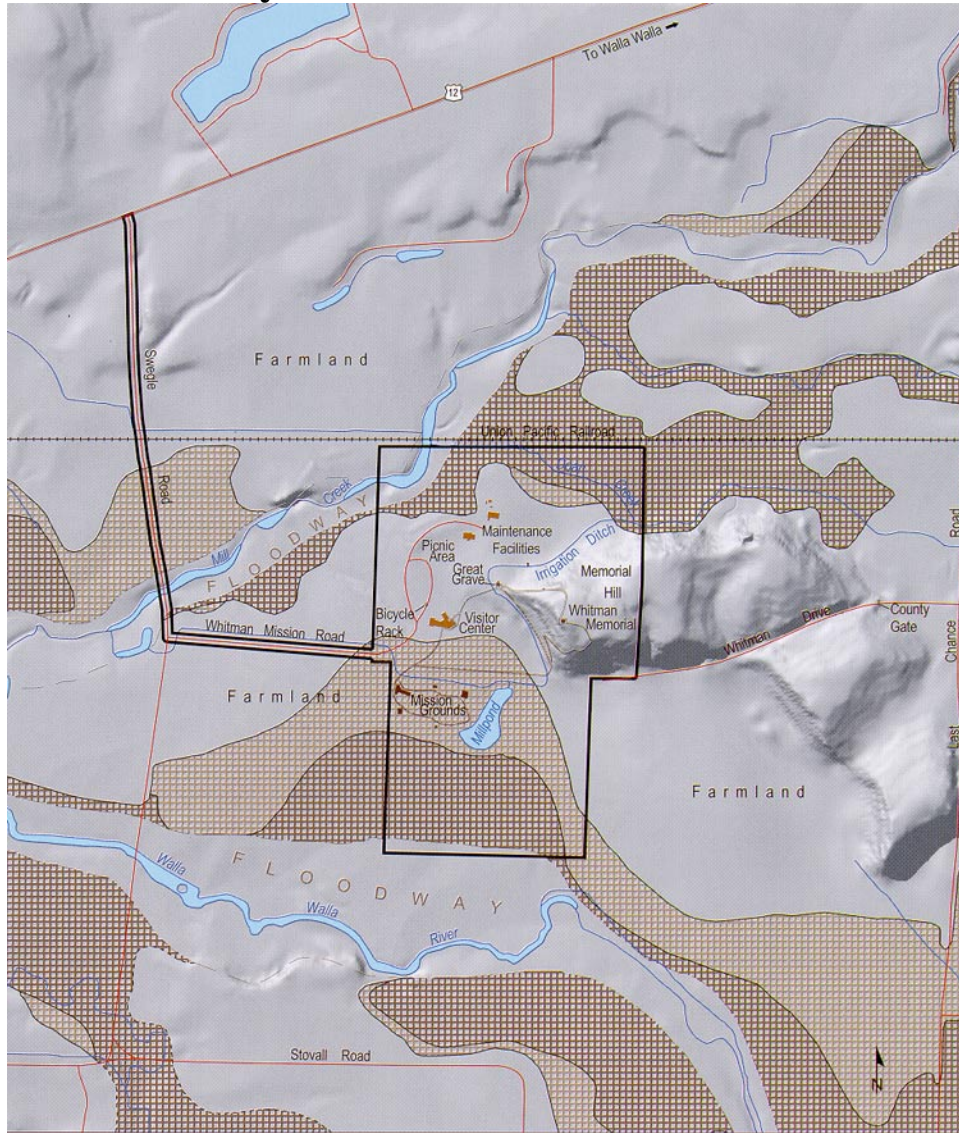
Inadequate Staffing Needs

Staffing needs may be influenced by the proposed actions that are developed through the planning process. Future staffing requirements need to be compared with the existing permanent and seasonal workforce. Current staff shortfalls in park operational areas such as visitor services and interpretation need to be addressed. The future role of volunteers and other cooperators and partners needs to be identified to provide assistance in the operation of the park.

WHMI GMP/EIS
FIGURE 2



Physical and Natural Features



Legend

Park Boundary - 98.15 acres	Highway	100-Year Flood Boundary
Structure	Road	500-Year Flood Boundary
Historic Site	Railroad	Approximate 100-Year Flood Boundary
Water body	Stream	Floodway Fringe
Trail	100-Year Floodway	500-Year Floodway

Scale: 150 0 150 Feet / 150 0 150 Meters

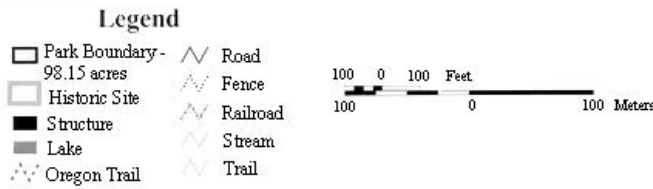
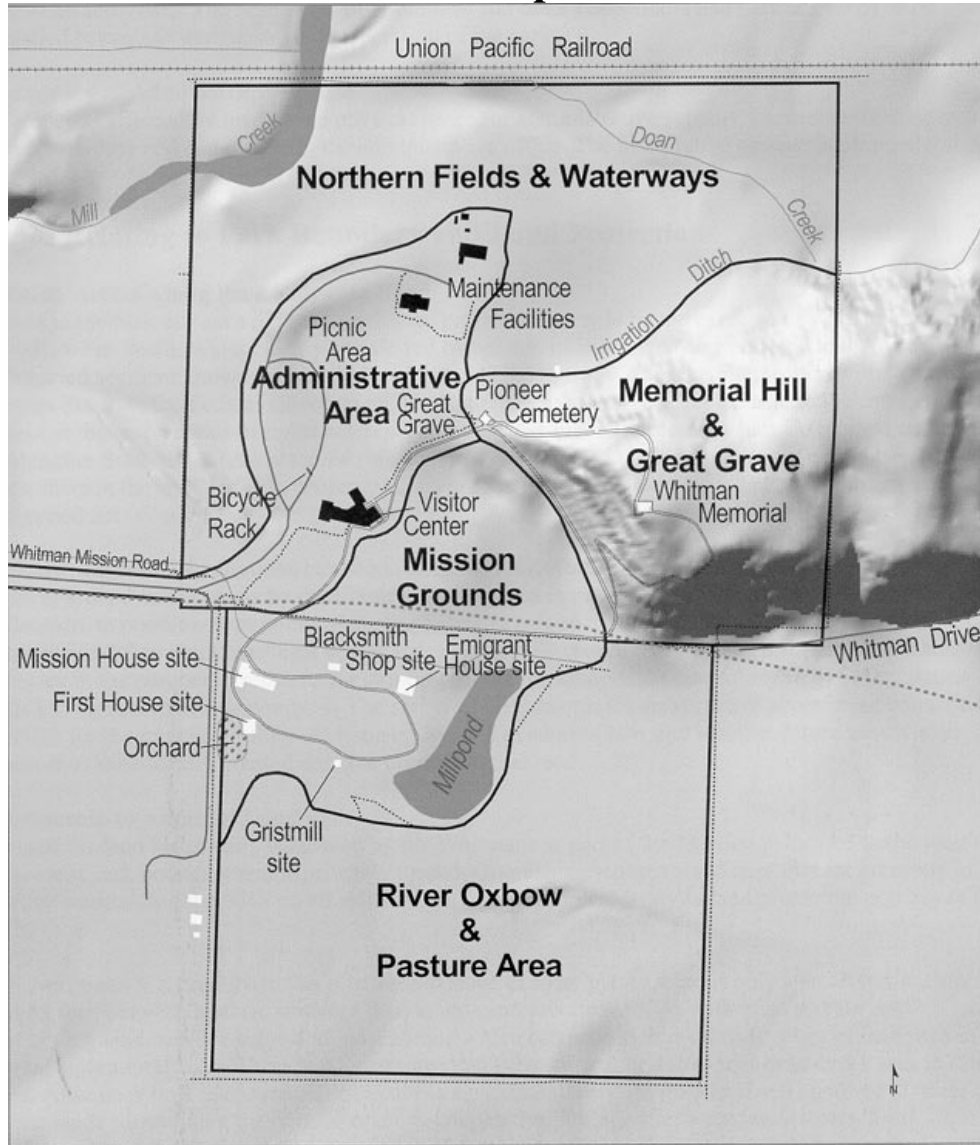
Data Sources:
 FEMA: flood plains
 NPS: Dean Creek, historic sites, park boundary, structures, topography, trails
 USGS: highways, railroads, roads, streams, water bodies

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 Physical & Natural Features
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WHMI GMP/EIS
FIGURE 3



Cultural Landscape & Features



Inadequacy of Administrative Space

Efficiency is affected by inadequate physical space for administrative support. Current conditions result in overcrowding and congestion in the administrative office. The interpretive storage facilities are also crowded.

Issues Relating to Park Boundary and Land Protection

Defining Access Along Park Entrance Road

Access to the park entrance road from adjacent private property is by the exercise of valid existing rights. In 1961, when Walla Walla County transferred ownership of Whitman Mission Road and the newly constructed segment known as Swegle Road (from U.S. Highway 12 to the intersection with Whitman Mission Road) to the Federal Government, the National Park Service accepted title to the entrance road subject to the reservations of rights referenced in the deed, and as necessarily may be implied under Washington State law. These reserved rights generally addressed utilities and irrigation ditches. New landowners in the area that own property adjacent or in proximity to the park road must utilize existing recognized access points.

Recently, land use conversion, including residential subdivision, has occurred in the agricultural land immediately surrounding the NHS. These approved subdivisions by the County have resulted in proposals to the staff at the NHS by landowners to permit access points along the federally owned road. The NPS has four concerns: 1) The inability of NPS to grant new legal access along a federally owned road. 2) The prospect of future increases in the number of requests for granting access for subdivision development. 3) Safety issues related to numerous access points. 4) The ability of NPS to provide an attractive access road entrance to the NHS for the traveling public. At issue is the need to address how and whether future subdivision access should be legally granted onto the current federal road.

Relationship to Adjacent Land Uses

Some of the land historically cultivated by the Whitmans as part of the Mission is located to the west of the present park boundary and is privately owned. Ongoing agricultural land uses that are currently in practice surrounding the NHS on all sides are generally complementary to land protection policies of the NHS.

However, there is a fragility to this relationship since in some places there is only a small buffer, less than 55 feet, between historic structure foundations and private land. As with most private land, surrounding land uses are subject to local zoning which currently permits a wide range of land uses in a general agricultural zone. There is no guarantee that these agricultural uses will exist in the area in future years. At issue is how to ensure that compatible agricultural uses and practices will continue to occur on private lands surrounding the park. Workable, cooperative strategies between landowners, local government, and the National Park Service need to be identified and initiated to help ensure the long-term protection and retention of these important agricultural settings to the historic site.

Pertinent Laws, Policies, and Procedures

This section summarizes the laws, executive orders, NPS policies, and operational procedures related to the preparation of park planning documents. The following section highlights those which are most

pertinent to the planning for the future protection, use, and management of Whitman Mission National Historic Site.

The National Park Service Organic Act

The NPS Organic Act of August 25, 1916 (16 USC 1) established the National Park Service. “The service thus established shall promote and regulate the use of the Federal areas known as national parks, ...by such means and measures as conform to the fundamental purpose of said parks, ...which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”

National Parks and Recreation Act of 1978

Public Law 95-625, the National Parks and Recreation Act of 1978, requires the preparation and timely revision of general management plans for each unit of the National Park System. The NPS *Management Policies* (U.S. Department of the Interior 1988) calls 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 (16 U.S.C. 1a-7[b][4]) the NPS to consider, as part of the planning process, what modifications of external boundaries might be necessary to carry out park purposes.

General Authorities Act of 1970

This act defines the National Park System as including “...any area of land and water now or hereafter administered by the Secretary of the Interior through the NPS for park, monument, historic, parkway, recreational, or other purposes...” (16 USC 1c[a]). It states that “...each area within the national park system shall be administered in accordance with the provisions of any statute made specifically applicable to that area...” (16 USC 1c[b]) and in addition with the various authorities relating generally to NPS areas, as long as the general legislation does not conflict with specific provisions.

Redwood Act of 1978

The Redwood Act (16 USC 1a-1) in 1978 further states “...that these areas, though distinct in character, are united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage... The authorization of activities shall be construed and the protection, management, and administration of the areas shall be conducted in light of the high public value and integrity of the national park system and shall not be exercised in derogation of the values and purposes for which these various areas have been established, except as they have been or shall be directly and specifically provided by Congress”.

National Historic Preservation Act of 1966

The National Historic Preservation Act (NHPA) of 1966 (as amended) requires that proposals and alternatives relating to actions that could affect cultural resources both directly and indirectly, and the potential effects of those actions, be provided for review and comment by the State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation. Therefore, this document will be

submitted to the appropriate offices for review and comment according to procedures in 36 CFR Part 800 and delineated in the 1990 Programmatic Agreement signed by the NPS, the National Conference of State Historic Preservation Officers, and the Advisory Council on Historic Preservation.

Section 110

Section 110 of the National Historic Preservation Act gives federal agencies positive responsibility for preserving historic properties in their ownership or control. Agencies are directed to establish preservation programs to identify, evaluate, protect, and nominate to the National Register historic properties under their ownership or control, whether they are of significance at the local, state, or national level. It calls for them to use such properties, where feasible and compatible with their preservation, in preference to acquiring, constructing, or leasing others. The law emphasizes cooperation with SHPOs in establishing such programs.

Section 111

This section of law states that federal agencies after consultation with the Advisory Council for Historic Preservation will establish and implement alternatives for historic properties that are not needed for current or projected agency purposes. Federal agencies may lease an historic property owned by the agency to any person or organization, or exchange any property owned by the agency with comparable historic property, if the agency determines that the lease or exchange will adequately insure the preservation of the historic property.

Section 112

This section of the law provides that each federal agency, having responsibility for the protection of historic resources, including archeological resources, will ensure that all action taken by employees or contractors will meet professional standards under regulations developed by the Secretary in consultation with the Advisory Council for Historic Preservation, other affected agencies, and appropriate professional societies of the disciplines involved. Agency employees or contractors will also meet qualification standards established by the Office of Personnel Management in consultation with the Secretary and appropriate professional societies. Section 112 also provides that records and data are permanently maintained in appropriate data bases and made available to potential users.

Whitman Mission National Historic Site Legislation

On June 29, 1936, an act was approved to provide for the establishment of the Whitman National Monument. It authorized the Secretary of the Interior to acquire the site of the Indian Mission established in 1836 by the Whitmans on the Walla Walla River. The act declared the Whitman National Monument to be a public memorial to Marcus and Narcissa Whitman. In 1958, Public Law 85-388 authorized the acquisition of certain properties of historic significance in connection with the monument area and which were necessary to provide suitable monument facilities. Public Law 87-471, enacted on May 31, 1962, changed the name to Whitman Mission National Historic Site.

Oregon National Historic Trail

The Oregon National Historic Trail was established as part of the National Trails System Act in 1978. It is a route 2,170 miles in length which begins in Independence, Missouri, extends through Kansas, Nebraska, Wyoming, and Idaho, and ends at Oregon City, Oregon. Although Whitman Mission NHS is 31 miles north of the primary route of the Oregon Trail, its history is indelibly tied to the early years of

western migration and has been identified as a “high potential site” in the *Comprehensive Management and Use Plan for Oregon National Historic Trail*.

Executive Orders 11988 and 11990

The objectives of Executive Orders 11988 (Floodplain Management) and 11990 (Protection of Wetlands) are to avoid to the extent possible the long and short-term adverse impacts associated with the occupancy and modification of floodplains and wetlands. Application of the final NPS procedures for implementing those executive orders would occur if a NPS proposal affects a 100-year floodplain (500-year for critical actions), coastal high hazard zone, flash flood area, or wetland. If a proposed action involves adverse impacts to a floodplain or wetland areas, a Statement of Findings (SOF) would be prepared that documents the rationale for the determination that there is no practicable alternative to locating in or impacting these areas. The SOF would be prepared for concurrence signature by the Chief, NPS Water Resources Division (WRD), and approval by the NPS Regional Director, Pacific West Region.

Executive Order 11987

The objectives of this executive order are to restrict the introduction of exotic species into the natural ecosystems on federal lands and to encourage the states, local governments, and private citizens to prevent the introduction of exotic species into natural ecosystems of the United States. This order provides a legal basis for NPS to conduct vegetation management activities to restrict the introduction of those exotic species which do not naturally occur within the NHS and provides the basis for the NHS to work with others to restrict the introduction of exotic species.

Executive Order 12898

Executive Order 12898 requires an analysis of impacts on low income populations and communities, as appropriate. The Department of the Interior’s policy on environmental justice (No. ECM95-3) is based on this Executive Order and requires the NPS, in all environmental documents, to “...specifically analyze and evaluate the impacts of any proposed projects, actions, or decisions on minority and low income populations and communities, as well as the equity of the distribution of the benefits and risks of those decisions.” If significant or no impacts are predicted on minority or low income populations, then this should be stated and the reasons given.

Executive Order 13007

Executive Order 13007 instructs federal land managers, such as the National Park Service, to accommodate access to, and ceremonial use of, Indian sacred sites on federally managed land by Indian religious practitioners. Federal agencies are also ordered to avoid adversely affecting the physical integrity of sacred sites and must maintain confidentiality of sacred sites, where appropriate. The May 24, 1996 Executive Order defines “federal lands”, “Indian tribe” and “sacred site”.

National Environmental Policy Act of 1969

The National Environmental Policy Act of 1969 (NEPA) requires the preparation of either an environmental assessment or an environmental impact statement (EIS) for all federal proposals that may have significant environmental, sociological impacts, or both, on park resources or adjacent areas.

A February 22, 1991 policy memorandum from the NPS Associate Director for Planning and Development specifies that EISs are to be prepared in conjunction with GMPs. That position reinforces the policies and procedures of the Departmental Manual which state that EISs will be the normal rule in preparing GMPs rather than the exception. This EIS describes potential impacts that might result from implementation of any of the alternatives discussed. Following public and agency review of the draft and final EIS, the Superintendent, Deputy Regional Director, and the Regional Director of the NPS Pacific West Region, will sign a Record of Decision indicating the proposed action and the rationale for its selection. Implementation of the GMP may then proceed.

Endangered Species Act

Section 7 of the Endangered Species Act requires that when a project or proposal by a federal agency has the potential to impact a known endangered, threatened or candidate plant or animal species, that agency must enter into formal consultation with the U.S. Fish and Wildlife Service (USFW). National Park Service management policies direct the NPS to give the same level of protection to state-listed species, as is given to federally listed species. Prior to implementing any development proposals at Whitman Mission NHS, the NPS will consult with the USFW to obtain species listings, and to ascertain the need to prepare a biological assessment of the proposed actions. Similar contact will be made with the appropriate state agencies if information on state-listed species is not available through the USFW.

Native American Graves Protection and Repatriation Act

The Native American Graves Protection and Repatriation Act (NAGPRA) provides protection to native grave sites on tribal and federal lands. The intent of NAGPRA is to “provide for a process whereby Indian tribes...have an opportunity to intervene in development activity on federal or tribal lands in order to safeguard Native American human remains, funerary objects, or objects of cultural patrimony...[and to afford] Indian tribes...30 days in which to make a determination as to appropriate disposition for these human remains and objects.” Under certain conditions, culturally affiliated Indian tribes or lineal descendants will have ownership and control over human remains and cultural items which are located on federal lands.

A permit must be obtained from the managing land agency where the burial site is located to excavate a burial site. If the site is located on federal lands, the site may be excavated only after consultation with the appropriate tribe. If buried cultural items are discovered during other activities, such as construction, all activities must stop and the responsible federal agency notified, who in turns, notifies the appropriate tribe.

American Indian Religious Freedom Act

The American Indian Religious Freedom Act (AIRFA) (42 USC 1996) states that “henceforth it shall be the policy of the United States to protect and preserve for American Indians their inherent right to freedom to believe, express, and exercise the traditional religions of the American Indians, Eskimo, Aleut, and Native Hawaiians, including but not limited to access to sites, use, and possession of sacred objects, and the freedom to worship through ceremonials and traditional rites.” This statute does not create additional rights or change existing authorities, but as a matter of policy in keeping with the spirit of the law, the National Park Service will be as unrestrictive as possible in permitting Native American access to and use of traditional sacred resources for customary ceremonials.

National Park Service Management Policies

The NPS has detailed written guidance to help managers make day-to-day decisions. The primary source of service-wide policy is contained in the publication *Management Policies*, last published in 1988 and currently being revised. These policies state that all parks are complex mixtures of values and resources, each with its own unique qualities and purposes, each requiring specific treatment in the development and implementation of management strategies and operational plans. However, the managers of all parks are required to apply policies in a consistent and professional manner to achieve the congressional mandate for management of the National Park System.

The management policies further state that the NPS will conduct planning activities to evaluate possible additions to the National Park System; to identify how park resources will be preserved and how parks will be used and developed to provide for public enjoyment; to facilitate coordination with other agencies and interests; and to involve the public in decision making about park resources, activities, and facilities. The NPS plans will represent the National Park Service's commitment to the public and to Congress of how parks will be managed.

Included and tiering from these policies are Director's Orders issued periodically by the Director. Detailed planning guidelines, called Director's Order 2 Park Planning, have recently been developed and finalized to guide the development of park planning, including general management plans. General management planning is guided by both these management policies and the accompanying Director's Order 2.

Cultural Resources Management Guideline

Authority for cultural resource management activities derives from a variety of laws, including the 1916 NPS Organic Act. Also fundamental are the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation. The NPS *Management Policies* states basic principles governing the management of cultural resources in the National Park System, consistent with law and the Secretary's Standards and Guidelines for Archeology and Historic Preservation, which are reproduced in the cultural resource management handbook issued pursuant to Director's Order 28. The Cultural Resources Management Guideline (Director's Order 28) elaborates on these policies and standards and offers guidance in applying them to establish, maintain, and refine park cultural resource programs.

Natural Resources Management Guideline

The NPS Natural Resources Management Guideline (Director's Order 77) is a comprehensive guideline on natural resource management, combining existing guidance with documentation of unwritten practices and procedures of NPS resource management. It guides the actions of park managers so that natural resource activities planned and initiated in the parks comply with federal law and regulation, and the Department of the Interior and NPS policies.

National Park Service Strategic Plan

The NPS publication, the *National Park Service Strategic Plan* (1997) includes the NPS mission statement, mission goals, and gives five-year long-term goals to help the agency measure performance and guide the allocation of available human and financial resources. The *NPS Strategic Plan* incorporates the requirements of the Government Performance and Results Act (GPRA).

In addition to service wide strategic planning, staff at individual NPS units are required to produce mission goals and a five-year strategic plan for their unit. In planning for parks, both strategic planning

and general management planning share the need to articulate the purpose and significance of the park unit and to define park mission goals in relationship to overall service wide goals. In strategic planning, parks must translate mission goals into five-year long-term goals and allocate human and financial resources accordingly. In general management planning, which is provided for Whitman Mission NHS through this document, managers and park planners must insure that proposed actions in the plan are in harmony with park mission goals and help to implement their various provisions by articulating actions and strategies which are utilized by park managers to guide the long term preservation and public use of Whitman Mission NHS.

The General Management Plan

The general management plan for Whitman Mission National Historic Site was selected from four draft alternatives following a public review process. The general management plan provides for the optimal protection of the national historic site and enhanced visitor experience. The following information describes the actions that constitute the general management plan.

General Description of the Plan

Several actions are proposed in the general management plan which will provide for the protection and enhancement of cultural, natural, and scenic resources. Some actions also involve the enhancement of visitor facilities and interpretive programming; others enhance administrative and operational capabilities both in terms of facilities and staffing. Finally, specific measures in land protection are proposed, that, if implemented, will assist in the protection of agricultural land and the rural, open space character of the surrounding area.

Actions to be Incorporated into the Plan

The following actions will be incorporated into the general management plan for Whitman Mission National Historic Site:

1) Required occupancy (Category I Housing)—The park would continue to provide onsite housing to serve as a deterrent to crimes against park resources and timely response to emergencies outside normal working hours. The required occupancy requirement would be in addition to any other appropriate on-site security and safety measures (such as lighting and motion sensors).

2) NPS interpretive programs—As funding and staff are available, NPS interpretive programs would be expanded outside of Whitman Mission NHS. This could include school programs, electronic media, organizations, and other educational program development outside the boundary of the park. Multiple program themes would be developed including, but not limited to, the Oregon Trail and pioneer history, the mission period and mission life, interaction between early settlers and the Cayuse people, Cayuse people and customs, the establishment of the Oregon Territory, the relationship of Whitman Mission NHS to other historical sites in the Pacific Northwest Region of the United States, the National Park System, and other topics.

The park would develop and implement a plan to provide persons with disabilities, the opportunity to experience as many park interpretive programs as possible.

3) Memorial Hill photographic panorama—For persons with disabilities or others who are unable to ascend and descend Memorial Hill, a photographic panorama would be made available at the visitor center to provide visitors with a scene of what a 360 degree view is like from the top of the hill.

4) Oregon Trail sites—The NHS staff would seek rapport of purpose between the NHS and other areas whose interpretive theme is westward settlement as a means to complement each other and assure continuity of purpose and thought for the visitors. This cooperation would not be confined to NPS administered parks and sites.

- 5) Natural resource inventory—The staff at Whitman Mission NHS would complete the NPS Natural Resource Inventory and Monitoring Program themes for “Level I” inventories (baseline data) according to NPS-75, the NPS guideline for inventory and monitoring.
- 6) Natural processes—The NHS staff would allow natural processes to occur on land and river environs so long as the effects do not adversely impact cultural resources and existing public facilities.
- 7) Traveler information—The Whitman Mission NHS staff would provide traveler information about other historic sites, camping, points of interest, and information to the visiting public, at, or in proximity to, the visitor center desk.
- 8) Video discs—In cooperation with the Harpers Ferry Center, NHS staff would locate “master” film copies of movies made for Whitman Mission NHS, and place them on video discs for future use and as archive copies for both the Harpers Ferry Center and NHS archives. It would provide a better format for archive purposes.
- 9) Whitman Mission NHS Friends Group—The staff at Whitman Mission NHS would encourage the establishment of a park “friends” group to assist Whitman Mission NHS in a variety of activities and programs.
- 10) School reservation system—Staff at the NHS would institute a reservation system for school groups in order to better serve the educational community by assuring that NHS staff are available.
- 11) Safety training—The NPS would encourage each permanent NHS employee to have a minimum amount of first aid and CPR training, benefiting both staff and visitors alike.
- 12) Community outreach and education—Through community outreach, the staff at Whitman Mission NHS would help the surrounding landowners and larger community better appreciate the important historic resources they have in their own “back yard”, to provide opportunities for area residents to assist the NHS in protecting the historic setting, and to participate in NHS programs, events, and other activities.
- 13) Re-establishment of Doan Creek—Doan Creek would be established to its historic free-flowing condition through the NHS. Actions, such as the planting of native hardwood trees and shrub species, would be undertaken.
- 14) Native plants—Existing non-native trees and shrubs would be replaced with native species when they die except for those plants that have an historic association with the Whitmans.
- 15) Reprinting the NPS handbook, *Whitman Mission*—This NPS handbook was printed in 1964 and is now unavailable to visitors. A publishing source and funding would be found to reprint the book.

Management Zones

In the general management plan, five management zones will be established within the NHS. First, in recognition of the fact that the entire NHS is included on the National Register of Historic Places and was established for its cultural and historical significance, three historic zones will be identified which incorporate the majority of the park. The first historic zone, Historic-Commemorative, will include the

Memorial Hill and Great Grave. Since the Memorial Shaft and the Great Grave were established to memorialize the Whitmans, the setting for the visitor will be contemplative and commemorative. The second historic zone, Historic-Interpretive, will include the Mission Grounds. The setting for the visitor will be one of active interpretation of the Mission Grounds illustrating the life of the Whitmans and the Mission Period. A third historic zone, Historic-Setting, includes the river oxbow and pasture area. This zone is intended to convey to the visitor a sense of the historic setting and pastoral character.

A Natural Zone will be established along the northern boundary of the NHS and includes the wetlands, channels, and floodplains of Doan Creek and Mill Creek. This zone will be consistent with the historic scene.

Finally, a Park Development Zone will be established that includes the visitor center area, main parking lot, maintenance area, and access roads. (See Figure 4, Management Zoning.)

Cultural Resource Management

Mission Grounds Treatment

The delineation of the original building foundation of each building on the Mission Grounds will be enhanced using a three-dimensional approach. Using this method, various interpretive treatment concepts will be explored. This will include consideration of materials such as, but not limited to, simulated adobe. Whatever approach is selected, emphasis will be on the use of low-maintenance materials, those which do not adversely impact the foundations and other archeological resources located in the earth below, and those concepts which will be sympathetic to the historic setting.

The three-dimensional concept may include various creative concepts such as replicating portions of building walls, and window and door openings, if this information is historically documented. At the most developed extent, replication of the outlines of the buildings may be considered. Whatever approach is ultimately implemented, improved site interpretation will need to make clear to the visiting public that materials used to convey the extent of the mission buildings are for demonstrative and interpretive purposes only and do not consist of original materials.

Prior to full implementation of native grass treatment on the Mission Grounds, a small test section around the site of the First Mission House and orchard area is proposed. Based upon the evaluation by the park staff on the effectiveness of this treatment from an aesthetic perspective, the use of native grasses will be applied throughout the Mission Grounds. In any event, it is proposed that a small groomed grass strip will be maintained along the paved walkways of the loop walk to provide a border and appropriate base for interpretive wayside exhibits along the walk.

Memorial Hill and Great Grave

The overall setting for the visitor experience will be preserved as memorial and contemplative. No changes are proposed. The preservation options to protect the inscriptions on the Great Grave stone cover will be addressed under the cultural resource section of the updated Resource Management Plan.

Oregon Trail

No changes are proposed. Reconstructed wagon ruts and the placement of the pioneer wagon on the Oregon Trail will be maintained. Maintenance staff will continue to keep weeds off the trail and keep down the height of grass to simulate use of the trail. Development will be prevented in the Oregon Trail corridor within the NHS.



Oregon National Historic Trail logo

In addition, the NHS staff will take measures to formally sign the trail within the NHS with the official Oregon National Historic Trail logo, and encourage congressional action to designate the Whitman Mission Route as an officially recognized branch of the Oregon Trail. Adjacent landowners will be encouraged to preserve the open, undeveloped character of portions of the Oregon Trail corridor directly adjacent to the east of the NHS. This could be achieved through a variety of land protection techniques such as acquisition of conservation easements by a private land trust from willing sellers.

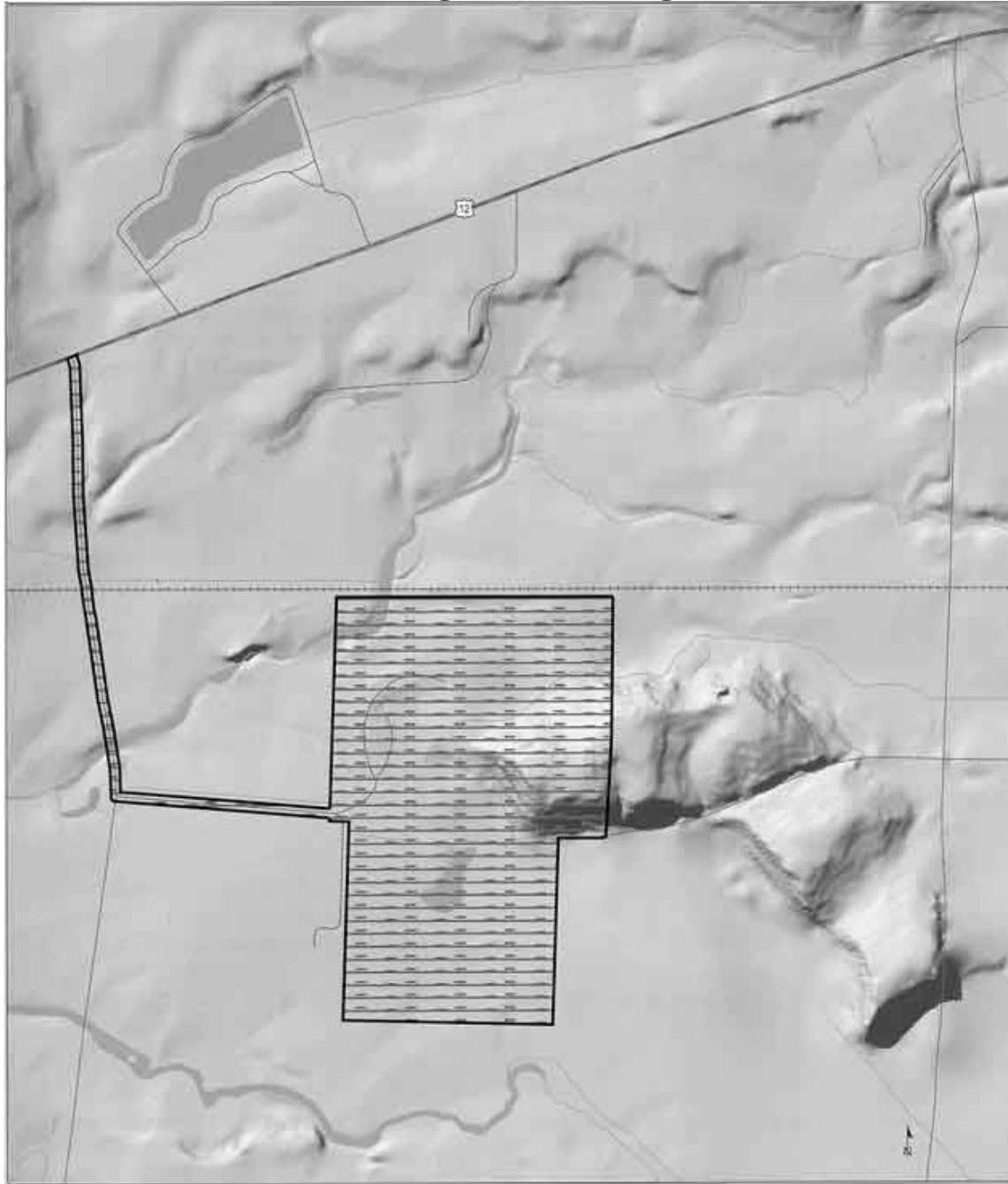
River Oxbow and Pasture Area

The Walla Walla River Oxbow will continue to be interpreted from the Mission Grounds. This area will be kept in a pastoral, character. Since the area was historically grazed at the time of the Whitmans, the wheatgrass will continue to be burned periodically to manage and maintain the historic setting. Interpretive wayside exhibits about the natural environment will be considered here.

WHMI GMP/EIS
FIGURE 4



Management Zoning



Legend

- | | |
|---------------|-----------------|
| Highway | Stream |
| Road | Lake |
| Railroad | Management Zone |
| Park Boundary | Cultural |

150 0 150 Feet
150 0 150 Meters



View of Mission Grounds showing delineated foundations of Mission buildings and orchard



Delineation of the original foundations of the Mission Grounds will be enhanced with a 3-D approach



Memorial Shaft on Memorial Hill will continue to evoke in visitors a contemplative experience



The overall setting of the Great Grave will be memorial and contemplative



A “cushman” type vehicle will be used to transport visitors with disabilities up Memorial Hill



The Millpond will continue to be interpreted from the Mission Grounds



The general management plan will continue to memorialize the Whitmans with emphasis on interpretation on the Mission Grounds and the Oregon Trail



Rye grasses will be extended for interpretation purposes onto the Mission Grounds

Natural Resource Management

Vegetation management activities to maintain the native grasses within the Mission Grounds and river oxbow and pasture area could include mowing, burning, and use of herbicides. Herbicides will only be used to assist in the control of noxious weeds. Though mowing will be required on a periodic basis (about once a year), this action will also eliminate the need for the frequent mowing, fertilizing, and pest control that was required for the former lawn. If prescribed burning is used, the burning will occur on a regular basis every one to three years. The existing lawn areas within the Park Development Zone around the visitor center and picnic area will be maintained.

Native vegetation will be planted and sustained along Doan Creek, the oxbow of the Walla Walla River, and irrigation ditch. Vegetation will be managed to meet the objectives of the established natural zone along Doan Creek and Mill Creek. Water quantity for downstream users will not be affected.

An integrated pest management plan is being prepared to address the plant, animal, and insect pests within the NHS.

The asphalt rip-rap lining along the bank at Mill Creek within the NHS will be removed and the bank stabilized with rock rubble and revegetated.

Any native plant material used in the NHS, such as ground cover, will not be harmful to archeological resources. The NPS will work with the Natural Resources Conservation Service (NRCS) and adjacent landowners to control noxious weeds at the NHS, such as yellow star thistle, in accordance with NPS policies. The Memorandum of Understanding (MOU) with NRCS will be reviewed and updated upon renewal.

For the purpose of vegetation management, the NPS will continue the prescribed burn program already implemented at the NHS for the seven acre rye grass area adjacent to the visitor center and the twenty-eight acre wheatgrass area in the river oxbow and pasture area.

The NPS will monitor the underlying aquifer on an “as needed basis.” The resource will be assessed to determine if an increased level of inventory and monitoring is warranted.

In addition, a park Integrated Pest Management Plan will be prepared and implemented to address the NHS’s plant, animal, and insect pests.

Interpretation and Visitor Use

The overall interpretation of the Mission Grounds will be enhanced, including the connection between the Mission Grounds and the former location of the Walla Walla River (river oxbow area). Existing audio wayside exhibits (sound boxes) located on the Mission Grounds, Memorial Hill, and the Great Grave will be either replaced or removed to address problems of noise distractions to visitors. However, given the value of an audio interpretive message, other interpretive media will be proposed to replace it,

such as use of individual audio discs. It is suggested that the sound boxes not be removed until an appropriate substitute is found.

For interpretive purposes, the placement of the pioneer wagon and the simulated wagon ruts will be maintained along the Oregon Trail. Interpretive materials will note that the wagon ruts are reconstructed.

Interpretive programming concerning Cayuse culture will also continue.

There will be improved public information signs to and around the NHS. A new interpretive audio-visual program will be developed for use in the auditorium to replace both the 1976 movie and the 1978 slide program. These older programs will be preserved on video disc or in another format and archived.

The interpretation sign for the Great Grave will be slightly moved back toward the visitor center to provide a more contemplative setting at the grave site itself.

Public access will be provided to the research library and archives for research work, projects, and inquiry about the Whitmans, mission life, the Cayuse people, and other topics related to Whitman Mission.



A descendent of the Cayuse tribe in a traditional wing dress weaves mats from locally gathered tule reeds

Electronic media will be proposed, such as posting interpretive and archival material on the Whitman Mission National Historic Site “Park Homepage” on the Internet.

The staff at the NHS will expand multi-lingual opportunities. For example, park interpretation material will be produced in other languages.

In addition, a new unpaved nature loop trail will be developed south of the Mission Grounds. This unpaved pedestrian nature trail will provide opportunities for self-guided nature walks with corresponding interpretive wayside exhibits and educational materials about the flora and fauna of this important riparian area, and the natural forces of the changing Walla Walla River. Interpretive wayside exhibits about the natural environment and the changes that have occurred in the historic setting will be considered in the river oxbow and pasture area.

Recreation Resource Management

A non-motorized hiking and bicycle trail has been proposed by Walla Walla County and the cities of Walla Walla and College Place. The county bike route terminates at Whitman Mission NHS. Currently, a small bicycle rack is provided for bicycle users near the south side of Memorial Hill upon entering the NHS. In addition, a bicycle rack is located at the visitor center parking lot.

An exact location for the bicycle trail from Whitman Drive to the visitor center will be identified. Cooperative agreements with adjacent land owners may be developed to provide the best circulation pattern. Bicycle racks have already been established in proximity of the visitor center and the existing bicycle rack near Memorial Hill will be removed. Bicycle users will be encouraged to park their bicycles at the designated bike rack and walk within the NHS to prevent pedestrian/bicyclist conflicts.

In addition, a new unpaved nature loop trail will be developed south of the Mission Grounds within the river oxbow and pasture area along the perimeter of the NHS southern boundary. The trail will be located and designed to have minimum impact on the riparian corridor of the Walla Walla River. Park visitors and other organized groups will be encouraged to use the trail for nature walks, birding, photography and for other related pursuits.

The NHS staff will explore the possibility of designing a trail from the picnic area by the parking lot to a site along Mill Creek.

Scenic Resource Management

The scenic resources within adjacent properties will be protected by the voluntary acquisition of conservation easements, agricultural easements, and development rights by a nonprofit organization. Legislation will not be needed for this action. A land parcel that was once farmed by Marcus Whitman along the west boundary of the NHS, but is not included within the existing boundary, is encouraged to be protected. In addition, the protection of the surrounding historic setting is also highly encouraged. For more information on land protection strategies, see the “Park Boundary and Land Protection” section.

Park Facilities

A range of general improvements will be made to the existing visitor center building. First, the park visitor center and museum will be named and signed on the exterior of the building, “Waiilatpu Visitor Center” (to reflect its Cayuse name) with smaller lettering underneath “Place of the Rye Grass.” Second, various building remodeling projects will provide needed space for the public. Additional restroom space will be constructed adjacent to the existing public restroom, maintaining access for persons with disabilities. Also, a pay telephone will be added to the exterior of the building for public convenience.

Building walls will be moved out into the concrete patio areas behind the sales desk, and also at the demonstration area to the east, to create more interior space for exhibits, demonstrations, and cooperating association sales. These improvements, however, will not alter the exterior “footprint” of the building. The interior configuration of the sales desk, sales area, demonstration area, and interpretive exhibits area will be reconfigured to better utilize the additional space provided, to separate the demonstration area from the lobby and other public use areas of the building. However, the space in the museum and theater is presently adequate and will not be reconfigured.

New administrative space will be added to the existing administrative wing of the visitor center building, which will alter the footprint of the building. A preferred location will be along the western portion of the structure, immediately adjacent to the existing administrative office area and lunch room. The NPS will locate the addition out of the Walla Walla floodplain and floodway. Portions of the existing office area nearest the visitor center portion will be remodeled for use as cooperating association sales, office space, and storage. In addition, vending machines will be added for public use.

The existing administrative space will be reconfigured and the additional administrative space of the visitor center building expanded by approximately 1,800-2,000 square feet to accommodate various administrative services. This will amount to less than one-tenth of an acre of ground disturbance in an previously disturbed area. The design for the extension will be compatible to the existing Mission 66 style architecture. Administrative functions in the expanded building include offices for the superintendent, administrative assistant, clerical personnel, chief of maintenance, chief of interpretation and resource management, seasonal and permanent interpretive staff, Northwest Interpretive Association staff and storage, and a volunteer coordinator.

Additionally, park archives, library, and collection storage will also be addressed in the expanded administrative space in the existing administrative wing of the visitor center. Modifications to the visitor center will include a correction of storage deficiencies, such as security and safety improvements and research/work space, as identified in the NHS's Checklist for Preservation and Protection of Museum Collections.

A covered picnic shelter with two grills will be constructed for group use within the NHS picnic area. The shelter will be made available to school groups and others on a reservation basis. A change in demographics over the years has created a higher demand for group picnic facilities. This will benefit both the local residents and out of area visitors. (See Figure 5, Schematic Development Concept Plan.)

The electrical system will be upgraded and extended into the new administrative space. Otherwise, there will be no change in current utility systems and infrastructure except for routine maintenance and replacement when necessary.

WHMI GMP/EIS
FIGURE 5



Schematic Development Concept Plan

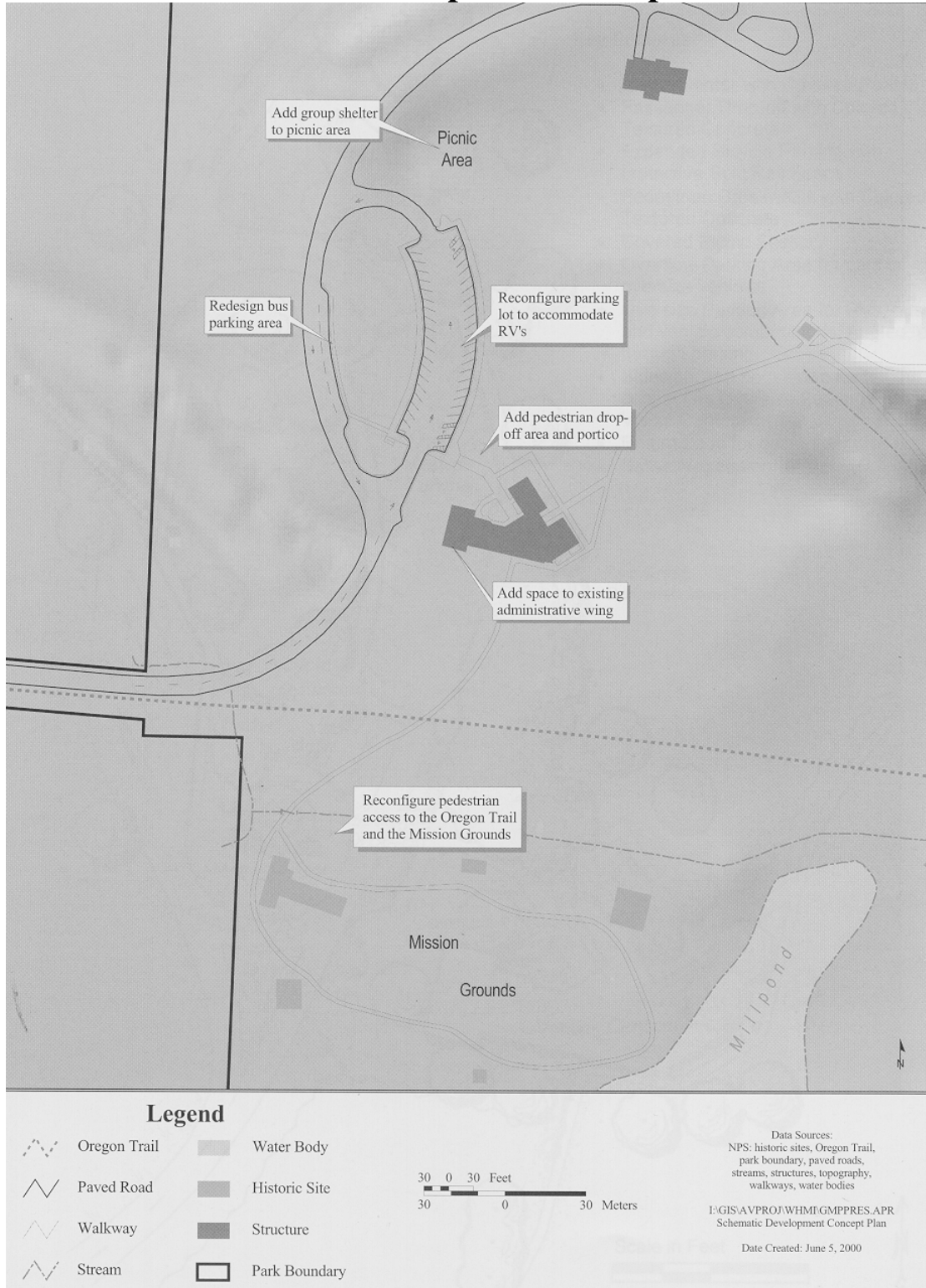
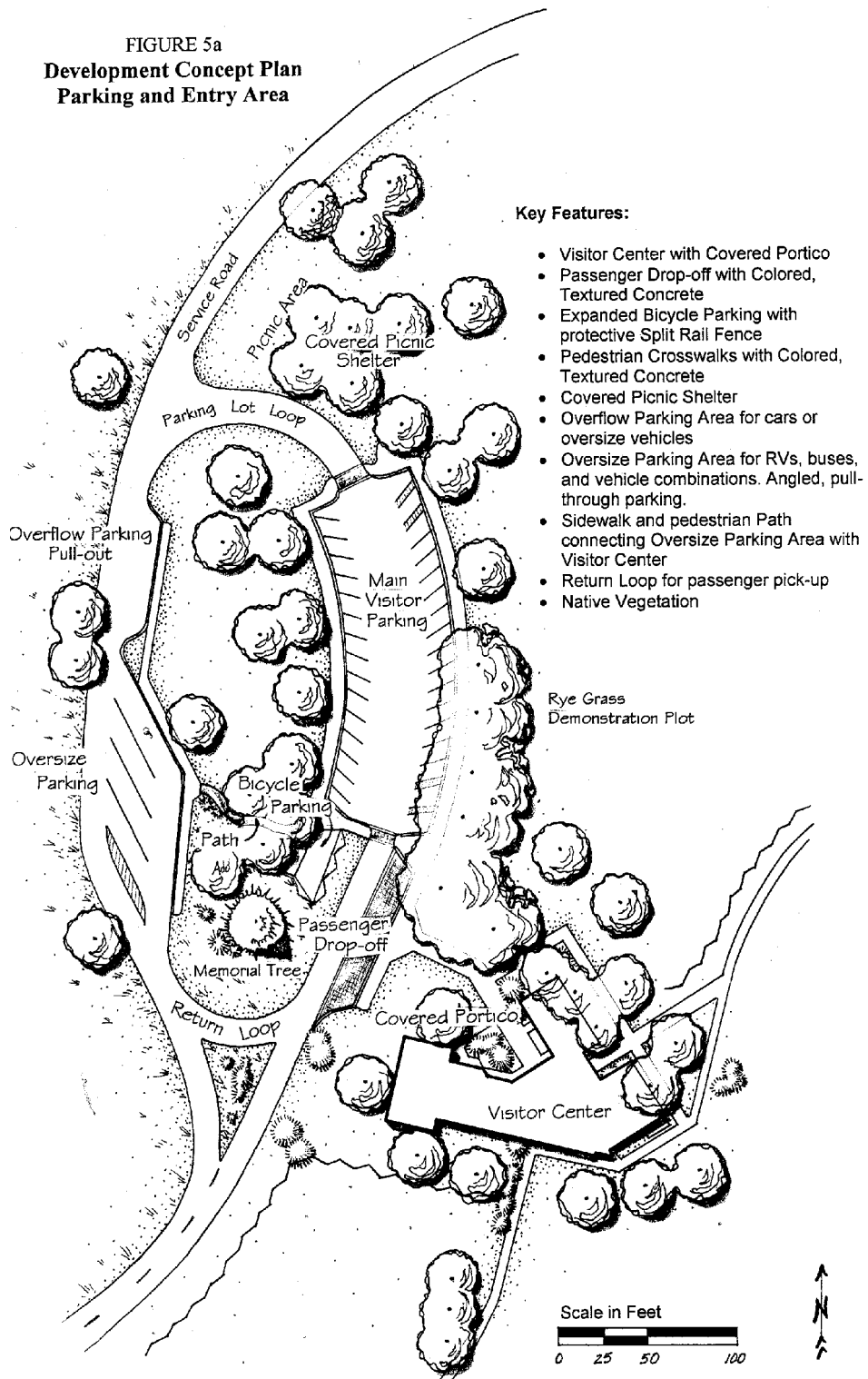


FIGURE 5a
Development Concept Plan
Parking and Entry Area





The park residence will continue to be occupied by maintenance, interpretive, or law enforcement staff



The maintenance area will be retained in its current configuration in the general management plan



The main parking lot next to the visitor center will be reconfigured to make more efficient use of the space and to allow for bus and RV parking



A covered picnic shelter with two grills will be constructed for group use in the picnic area



Enhanced bus parking will be available to large groups of school children during the spring and fall seasons



A covered entry portico, passenger drop-off and vehicle loading lane will be constructed in front of the visitor center by the main parking lot and entry road

Development Cost Estimates

Development Action	Construction Costs	Pre-design Costs and Supplemental Services	Design Costs	Estimated Total Costs
Picnic shelter with two grills	\$25,000	\$1,750	\$2,500	\$29,250
Parking lot improvements	\$50,000	\$3,500	\$5,000	\$58,500
Enhancements to visitor center	\$170,000	\$11,900	\$17,000	\$198,900
Expansion of administrative wing	\$470,000	\$32,900	\$47,000	\$549,900
Visitor center exhibit and A/V upgrades	\$175,000	\$12,250	\$17,500	\$204,750
Mission Grounds interpretive upgrades	\$375,000	\$26,250	\$37,500	\$438,750
Covered entry portico	\$105,000	\$7,350	\$10,600	\$122,950
Estimated Total Costs	\$1,370,000	\$95,900	\$137,100	\$1,603,000

Park Operations and Staffing

The NHS will have 14 authorized FTE (Full Time Equivalent) staff, and an average of 21 staff (permanent, seasonal, and term) during the course of any one fiscal year. Four seasonal workers are proposed to be added to the existing staff under the plan.

Total Staffing Needs

Administration	Maintenance	Interpretation	Resource Management	Total	FTE
3 Permanent	3 Permanent	4 Permanent	1 Permanent	11	11.0
0 Seasonal	3 Seasonal	5 Seasonal	2 Seasonal	10	3.0
3 Total	6 Total	9 Total	3 Total	21	14

Estimated Operating Costs

Operating Base:	\$638,000
Additional interpretive and maintenance staff	\$ 85,000
Total	<u>\$723,000</u>

The difference between operating costs and current base: \$85,000.

Fees

Fee collection would be retained at the visitor center. If the Recreation Fee Demonstration Program is expanded, the NHS could consider participating in the program so that a large percentage of fees generated at the park would be retained.

Park Hours and Seasons of Operation

Under the general management plan, the visitor center at the NHS will be open the following hours and seasons (these hours may be subject to change):

- 8 a.m. to 6:00 p.m. during the summer season
- 8 a.m. to 6:00 p.m. during the spring and fall seasons
- 8 a.m. to 4:30 p.m. during the winter season

Except for the visitor center, the NHS is open from dawn to dusk year-round.

Parking, Access, and Circulation

The NPS will continue to own the park entrance road. However, the NPS will convey an easement interest in that portion of the park entrance road within the boundary of Whitman Mission National Historic Site between U.S. Highway 12 and the intersection of Whitman Mission Road, also known and signed as Swegle Road, to Walla Walla County for purposes of road maintenance, administration, and engineering of existing access points along the park road.

Access to the park entrance road from property adjacent to the road is by the exercise of valid existing rights. Under current federal law, no new permanent legal access to property along Whitman Mission Road and that portion of Swegle Road between U.S. Highway 12 and Whitman Mission Road will be available under the easements, as the stipulations in the easement will not empower the County to grant new access points. However, the easement stipulations will empower the County to grant permits for existing access points, subject to the advance review and written approval of the NPS.

County administration of this portion of the park entrance road will allow the County to manage all of Swegle Road. Through the issuance of a county permit, it will also allow the County to ensure adherence to proper engineering standards pertaining to the specific type of access use (such as farm or residential use) of all existing access points to private lands adjacent to the park entrance road. Additionally, county maintenance of this road section will provide continuity and efficiencies in road maintenance for

all of Swegle Road because the County now already maintains the section of Swegle road from the Whitman Mission Road intersection south past the Walla Walla River.

In the future, if subdivision of land occurs adjacent to, or in proximity of, to the park entrance road, new landowners not already having the benefit of access by prior right will be required to gain access via existing legal access points, and obtain a county permit for the access, subject to NPS review and written approval. In these instances, the National Park Service will seek to work cooperatively with the County and the landowner regarding applicable engineering standards that will be required, mindful of safety concerns of park visitors, the public ownership of the road corridor, and any potential impacts on park resources. Where applicable, landowners could also seek access to a county-owned road.

A change will be made in the pedestrian circulation pattern to and through the Mission Grounds. The new principal access will be a walkway from the visitor center to a site off the Oregon Trail where pioneers historically entered the Mission Grounds near the Blacksmith Shop.

In addition, the existing main parking lot adjacent to the visitor center will be reconfigured within the existing “footprint”, wherever possible, to make more efficient use of existing spaces. Emphasis will be on establishing designated parking spaces for tour buses, school buses, and longer recreational vehicles.

Parking lot improvements will address regular visitor day capacities and will not be expected to accommodate special events such as Cultural Days. Park staff will need to identify and establish appropriate off-site parking locations along with shuttle bus connections to serve these events.

Additional signs will be placed along roads directing the public to Whitman Mission NHS. The NPS will coordinate sign needs with Walla Walla County and Washington State transportation departments.

Some minor modification to the entry landscaping, walkways, and general access to the park will be proposed in order to better direct visitors to the visitor center for their park orientation experience.

To aid large school groups and persons with disabilities, a passenger drop-off and vehicle loading lane in front of the visitor center will be constructed in front of the visitor center by the main parking lot and entry road. A covered entry portico will be constructed in front of the visitor center in conjunction with the drop-off area to provide shelter from inclement weather.

Carrying Capacity

The general management plan will allow for an increase in capacity over the existing conditions based upon improvements to the visitor center and visitor center parking lot. There will also be some increase in the picnic area capacity due to the development of the group shelter. The following increase in numbers is expected.

The projected maximum use will be as follows:

Capacity of the auditorium: 76 persons

Interpretive staffing capacity of the visitor center: 125 school children

Main parking lot capacity: 45 spaces minimum (contingent upon future parking lot site plan

recommendations), including 4 spaces for persons with disabilities, and spaces for 4 buses or RVs

The picnic area capacity: 16 individual groups (10 tables without grills and 6 tables in covered shelter with two grills)

Except for the visitor center, parking lot, and picnic area, the carrying capacity of the park is not expected to be reached during the next 15 years covered by this plan. However, the park will monitor the carrying capacity and take appropriate action when carrying capacity problems are identified. With the existing facilities a maximum of 300 people is assumed. This is based on a parking lot capacity of 45 spaces and 3 buses (averaging 3 people per car and 50 people per bus).

Park Boundary and Land Protection

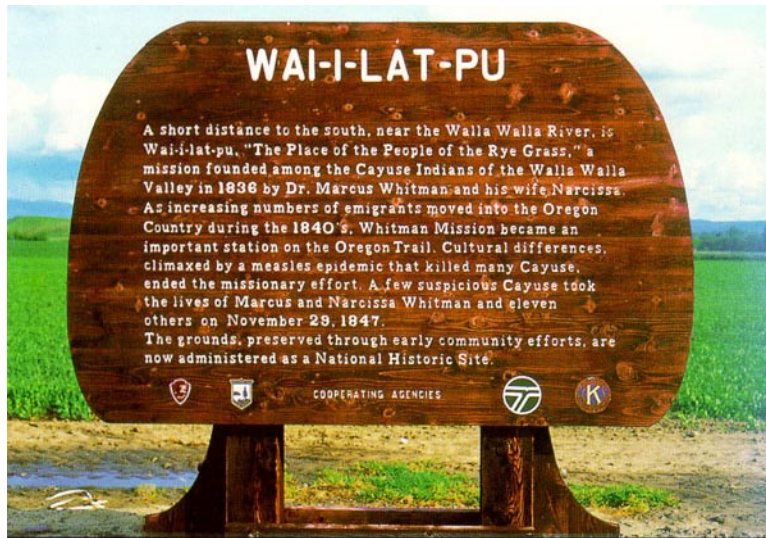
The National Park Service will continue to work with park neighbors and encourage area landowners, Walla Walla County, and others to work in a spirit of partnership in promoting the protection of rural character and landscapes in the area surrounding the park.

Walla Walla County is encouraged to explore various ways to help ensure that agricultural and rural land uses remain within the county, including lands surrounding Whitman Mission. This could include a refinement of permitted uses in agricultural zones. In addition, the park will coordinate with one or more private nonprofit land trusts, historical societies, or other eligible groups to encourage the voluntary acquisition of conservation easements, agricultural easements, and development rights from adjacent landowners who are willing sellers in order to ensure the perpetual protection of surrounding farmland in its open and scenic character. A local land trust will be recommended to be involved where possible.

Implementation of this approach will mean that land will remain in private ownership. Land will continue in its traditional farm and agricultural use and property tax revenues will continue to be received by local county government. In addition, owners will be fully compensated for voluntarily removing the development rights to the property, and any acquisition will be done only with the full consent of the landowner. The boundary of the NHS will not be expanded, and no legislative action will be required. (See Appendix B for Analysis of Boundary Adjustment and Land Protection Criteria.)

It should be reiterated that opportunities for area landowners to consider strategies such as conveyance of a conservation easement interest in their land to a private nonprofit land trust or similar entity is encouraged, but is strictly voluntary on the part of the landowner.

In addition, purchase of conservation easements will aid in protecting the night sky from surrounding light pollution. Local colleges will be able to continue to conduct astronomy observations from the park.



Views of Memorial Hill and Shaft are seen from the interpretive sign along Highway 12



Views from Memorial Hill west to visitor center showing lands adjacent to park entrance road



View from Memorial Hill looking east



View from Memorial Hill showing land along the top of the bluff and changing development patterns in area

Opportunities for Regional Cooperation

The NPS will continue to coordinate with the Confederated Tribes of the Umatilla Indians (CTUIR), including, but not limited to, the protection of cultural properties and interpretation of past and present Cayuse culture.

The NHS staff will coordinate with the USDA Natural Resources Conservation Service (NRCS) to encourage adjacent landowners to take greater advantage of voluntary programs available through the NRCS. These programs include the Conservation Reserve Program which will help restore native grasses along Doan Creek, complementing efforts of the NPS to restore Doan Creek within the NHS. Also considered will be the Wildlife Habitat Incentive Program which pays farmers to provide for wildlife habitat areas within their lands. (Refer to the “Vegetation” section in “The Affected Environment” chapter for information about NRCS programs.)

Coordination with Walla Walla County and area landowners will be encouraged in order to enhance land use protection measures in the area. The NPS role is one of encouragement and technical assistance since the NPS has no regulatory authority outside of the authorized boundary of the NHS.

The NPS will continue to pursue various opportunities to coordinate with the Confederated Tribes of the Umatilla Indians, including, but not limited to, the protection of cultural properties and interpretation of past and present Cayuse culture. Also, the tribe has offered the use of their native nursery stock for the re-establishment of native grass, shrubs, and trees on the Mission Grounds.

In addition, the NHS staff will cooperate with Walla Walla County and Washington State transportation departments to place additional signs along road corridors to help direct and advertise the NHS.

Park visitors and other organized groups will be encouraged to visit and use the proposed nature trail along the southern boundary of the NHS for nature walks, birding, photography and for other related pursuits.

The NPS also will seek the active cooperation and support from a local land trust, historical society or other eligible group, and landowners in order to enlist their assistance in securing the long-term protection of farmland and other agricultural, open space, scenic, and natural lands surrounding the National Historic Site.

Action Plan Items

The following actions are proposed to assist in the implementation of the plan. Some of these items would require additional special project funding to accomplish them:

- Implement recommendations from Inter-Fluve report
- Prepare Part II of Cultural Landscape Report
- Update Vegetation Management Plan
- Update Administrative History
- Update Collection Management Plan
- Prepare Accessibility Plan
- Complete Level I Inventories for Natural Resource Inventory and Monitoring Program (NPS-75)
- Prepare Level II Inventories for Natural Resource Inventory and Monitoring Program (NPS-75)

- Update the Memorandum of Understanding with NRCS to cooperate with adjacent landowners for vegetation management activities
- Prepare Visitor Management Plan
- Prepare inventory of significant historical items related to Whitman Mission at other sites
- Prepare Ethnohistorical Study (including documentation of landscape prior to contact with Euro-Americans)

Affected Environment

This chapter describes the natural, cultural, recreational and scenic resources of the 98.15 acre Whitman Mission National Historic Site. It also discusses the socioeconomic conditions, interpretation, visitor use, and existing NHS development and programs.

The Cultural Environment

Physical Development and Historical Significance

In 1836, Dr. Marcus and Narcissa Whitman, along with the Reverend Henry and Eliza Spalding, were sent by the American Board of Commissioners for Foreign Missions to minister among the Indians in the Northwest. After stopping at Fort Vancouver, both parties set-out to establish their missions—the Spaldings at Lapwai to work among the Nez Perce, the Whitmans at Waiilatpu, or “Place of the Rye Grass.” Here the Whitmans and their associates planned to work among the Cayuse Indians, some of whom lived nearby on the upper branches of the Walla Walla River. Other bands lived on the upper waters of the Umatilla River, less than 50 miles away. Dr Whitman selected a large triangle of flat, fertile land formed by the Walla Walla River and a tributary, Mill Creek.

Starting with a small cottonwood lean-to and adobe residence completed in 1838, the mission station grew over the years to include four primary structures—a Mission House, a Blacksmith Shop, William Gray’s Residence, and a Gristmill, as well as several lesser structures and landscape features, including corn cribs and granary, a harness house, smoke house, hen house, corral, a Millpond and associated dikes and millrace, irrigation ditches, bridges, fencing, an orchard, a vegetable garden, and approximately 40 acres of cultivated fields. A sawmill and residence was located about 20 miles east from the mission.

While the Whitmans’ efforts to convert the Cayuse to Christianity met with little success, their mission became a haven for the increasing number of emigrants traveling over the Oregon Trail. In 1847, a renegade band of Cayuse, provoked by increasing tensions and misunderstandings, killed the Whitmans and eleven other people. In the immediate aftermath of the killings, most of the mission buildings were burned or destroyed. The remaining American Board missions quickly closed, and the Cayuse, fearing retribution from the settlers in the Willamette Valley, abandoned the area. Eventually the Cayuse surrendered five of their members who were hung. The killings at Waiilatpu were instrumental in the decision to create the Oregon Territory in 1848.

In the spring and summer of 1848, the Oregon Volunteers occupied the former mission site and constructed Fort Waters, using rubble from the old mission structures. In 1852 the site was again occupied and another building was erected before the site was abandoned in 1855, when the Yakima War began on the Columbia Plateau. In 1860, Cushing Eells (who later founded what became Whitman College) filed a claim for 640 acres which included the mission site. He built a frame house on the site and lived there until 1872 when fire destroyed the house. Two other houses were built on the site. One stood until 1912, the other was torn down in 1936. The U.S. Congress authorized the site, establishing Whitman National Monument in 1936.

Over the years the NPS has conducted historical archeology at the site of the mission structures and has restored the Millpond, a portion of the orchard, the irrigation ditch, a portion of the Oregon National

Historic Trail, fencing, and the old oxbow of the Walla Walla River. In 1963, the monument became a national historic site and a park master plan was implemented. This plan presented an overall design for the property that included construction of a visitor center, new access road, parking area, and improvements to the grounds and infrastructure. With minor changes over the years, this is the landscape that comprises Whitman Mission National Historic Site today.

The NHS includes 98.15 acres and a number of significant resources. The Great Grave (1897); the Memorial Shaft (1897); the reconstructed Millpond, Oregon Trail, and irrigation ditch; the old oxbow of the Walla Walla River; archeological resources associated with the Mission Grounds; and a collection of over 32,000 museum objects and artifacts are managed as significant resources. The entire national historic site is listed in the National Register of Historic Places.

Marcus and Narcissa Whitman exemplify the courageous and dedicated character of pioneers that settled the West in the 19th century. Their zeal was characteristic of so many missionaries who traveled west to serve God by serving Indians. The Whitmans' unfortunate, if not inevitable clash with the Cayuse typified the recurring cultural conflict between native tribes and white settlers as the nation expanded westward during the middle and late 1800s. Regardless of the changing judgements and interpretation of westward expansion, the Whitman story continues to be one of courage, commitment, and sacrifice for an ideal.

Archeological Resources

Two major archeological investigations were conducted at the NHS, and although completed early in the history of NPS management, this work influenced physical development of the Mission Grounds and interpretation of the site for many years. The first excavation was conducted by Tom Garth, an archeologist who worked at the park between 1941 and 1950. Because of the war, most of Garth's work occurred between 1947 and 1950. By 1950, the First House, Mission House, Emigrant House, Gristmill, and Blacksmith Shop had been examined, although very little evidence of the Blacksmith Shop was discovered. More than 2,000 artifacts were unearthed and preserved from these excavations including medical supplies, china shards, and metal fragments. Garth's excavations also exposed the mission building foundations revealing the building materials and methods of construction, and verifying in many cases, the eye-witness descriptions of the site. Garth also found evidence of the occupation by the Oregon Volunteers in 1848, adding to an understanding of the Post-mission Period.



Excavation of Mission House 1941

The second major excavation was conducted by NPS Regional Archeologist Paul Schumacher between 1960 and 1961. The primary goals of that effort were to discover the Blacksmith Shop and the grave of Alice Clarissa Whitman. Although Schumacher did find fragments associated with the Blacksmith Shop in 1961, he failed to find any definite outline of the structure. In spite of this, the excavation did reveal enough information for the park to replace an earlier circular outline of the building, with a square outline, which remains today as an approximate location for the building.

Using historical research to guide investigations related to the location of Alice Clarissa Whitman's grave, Schumacher concentrated on and around the Great Grave near the old county road. The 1960

excavation failed to find the grave. The following year another attempt to locate the grave focused along the base of Memorial Hill. Schumacher found human remains in this location, but they were not the remains of Alice Clarissa Whitman. In 1968, a marker dedicated to Whitman's only child was placed near the location of the 1961 excavation where it remains today.

Schumacher also conducted limited investigations of the Oregon Trail and Whitman's original irrigation ditch.

Altogether the archeological investigation and historical research conducted at the site between 1941 and 1961 provided the basis for treatment and interpretation of the mission site and strongly influenced development of the Mission 66 master plan for the park.

Historic Structures

Today, NPS manages five historic structures as significant resources (as defined in Director's Order 28) at Whitman Mission National Historic Site. These structures are on the List of Classified Structures and recorded in the documentation for the National Register of Historic Places. They are briefly described below.

The Great Grave

The Great Grave is the site of interment for the individuals killed at Whitman Mission in November 1847. Efforts to establish a marker for the grave located near the Mission Grounds began as early as 1859. At this time the grave was simply a pile of dirt surrounded with a picket fence. In about 1860 a new picket fence was constructed around the grave. This fence lasted until 1897 when, on the 50th anniversary of the killings, a regional committee was formed to generate funds for a suitable grave marker and memorial shaft. Funds were secured, and in 1897, the two-ton marble slab was laid. It was also during this time that the iron fence was constructed around the grave. At this time there was an access road to the grave site and a parking area nearby. This road lasted until 1962 when it was converted to a trail and the parking area was removed altogether, establishing a more peaceful setting for the grave. In 1984 stabilization of the marble slab was undertaken to correct settling problems. This work required exhuming the casket containing the remains, and rehabilitation of the interior portion of the grave itself before resetting the stone on its foundation.



1897 dedication of Great Grave

Memorial Shaft

The Memorial Shaft was commissioned to establish a suitable memorial to the Whitmans, and was erected at the site during the 50th anniversary commemoration, at the same time as the Great Grave. This occurred primarily through the earlier fund raising efforts of William Gray and the Monument Association. The monument is located on top of a hill approximately eight acres in extent. It is the highest landform in the area. The monument is a 27 foot high granite shaft on a granite base. An iron fence surrounds the shaft. In 1941, water was pumped up the hill in order to irrigate a small lawn within the fence. In 1952, a road to the monument was converted to a footpath, and a gate installed preventing cars from driving up the hill.

Irrigation Ditch

Historically, Marcus Whitman relied on the Walla Walla River to provide the majority of water needed to run the mission and irrigate crops. Water was diverted to the Millpond and to a ditch which irrigated the orchard and crops to the west. Today, a reconstructed portion of the irrigation ditch runs along the north edge of the Mission Grounds. The ditch is approximately 1,000 feet long, four feet wide, and two and one-half feet deep. The ditch was relocated from the north side of the Oregon Trail in 1961, based on archeology and oral history. This ditch continues as a viable irrigation system carrying water diverted from Doan Creek to properties adjacent to the mission site.

Millpond Dike

This landform was created to hold the Millpond which held water for operating the mill. Reconstruction of the Millpond occurred in 1961, based on physical evidence and used water supplied from Doan Creek, north of the site. The pond was drained and repaired in 1980 using a clay seal on the bottom to reduce seepage. The dike surrounding the pond is approximately 600 feet by 175 feet. The landform was rebuilt in 1981 and again in 1982 to repair damage from geese, ducks, muskrats, moles, and gophers. The Millpond on the Mission Grounds was historically associated with the operation of the water-wheel powered Gristmill and was fed from the Walla Walla River. The mill supplied the mission with flour and milled grain.

Oregon Trail

A segment of the Oregon Trail was reestablished for interpretive purposes on the north side of the Mission Grounds in 1963, when the old county road running east-west through the park was closed. The location of the trail is approximate, based on historic drawings, and generally following the old county road bed.

On November 10, 1978, the Oregon National Historic Trail was established. Whitman Mission was officially recognized as a “high potential site” along the Oregon Trail. Designation as part of the Oregon Trail expanded the NHS’s legislated purpose and significance beyond a memorial to the Whitmans as specified in the 1936 enabling legislation.

Cultural Landscape Resources

Whitman Mission National Historic Site is considered a cultural landscape containing a number of significant resources. The site contains 98.15 acres, organized into five cultural landscape character areas of the mission that have distinct landscape character. Each of these is described in the following paragraphs:

The Mission Grounds

The Mission Grounds cover approximately seven acres, forming the historic core of the cultural landscape, and extending from the base of Memorial Hill, around the Millpond, to the entrance road and visitor center. This area comprises the ground upon which the Whitmans built the structural complex of the mission between 1836 and 1847. Today the grounds include the underground structural remains of several mission buildings, the reconstructed Millpond and irrigation ditch, fences, the old oxbow of the Walla Walla River, an interpretative orchard, and a portion of the Oregon Trail. The locations of the mission structures are outlined with concrete block on irrigated turf. A paved trail routes visitors around the Mission Grounds and audio waysides help tell the story of the Whitmans’ life at Waiilatpu. The mowed and manicured character of the Mission Grounds reflects the planning philosophy at the time of the 1963 master plan for the park, to treat the physical ground where the Whitmans were killed, as sacred, or “hallowed ground.”

Foundation Treatments

From the earliest administration of the site by the National Park Service, the treatment of the foundations marking the location of the destroyed mission structures has been the subject of considerable debate. These discussions have ranged between calls for full reconstruction of the mission structures to less intrusive treatments that redefine and improve the manner in which foundations are marked on the ground. All of these concepts have emphasized the need to enhance the interpretative environment of the Mission Grounds, and all have drawn on the archeological record as the basis for their proposal.

Immediately after the first extensive archeological excavations locating the First House, Mission House, Emigrant House, and Gristmill were completed in 1950, the sites were backfilled and covered with gravel to protect them. In 1952 these structure were outlined with timbers at grade. This treatment remained in place until 1957, when the timbers were replaced with concrete blocks.

In an effort to interpret the foundations in 1954, a portion of the adobe wall of First House was exposed, and displayed *in situ*. The wall was housed in a concrete box with glass top for viewing. Two years after installation, a portion of the wall “slumped” due to extremely cold temperatures (-20 degrees Fahrenheit). A heat lamp and fan were installed to protect the adobe, but standing water and condensation inside the glass continued to be a problem. In 1967, a NPS archeologist recommended a sealant (pencapsula) be applied to the adobe. Unfortunately this technique for stabilization did not work. After much debate on alternatives, the decision was made in 1978 to dismantle the display and backfill the pit.

Additional archeology was done in 1961, and based on this information the interior rooms were delineated within the outlined foundations.

Great Grave and Memorial Hill

The Great Grave and the Memorial Shaft are situated on the hill east of the Mission Grounds. The hill is part of a geological terrace rising almost 100 feet above the Mission Grounds. Primary cultural landscape features in this area include the east entrance to the NHS, paved walkways, Doan Creek and irrigation channel, the Pioneer and Indian cemeteries, the Great Grave and the Memorial Shaft (1897), and the Alice Clarissa marker along the toe of the hill.

River Oxbow and Pasture Area

This area covers approximately 27 acres of pasture land south of the Mission Grounds. This was an area where Whitman grazed livestock and where the oxbow of the Walla Walla River provided water for drinking and irrigation. This oxbow historically ran close to the Mission Grounds providing water for domestic use and power for the Gristmill. It was in this river oxbow that Alice Clarissa drowned in 1839. Primary resources in this area include the trace of the oxbow (the river has moved south), and the open pasture land.

Over the years the park has undertaken a number of maintenance practices aimed at preserving the landform through vegetation management including mowing and burning. Recently, the area surrounding the oxbow was planted in tall wheatgrass (*Agropyron elongatum*) to simulate the historical setting.

Administrative Area

Seven acres in the middle of the NHS are associated with NPS administration and operations. The administrative area including the visitor center and administrative offices, maintenance complex, and residence were all constructed as part of the 1963 master plan.

Northern Fields and Waterways

This area covers approximately 40 acres in the northern portion of the park. This section of the park was acquired in 1959 as part of the larger (46.7 acre) tract. The primary features in this area include a large tract of mixed grassland and a small segment of Mill Creek which cuts across the northwest corner of the park. As the last acquisition of land to Whitman Mission National Historic Site, the absence of historically significant events or aspects relating directly to the Whitman era is not surprising. Today, this area principally serves as a physical buffer between U.S. Highway 12, and the historic core of the park.

Museum Objects and Artifacts

There are over 32,000 museum objects and artifacts stored at the NHS in either the artifact room or in the visitor center on display. Of this total, 30,500 items are archeological (materials from archeological excavations), 340 are ethnographic (clothing, baskets, tools), 1360 are historical (photographs, historic maps, period artifacts), 190 are biological (herbarium), and 40 are considered archives (written records). The NHS also has a reference library.

The Natural Environment

Regional Geology

Whitman Mission NHS is located in the Walla Walla Basin. The bedrock of the Walla Walla Basin is composed of layered flows of Columbia River Basalt of the Miocene and Pliocene ages and is over 3,000 feet thick. These layers are often separated by sedimentary beds of clay, diatomite, tuff, pumicite, or sand. The uppermost layer of basalt at Whitman Mission National Historic Site is approximately 524 feet below the surface. Above this are continental deposits of clay and gravel, probably of Pleistocene age. Overlying the old gravel is a mantle of Pleistocene silty and clayey loess known as the Palouse Formation. This constitutes the predominant parent material for the soils of the area.

Climate

The climate at Whitman Mission National Historic Site is dry and moderate. Annual precipitation in the vicinity of the NHS averages 15.98 inches of rainfall (determined from a 7 year average), including the melted water content of snow. Approximately 17.8 inches of snow falls during the winter months. The daily temperature variation can be as much as 40 degrees during the summer. Mean monthly maximum temperatures range from 40.1 to 97.3 degrees Fahrenheit, while mean minimum temperatures range from 26.6 to 57.4 degrees Fahrenheit. Frequent, strong winds can occur anytime, as well as chinook winds. Prevailing winds year around come from the southwest.

Weather Station

On the northern edge of the maintenance facility area is a fenced space approximately 15 feet by 15 feet that is used for weather monitoring. The National Weather Service furnished and presently maintains the equipment. Whitman Mission National Historic Site staff make observations each day and provide the National Weather Service staff with the data. This weather observation station is designated as the official precipitation monitoring station for Walla Walla, Washington. The NHS staff is responsible for furnishing daily maximum and minimum temperatures, precipitation, and water evaporation data to agencies and organizations that request it, as well as to the National Weather Service. Evaporation and wind speed also are recorded during the growing season, which is approximately April through

September. Whitman Mission National Historic Site has been a National Weather Service cooperative weather observer since 1936.

Air Quality

Whitman Mission has been designated a Class II² area for purposes of controlling increases in air pollution under the Clean Air Act. No air quality monitoring presently is conducted at the NHS or in surrounding areas. The closest air quality monitoring station is at La Grande, Oregon, 70 miles southeast of the NHS. Other stations are located in North Cascades National Park and Mount Rainier National Park in Washington. The Washington State Department of Ecology has an air quality office in Kennewick and another in Spokane. One of the primary concerns of the office is wind blown dust produced from agricultural operations. The Walla Walla County Burn Control Office now operates a phone line which relays information concerning burning.

Air quality is important to Whitman Mission National Historic Site in terms of visibility. Generally, wind conditions maintain clear visibility in the area. Notable exceptions to clear visibility occur in the spring and fall during agricultural operations. Thick dust is blown from the plowing and planting of adjacent agricultural fields, and smoke occurs during the burning of agricultural fields. During periods of atmospheric inversions, smoke and dust can become trapped over the Walla Walla Valley.

Soils

Digital soil maps for Whitman Mission National Historic Site do not exist. Soil maps for Walla Walla County were published in 1964, by the USDA Soil Conservation Service (now the Natural Resources Conservation Service). At a scale of 1:31,680, or one inch equaling one-half mile, the 98.15 acre NHS is covered in less than two square inches on the map. Soil information on file at the NHS was hand-drawn onto an aerial photograph of the NHS taken about 30 years ago.

Generally, the soils at Whitman Mission vary and include gravel, organic soil, silt loam, loess, hard pan, and clay. The water table ranges from one to four feet deep through most of the lower elevations of the NHS. Frost penetration averages eight inches with a maximum of sixteen inches.

Topography

Whitman Mission National Historic Site is located at the southern extreme of the Palouse Prairie region of southeastern Washington. The township and range reference is Township 7 North, Range 35 East, Section 32, of the United States Geologic Survey (USGS) Topographic Quadrangle Map, College Place 1966. General elevation within Whitman Mission National Historic Site is level and ranges from 615 feet above sea level to 724 feet at the top of Memorial Hill (which rises over 100 feet above the surrounding countryside).

² The 1977 Clean Air Act amendments designated all national parks over 6,000 acres and wilderness areas over 5,000 acres as Class I. This classification affords the most protection from new major emitting sources. All other areas that meet the National Ambient Air Quality Standards were designated Class II.

Water Resources

Surface Hydrology

Surface water resources at the NHS include Mill Creek, Doan Creek, the Millpond, and the irrigation ditch. Mill Creek originates in the Blue Mountains, approximately 30 miles east of Whitman Mission and flows through the northwestern corner of the NHS. Doan Creek originates three miles east of the NHS and passes through a private airport, a former dairy, and agricultural land before entering the NHS at the northeastern boundary. Here, Doan Creek splits into two channels through the NHS; one continuing west along the northern boundary until joining with Mill Creek (this is the historic channel); and the other irrigation channel turning south, then west and connecting back to Mill Creek just west of Swegle Road near the intersection with Whitman Mission Road (the NHS's entrance road). Further west, Mill Creek joins the Walla Walla River.

The historic Millpond covers about two and one-half acres and is held by earthen dikes. The Millpond was restored in 1961, and is located on the eastern end of the Mission Grounds. The Millpond is supplied by the irrigation channel from Doan Creek.

Marcus Whitman is credited with establishing the first irrigation ditch in this area. In one form or another at least one irrigation ditch has crossed the Mission Grounds since Whitman's time. Currently, Whitman Mission National Historic Site is responsible for maintaining 5,967 feet of irrigation ditch in accordance with Washington State law. The current irrigation ditch on the NHS land supports water that supplies two farms west of the NHS.

There have been previous discussions as to which portion of Doan Creek is an irrigation ditch and which portion is classified a creek under the state hydrological permitting process. The concern raises issues as to the appropriate maintenance of the channel to allow for water flow. If the channel is an irrigation ditch then no permits are necessary from the state for ditch maintenance undertaken by the NHS staff. If the channel is classified as a creek, then permits are necessary for maintaining water flow. Presently, the state views the irrigation ditch as Doan Creek. During a 1997 meeting with the Water Master (Washington State Department of Ecology) and the Washington State Department of Fish and Wildlife, it was decided to place a screen at the diversion box where Doan Creek enters the NHS. This screen would prevent fish from entering the irrigation channel thereby keeping that channel an irrigation ditch. A permit is then not necessary for maintaining water flow. Doan Creek has been manipulated to the point that the natural channel is not readily distinguishable. At least portions of the original stream bed could be reestablished by use of old maps. This would allow for the establishment of a free-flowing Doan Creek and a defined irrigation ditch.

In addition to the existing surface water resources, evidence exists of former stream channels for both Doan Creek and the Walla Walla River. A former Doan Creek channel is an important wetland habitat in the northeastern quarter of the NHS. The former channel of the Walla Walla River (the oxbow of the Walla Walla River) is important to the interpretation of the history of Whitman Mission National Historic Site.

Restoration of Doan Creek

In 1995, the staff at Whitman Mission NHS contracted with Inter-Fluve, Inc. located in Hood River, Oregon, to prepare a



Doan Creek before restoration

restoration plan for Doan Creek. Historically used for irrigation, Doan Creek had been changed so that the natural historic stream alignment was unclear. The intent of the study was to restore in part the natural stream system function of the north channel, and to allow irrigation to continue through the NHS. The primary goal of restoring Doan Creek was to reduce annual channel maintenance. The suggested restoration techniques, which are now being implemented, would restore partial functionality by preserving or modifying vegetation and physically modifying some of the channel segments. In general, the northern channel would be restored to a natural meandering stream (closer to its original condition) with wetlands. Native hardwood trees and shrubs would be planted to provide shade and long term stability, and to increase the potential for wildlife. Since the southern channels have significant cultural resources, this area would be maintained as an irrigation-type channel. The banks of the irrigation ditch would be stabilized through the Mission Grounds and the remainder of the irrigation channel would be assessed for other management options.

Subsurface Hydrology

The park's potable water well draws water from a gravel aquifer, the shallower of the two aquifers underlying the Walla Walla Valley. The well is certified by the Washington State Department of Ecology. During the 1970s, Whitman Mission participated with local government agencies and landowners to monitor the depth of water in the shallow aquifer. The Walla Walla Regional Water Study Committee was the umbrella organization that compiled the data. The study confirmed that, in general, the water level in this aquifer is becoming deeper.

Whitman Mission will not experience a shortage of water in the foreseeable future because the park well goes into the aquifer for a considerable depth. Most county residents depend upon the aquifer and the cities of Walla Walla and College Place use the aquifer when demand is highest in the summer. Walla Walla and the Washington State Department of Ecology have proposed a program to pump water from the deep basalt aquifer into the shallow aquifer to stop the loss of water from the shallow aquifer. Whitman Mission would cooperate again with any regional organization to monitor water depth in the park well.

Water Quality

The chemical analysis of the potable well water has been consistently monitored every three years. In 1992, the national historic site received funding to test the surface waters of Doan Creek and the Millpond for basic water chemistry such as pH, temperature, nitrate, dissolved oxygen, and other factors. Water quality is good, although pH and temperature levels are higher than optimum for native fish habitat. Doan Creek was also tested for potential pesticide pollution. No pesticides were detected. The NHS staff received funding for subsequent water quality monitoring in 1998, and again, no pesticide pollution was detected.

The National Park Service's Water Resources Division in Fort Collins, Colorado, reviewed six national databases maintained by the U.S. Environmental Protection Agency for water quality monitoring data within the area of the NHS. Of the 8,307 monitoring observations reported in the databases, approximately 95% were recorded before 1978. Samples were not collected from 1978 through 1991. The only recent water quality monitoring is mentioned above. From the limited available data, it appears sections of the Walla Walla River, Mill Creek, and the Millpond have been influenced by human activities. Potential human sources of contaminants include upstream, historic wastewater discharges, or both, along with mining and quarrying operations, agricultural runoff, and urban storm water runoff.

Water Rights

At the time of land acquisition for Whitman Mission National Historic Site, certain water rights also accompanied the acquired properties. The NHS obtains its water rights certificates through the Water

Rights Program administered by the Washington State Department of Ecology. The NHS holds water rights certificates including ground wells and from surface waters. Future use of these water rights and resources is an obvious management concern at the NHS, while continuing to respect the valid existing water rights of downstream users.

Irrigation water from Doan Creek is shared among three land owners—the NHS and two neighbors. Maintenance of a free-flowing irrigation channel is accomplished cooperatively among the three interests for the portion of the irrigation ditch east of the NHS. The NHS staff is responsible for the maintenance of the irrigation ditch within the park. A fourth party, over whose land the upper part of Doan Creek runs, but who has no water rights, is also involved. The National Historic Site is situated between this neighbor and the other two; therefore, the NHS is the first to be called upon to correct any problem concerning irrigation water flow, such as water leaks, and weed and moss control. The NHS uses its share of water to fill the historic Millpond and irrigate 10 acres of lawn at the Mission Grounds. The other two neighbors with water rights irrigate their respective farms. To assure the other users that the NHS was using no more than its fair share of water, the staff installed a meter in 1996 to measure the amount of water used for irrigation.

Wetlands

Approximately 10 acres of the NHS is wetland, but is not formally classified as such in any NPS, U.S. Army Corps of Engineers, National Wetlands Inventory, or Natural Resource Conservation Service document. The NHS staff needs to have this area formally evaluated. There are distinct former stream channels of Doan Creek and the Walla Walla River which hold water in the winter and spring. There is a wetland enhancement project planned by NHS staff to unchannel Doan Creek along the northern boundary to allow more water to meander, supporting the wetland habitat mentioned above.

The U.S. Army Corps of Engineers purchased land that borders the south boundary of the NHS and the north bank of the Walla Walla River as part of the Snake River Mitigation Plan. This land is now owned and managed by the Washington State Department of Fish and Wildlife as a riparian habitat. Management of this land in its natural state is compatible with the historic setting of the NHS.

Floodplains

The Floodway, Flood Boundary and Floodway Maps published by the Federal Emergency Management Agency (Panel 440 of 500, December 1, 1983, Walla Walla County, Washington, Unincorporated Areas) show Whitman Mission National Historic Site to have approximately 50% of its land area in either the 100 or 500-year flood boundary of the Walla Walla River or Mill Creek. (Refer to Figure 2, Physical and Natural Features.) The northern portion of the NHS is situated in the Lower Mill Creek floodplain, with the 100-year flood boundary at an elevation of about 623 feet, while the 500-year flood boundary is at approximately 626 feet. No NHS facilities are located within this floodplain, although the maintenance area is close to the boundary.

In the southern portion of the NHS, the Walla Walla River floodplain, has the greater extent of potential flooding. The 100-year flood boundary is at an elevation of approximately 618 to 621 feet, and extends from an east-west line that runs just south of the Millpond. The 500-year flood boundary would cover the entire Mission Grounds and the Oregon National Historic Trail. However, no NPS buildings would be affected. The concrete walkway, and a portion of the NHS road at the entrance to the NHS would be the only NHS improvements to be affected.

Walla Walla County ordinances prohibit development in the floodway and impose limitations and building in the 100-year floodplain.

Vegetation

The staff at Whitman Mission National Historic Site has compiled a vascular plant checklist and a collection of voucher specimens. There are 183 specimens in the herbarium. At this time, there are no known federally listed threatened or endangered plant species within the NHS. (See Figure 6, Vegetation)

Whitman Mission is located on the southern extreme of the Palouse Prairie Region. Originally, this prairie was dominated by perennial grasses, principally bluebunch wheatgrass (*Elymus lanceolatus wawawai*) which flourished over the plains. Intermixed with it were smaller patches of sandberg bluegrass (*Poa secunda*) and Idaho fescue (*Festuca idahoensis*). The region is classified as the Agropyron-Poa habitat type (formerly named *Agropyron spicatum*, new listing is *Pseudoreognaria spicata*). Large native herbivore were generally absent from the Palouse, and because of this, the grasses evolved with a low resistance to grazing. Subsequent grazing by domestic livestock and extensive cultivation for wheat are the main reasons why native perennial grasslands are now rare on the Palouse.

The Cayuse Indians inhabited the area around Whitman Mission NHS prior to the 1850s. They practiced very little crop agriculture, depending instead on a partially nomadic existence which emphasized food gathering, horse raising, and salmon fisheries. Fire was used periodically by the Cayuse to burn particular areas to increase the production of wild forage and accessibility of plant foods, to facilitate hunting and travel by burning away underbrush, and to encircle game. The regularity with which the areas on, or near, the historic site were burned historically cannot be determined, but frequent cultural burning of any particular area was probably rare.

It is probable that at the time the mission was established, a mixture of three plant communities occupied the site. At the time the mission was established in 1836, the Walla Walla River flowed through the site during times of high water. On the floodplains along the Walla Walla River and nearby Mill Creek, a narrow plant community consisting of dense tangled thickets of willows (*Salix spp.*), cottonwoods (*Populus trichocarpa*), wild dogwoods (*Cornus spp.*), blackberries (*Rubus spp.*), elderberries (*Sambucus spp.*), and other species common to riparian areas probably occurred. An association of perennial grasses, shrubs, and native forbs occupied the hillside area where soil depths and drainage were greater. Perennial grasses common to the Palouse dominated the rest of Whitman Mission.

Intermixed throughout the site was giant wild ryegrass (*Leymus cinereus*, formerly named *Elymus cinereus*), a species preferring a year-round supply of soil moisture and occurring primarily on clay bottomlands and seepage areas. It now occurs as scattered large bunches of grass, but historically, it may have been more extensive. It was this species that gave the Indian name to the location, *Waiilatpu*, meaning, place of the people of the rye grass.

It is likely that the Cayuse used the resources at the site at least periodically for centuries before the mission was established. Archeological evidence of modification to the natural conditions has not been documented. However, soon after the mission was established, an irrigation system was developed, crops were planted, and areas were opened to grazing by draft stock and cattle. A considerable number of stock animals moved through the mission from the Oregon Trail, and there was ample opportunity for the introduction of exotic plants. The changes that occurred to the plants and landscape during the time the mission was active—the introduction of domestic livestock, exotic plants and agriculture, and the removal of riparian vegetation for fuel and lumber—were a portent of things to come for the entire Palouse Prairie.

Revegetation Program

In 1985, the NHS staff began a revegetation project with the objective to control non-native weeds that had invaded the park. Some of these plants were on the state and county noxious weed lists as targeted weeds for control and are still serious threats to local agriculture. The short term goal of the NHS staff was to establish healthy stands of grass to successfully compete with these weeds. The non-native grass species were chosen for the following reasons: the species had a good chance for success against the noxious weeds and the weed seeds still in the soil, and they would be similar in appearance to grasses that may have been growing there 150 years ago. Once these grasses were established, the park staff then would be able to gradually replace the non-native grasses with native species thought to be present during the Whitmans' time. This action is in concurrence with the 1984 *Landscape Study and Management Alternatives for Revegetation: Whitman Mission National Historic Site* which states that the overall goal for revegetation is to maintain the visual aspect of the historic period (USDI, 1984).

In 1989, the NHS staff established a native rye grass demonstration plot by the visitor center. It was planted in a native plant mixture of Magnar Great Basin wildrye (*Leymus cinereus*) and Sherman big bluegrass (*Poa secunda*). The Magnar Great Basin wildrye grows six to eight feet tall and the Sherman big bluegrass grows two to three feet tall. The bluegrass did not compete well and the entire area is gradually becoming Magnar Great Basin wildrye.

In 1987 and 1988, the 28 acre river oxbow and pasture area was planted with both native and non-native species to reproduce the historic scene. The native Magnar Great Basin wildrye was planted along with two species of non-native grasses, Reed canary grass (*Phalaris arundinacea*) and Alkar tall wheatgrass. The Alkar tall wheatgrass (*Elytrigia pontica*) is the main grass in this area and grows to four feet tall. The Reed canary grass grows well on poorly drained soils.

Another native plant that has been discussed for possible use on the Mission Grounds is Sodar streambank wheatgrass (*Elymus lanceolatus*). This plant is a native, sod forming grass that grows six to eighteen inches tall. It grows well on a variety of soils and can handle the dry conditions of summer.

Exotic Plants

By 1985, major emphasis for maintenance within the NHS was being placed on revegetation and the control of exotic plant species. Vegetation management has converted 65% of the NHS from exotic grasses and weeds to grasses that grew in the area during Whitman's era, or to grasses that have the same appearance as the native grasses. These native-appearing grasses will gradually be replaced with native species by NHS staff.

A vegetation plan was developed by the NHS staff and implemented for the area surrounding the visitor center. In 1995, vegetative alternatives were developed for treating exotics on the banks of the irrigation channel. Some implementation has been initiated.

In 1997, an inventory of exotic pest plant species identified the following six species of concern: field bindweed (*Convolvulus arvensis*), jointed goatgrass (*Aegilops cylindrica*), poison hemlock, (*Conium maculatum*), yellow starthistle (*Centaurea solstitialis*), Canada thistle (*Cirsium arvense*), and Scotch thistle (*Onopordum acanthium*). Control strategies for these species have been developed, and incorporate more extensive use of integrated pest management techniques.

Natural Resources Conservation Service Programs

The USDA Natural Resources Conservation Service is a federal agency that offers a variety of programs to aid local landowners in Washington State. The agency works in close cooperation with the Walla

Walla Conservation District through the NRCS field office in Walla Walla. The following programs are currently available to landowners in the Walla Walla area:

The Conservation Reserve Program (CRP) is a voluntary 10 year agreement between NRCS and local landowners which pays landowners to seed with native grasses, trees and shrubs. The program is especially profitable to farmers who farm on marginal agricultural soils. Landowners surrounding Whitman Mission National Historic Site with marginal soils can apply for this program.

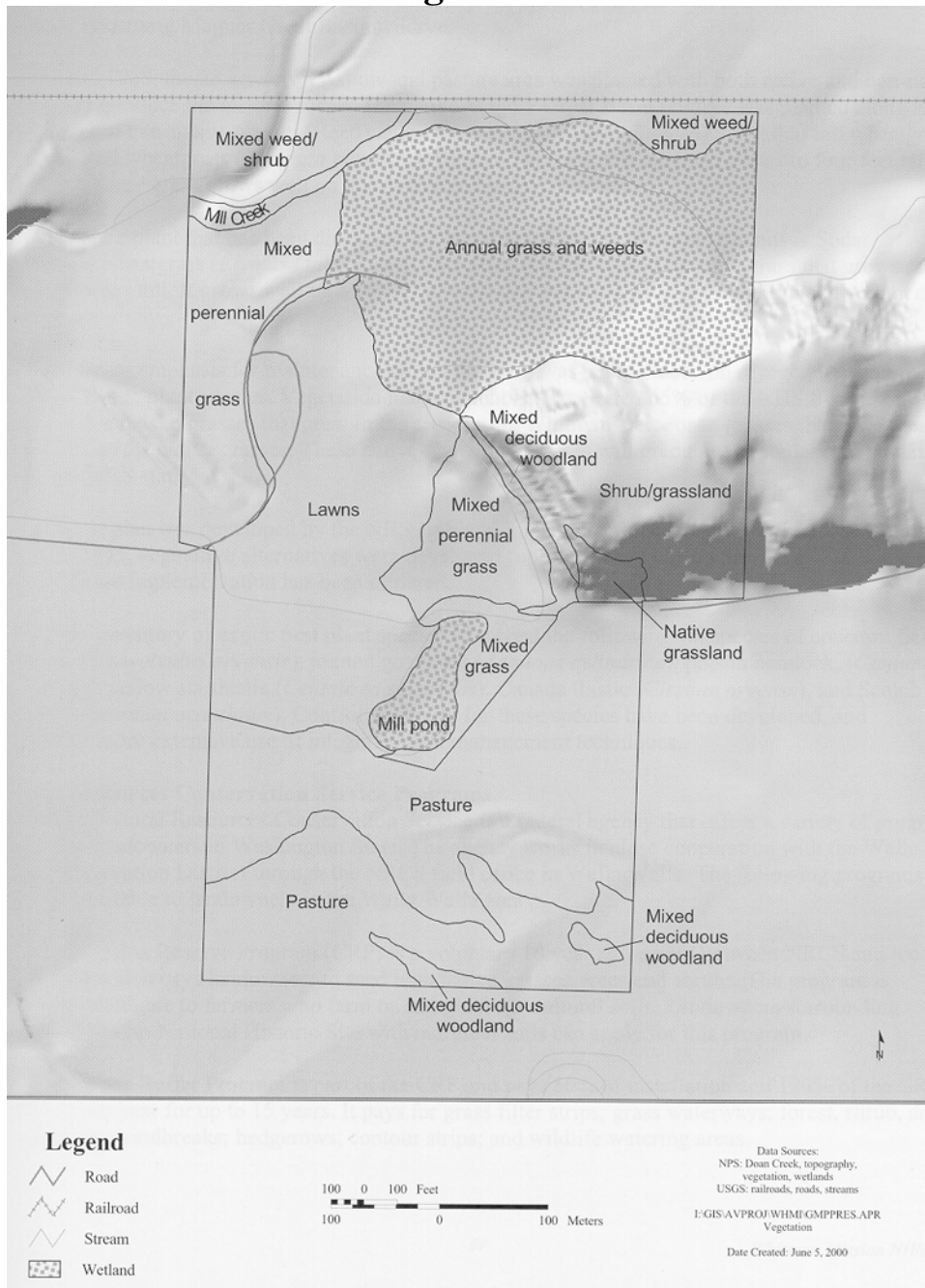
The Continuous Buffer Program is part of the CRP and pays 50% of installation and 120% of the CRP rental rate per year for up to 15 years. It pays for grass filter strips; grass waterways; forest, shrub, and grass buffers; windbreaks; hedgerows; contour strips; and wildlife watering areas.

WHMI GMP/EIS

FIGURE 6



Vegetation



The Conservation Reserve Enhancement Program (CREP) is similar to the federal continuous buffer CRP, but is a state program requiring a match of funds. It provides money to pay for buffers on

agricultural or non-agricultural land. This state money is administered by the Walla Walla Conservation District, and can be tailored to fit the needs of the landowner. It pays 170 % of the CRP rental rate of up to 15 years. It is likely that this source can be combined with federal continuous buffer CRP.

The Wildlife Habitat Incentive Program (WHIP) is primarily for wildlife habitat, but it can also be used for instream improvements. The minimum time period for participation is five years, with a maximum of 10 years. It pays up to \$10,000 for installation of streambank protection, tree and shrub establishment, pond creation or spring development, hedgerow planting, fish stream improvements, filter strips, fencing or other wildlife projects.

The federal Environmental Quality Incentive Program (EQIP) is a program to help landowners develop a comprehensive management system for the entire farm to address all environmental concerns. Its goal is to produce a sustainable system.

Wildlife

The bald eagle (*Haliaeetus leucocephalus*) is the only federally listed threatened or endangered wildlife species that has been observed within the NHS boundaries. There are no proposed or candidate species identified within the area of the NHS. There are nine species of concern that the U.S. Fish and Wildlife Service has identified that may occur within the NHS area. Those species include the following: Columbia spotted frog (*Rana luteiventris pretiosa*), ferruginous hawk (*Buteo regalis*), fringed myotis (bat) (*Myotis thysanodes*), loggerhead shrike (*Lanius ludovicianus*), northern sagebrush lizard (*Sceloporus graciosus graciosus*), pale Townsend's big-eared bat (*Plecotus townsendii pallescens*), small-footed myotis (bat) (*Myotis ciliolabrum*), western burrowing owl (*Athene cunicularia hypugea*), and Yuma myotis (bat) (*Myotis yumanensis*). Species of concern receive no protection under the Endangered Species Act. These species could be proposed or listed during this planning process and come under the scope of the Act.

Information on wildlife is limited because park inventories have not been completed. Quantitative inventories of mammals, birds, invertebrates, reptiles, and amphibians are needed.

Mammals

Wildlife at Whitman Mission National Historic Site is represented primarily by a variety of small rodents. The most common mammals are cottontail rabbits (*Sylvilagus spp.*), meadow mice (*Microtus spp.*), white-footed mice (*Peromyscus spp.*), harvest mice (*Reithrodontomus fulvencens*), and pocket gophers (*Thomomys bottae*). Also seen are beavers (*Castor canadensis*), whitetail deer (*Odocoileus virginianus*), mule deer (*Odocoileus hemionus*), muskrats (*Ondatra zibethica*), raccoons (*Procyon lotor*), weasels (*Mustela spp.*), skunks (*Mephitis spp.*), badgers (*Meles spp.*), porcupines (*Erethizon spp.*), and feral house cats (*Felis catus*).

Birds

A variety of common birds, ducks, and geese have been seen within Whitman Mission National Historic Site. Ninety-three species of birds, ducks, and geese have been observed and recorded. Bird species commonly observed include mourning doves (*Zenaidura macroura*), woodpeckers (*Picoides spp.* and *Melanerpes spp.*), barn owls (*Tyto alba*), swallows (*Hirundo spp.*), house wrens (*Troglodytes aedon*), Wilson's warblers (*Wilsonia pusilla*), Audobon's warblers (*Dendroica coronata audoboni*), sparrows (*Spizella spp.*, *Melospiza spp.*, and *Zonotrichia spp.*), juncos (*Junco spp.*), red-winged blackbirds (*Agelaius phoeniceus*), robins (*Turdus migratorius*), starlings (*Sturnus vulgaris*), crows (*Corvus spp.*), hawks (*Accipiter spp.* and *Buteo spp.*), pheasants (*Phasianus colchicus*), mallards (*Anas platyrhynchos*),

and Canada geese (*Branta canadensis*). Other species seen are California quail (*Callipepla californica*), bobwhite quail (*Colinus spp.*) and wild turkeys (*Meleagris gallopavo*).

Bald eagles (*Haliaeetus leucocephalus*), a federally listed species, occasionally pass through the NHS. There are no known nesting sites within or in close proximity to the NHS.

Fish

The following species of fish have recently been found in Mill Creek: steelhead (*Oncorhynchus mykiss*), carp (*Cyprinus carpio*), and sunfish (*Eupomotis gibbosus*). The USFWS has identified bull trout (*Salvelinus confluentus*) and the National Marine Fisheries Service has identified steelhead in the area, both which are federally listed, but there have been no documented sightings within park waters. No other information is available concerning fish in the waters running through the NHS. However, occasionally fish (carp) enter the irrigation channel.

Reptiles and Amphibians

Bullfrogs (*Rana spp.*) are known to occupy areas around the Millpond, Mill Creek, and along the irrigation channel. Common garter snakes (*Thamnophis sirtalis*) and gopher or bull snakes (*Pituophis milanoleucus*) have been observed at various locations throughout Whitman Mission National Historic Site. Painted turtles (*Chrysemys picta*) are found in the Millpond and along Mill Creek.

Invertebrates

No information is available concerning invertebrates in the Whitman Mission area.

Natural Quiet and Night Sky

The natural ambient sound environment of Whitman Mission National Historic Site is generally quiet due to its rural nature and agricultural setting. Park visitors often comment on the quietness of the NHS and many visitors say they come to the NHS just because it is quiet. Nonetheless, noise periodically comes from the operation of agricultural equipment near the NHS, occasional crop dusters and planes, the passing of freight trains along the northern boundary, and routine grounds maintenance equipment.

The NPS also considers the night sky as an intrinsic resource that needs protection, just like clean air, clean water and natural quiet. Given its rural location and absence of artificial lights, portions of the NHS are good places to view the night sky. Park staff have taken various measures to reduce light pollution, including the use of light shields, and recessed lights. Although park hours are for day use only, the local colleges have been allowed permits to conduct astronomy observations from the park. This activity occurs primarily in areas away from exterior lighting, including areas to the south of the visitor center, on top of Memorial Hill, and around the maintenance area.

Fire

The *Whitman Mission National Historic Site Fire Management Plan* was updated in May, 2000. Current fire management activities include fire suppression and the application of prescribed fire. Management of natural ignitions for resource benefit is not feasible on the NHS because of the small size of the site and the number of sensitive resources. It would be difficult to contain a natural fire within the boundaries of the NHS.

All unplanned ignitions, both lightning-caused and human-caused, are suppressed in the site to protect sensitive park resources, as well as to prevent damage to neighboring private lands. The park has the

responsibility for fire suppression but carries it out through agreements with the local county fire district and the U.S. Forest Service.

Prescribed burns are presently conducted at the NHS on an annual basis at different areas of the park to maintain, to the extent possible, the role of fire in the ecosystem. The purpose of the burns is to promote the health and vigor of the grasses and to reduce the spread of noxious weeds. Most burns are conducted in the late fall or early spring. This timing allows the fire to consume previous year's dead, dried grass stems and leaves, but not damage the grass plants' roots.

The chief of interpretation and resource management and other qualified staff coordinate with the Umatilla National Forest and local fire departments to plan and implement all prescribed burns. Prescribed burning activities usually last only a few days a year. Between 10 and 20 acres are burned each year, and most areas of the park are burned every 3 to 5 years. The park only burns on county "Burn Days" to facilitate smoke dispersal.

There are no future management changes anticipated. However, if more land area within the park is planted with native grasses, fire will probably play a part in its maintenance.

Interpretation

The visitor's experience has changed drastically at Whitman Mission NHS since the park was formally established in 1936. While the historic events that occurred from 1836 to 1847 do not change with time, interpretation of those events changes as perspectives change. With a broader interpretation of the park's legislation, since 1982, the interpretive story at Whitman Mission has revolved around the "Clash of Cultures." The pioneer movement west brought vast changes in tribal relations, disease, change in land use, loss of land, attempts to shift tribes from a nomadic to sedentary lifestyle as a way of facilitating conversion and control, and eventual enforced reservation. Both the Whitmans and the Cayuse people are integral elements of one story.

Primary Interpretive Themes

All interpretive efforts (both personal and non-personal services) should relate to one or more of the interpretive themes that have been established based upon the purpose, significance, and mission goals (formerly referred to as management objectives) of the NHS. Each theme should be addressed by some part of the overall interpretive program. The seven primary interpretive themes, and one proposed interpretive theme for Whitman Mission, are listed below:

- I. Marcus and Narcissa Prentiss Whitman are memorialized for their courage, adventure, and high idealism, as shaped by their personalities, values, beliefs, and labor while missionaries among the Cayuse Indians in Old Oregon.*

Interpretive Objectives:

- The visitor would know who the Whitmans were, and understand their values and the time period in which they lived.
- The visitor would be able to discuss the 19th century missionary effort among the native peoples of the West.
- The visitor would be able to describe the history of the memorials to the Whitmans and identify who established each of the memorials.

II. The mission, established by Marcus and Narcissa Whitman, was operated as a self-sufficient Protestant Indian mission and school between 1836 and 1847.

Interpretive Objectives:

- The visitor would be able to describe the physical setting and the operation of the mission. Visitors would be able to describe the use of land by the Cayuse before the mission was established and how the Whitmans obtained the land.
- Visitors would be able to explain the relationship between the mission and the Hudson's Bay Company.

III. Cultural differences between the Columbia Plateau Indians and the missionaries, and subsequent American emigrants provide the context for the Whitmans' deaths.

Interpretive Objectives:

- The visitor would be able to describe how Columbia Plateau Indians and the Euro-American missionaries and emigrants differed in how they provided themselves with food, clothing, and shelter.
- The visitor would be able to identify some of the significant language, religion, and customs differences of the two groups.
- The visitor would be able to understand some of the consequences, both positive and negative, of the Whitmans' arrival, such as competition for available resources, and introduction of European diseases.
- The visitor would be able to contrast the land use values of each of the two groups. Visitors would be able to list some of the other missions in the region.

IV. The Whitmans' association with the Oregon Trail and the development and operation of the mission at Waiilatpu, resulted in the mission becoming a way station along the trail.

Interpretive Objectives:

- The visitor would be able to discuss the Whitmans' travels along the route which became the Oregon Trail and the influence those travels had on subsequent Oregon Trail travelers.
- The visitor would be able to explain why the mission was an important way station along the trail.

V. The killing of Marcus and Narcissa Whitman and eleven other people by members of the Waiilatpu Band of the Cayuse Tribe at Whitman Mission was an important catalyst in the establishment of the Oregon Territory by the U.S. Congress.

Interpretive Objectives:

- The visitor would be able to identify several events which led to the establishment of the Oregon Territory, including the role of the Whitmans' deaths as a catalyst in its establishment.
- The visitor would be able to describe the impact on the Waiilatpu Band of the Cayuse Tribe as a result of the killings at Waiilatpu Mission and subsequent events.

VI. The natural environment of Waiilatpu affected the development and life at Whitman Mission.

Interpretive Objectives:

- The visitor would be able to describe the general environment and ecology of the area today.
- The visitor would be able to relate how the natural setting affected mission life.
- The visitor would be able to understand how the Whitmans and pioneers affected the ecosystem, such as depleting available natural resources.

VII. Whitman Mission NHS is part of the National Park System and a component of the Oregon National Historic Trail.

Interpretive Objective:

- The visitor would be able to relate that Whitman Mission NHS is part of the National Park System and on the Oregon National Historic Trail.

VIII. The National park Service continues the preservation of the site begun soon after the Whitmans' deaths (proposed theme).

- The visitor would understand the stewardship role that the NPS performs at Whitman Mission NHS and other NPS sites around the country.
- The visitor would be aware that memorial efforts began at Whitman Mission as early as 1859.
- The visitor would be aware of actions the NPS is taking to study and preserve the historic landscape, including native plant revegetation, artifact preservation, and grounds maintenance.

Visitor Experience Goals

The intent of NPS management in offering interpretive programs and services at Whitman Mission NHS is to provide opportunities for visitors that would allow them to experience the NHS which would affect them in thought, feelings, or actions.

- Visitors would have opportunities to experience quiet contemplation while at the memorials.
- Visitors would be able to obtain interpretive information in a variety of ways and to the level of complexity and detail they desire.
- Visitors would be able to visualize the layout of the mission at Waiilatpu—the buildings and other elements of the physical environment.
- Visitors would have the opportunity to experience the sights and sounds of mission life and the Oregon Trail.
- Visitors would be able to appreciate the size of the original Mission Grounds, which are much larger than what is included in the NHS.
- Visitors would understand the need for the preservation of the rural agricultural setting surrounding the NHS.
- Visitors would understand how the Cayuse people used the land before the Whitmans arrived and built the mission at Waiilatpu.

Whitman Mission National Historic Site Visitor Center

Visitor Center Lobby

The visitor center is opened to the public every day except January 1, Thanksgiving, and December 25. Upon arriving at Whitman Mission National Historic Site, visitors enter the visitor center from the parking area. Inside the lobby of the visitor center, visitors are first oriented to the site. Rangers staff an information desk in the lobby and provide vital information to the visitor. Entrance fees are also collected at this desk. A book sales area is operated by the Northwest Interpretive Association (NWIA), a nonprofit organization established for the purpose of assisting the NPS in promotion of educational activities at Northwest parks, including Whitman Mission NHS. Approximately sixty book titles are carried in addition to Columbia Plateau bead work. The NWIA prints the NHS's newspaper, *Waiilatpu*



Visitor Center lobby showing exhibits and model

Press, which is published once a year and offered free to the public. Feature articles, in addition to a schedule of NHS interpretive programs, are found in the newspaper. Sales of NWIA materials are handled at the visitor center desk by park personnel. The park brochure is also available to the public at the desk. The NPS handbook, *Whitman Mission*, is now out of print. Published by the Government Printing Office in 1964, it needs revision and reprinting to meet visitors' needs for a moderately priced book on the Whitmans.

In addition to the information desk, the lobby also contains a model of the Mission Grounds which is important to the visitor's orientation of the site. The model, based upon a sketch by William Gray, helps the visitor visualize the spatial relationships between the mission buildings, which is currently difficult to achieve when on the Mission Grounds. This model is not presently accessible to people in wheelchairs due to the plexiglass cover used to protect the delicate components of the model. Lobby displays of missionary household items and a Cayuse Indian tule lodge are backdrops for indoor cultural demonstrations targeted mainly to school groups during the fall and spring. A temporary exhibit in a corner of the lobby on the archeology of the NHS provides interesting information to the visitor. Three unmarked doors off the lobby lead out to the national historic site grounds or back out to the parking lot.

Visitor Center Exhibits, Slide Show, and Movie

The public's understanding of the story told at Whitman Mission is dependent not only on the lobby displays, personal services, and educational materials for sale, but the museum exhibits, slide show and movie, and wayside exhibits on the NHS's grounds. Each form of media tell a piece of the story. The overall goal is to create an interpretive program that acknowledges the strengths and weaknesses of both the Whitmans and Cayuse and treats both the Whitmans and Cayuse as integral parts of, as the museum states, "One Great Story." The current museum exhibits were installed in 1987, and revised in 1989, and meet this goal. The exhibits present a visual treatment of the five interpretive themes, and incorporate artifacts to give the visitor an overview of the story under the headings: "Cayuse People and Tradition," "Westward Expansion," "The Mission," and "The Tragic End." A diorama in the center of the museum depicts the symbolic meeting of the Whitmans and the Cayuse people.

The audio-visual auditorium is an all-purpose room, and is used to present orientation programs for groups of up to 75 people. There are two automated programs currently in use. A 10 minute slide/sound show, entitled "The Whitman Saga," focuses on the Whitman story. Minor changes, in addition to closed captioning, are necessary to bring this program up to date. The 16 minute film, "The Whitmans and the Waiilatpus," focuses on cultural differences. Completed in 1976, this film, critical to the interpretive story at Whitman Mission, is dated and needs to be modernized. The delivery systems of the film and sound/slide program are also antiquated and difficult to operate.

Trails and Outdoor Exhibits

From the visitor center, the visitor has the option of taking the .86 miles of self-guiding loop trails that lead between the visitor center, the Great Grave, the Memorial Shaft, Alice Clarissa Whitman's memorial, the historic mission building sites, and the Oregon National Historic Trail. Along the intertwining loop trails, 12 wayside exhibits, effective 1978, provide outmoded interpretation for the public. Seven of these exhibits include an audio station which provides additional interpretation, that on a quiet day, pierce the silence of this serene setting.

Upon leaving the visitor center for the mission building sites, the visitor follows a paved path that unknown to the visitor, crosses the Oregon National Historic Trail, and then a restored portion of Whitman's irrigation ditch. The lack of an orientation wayside before crossing the irrigation ditch onto

the Mission Grounds leaves some visitors unprepared for the tranquil, park-like setting of the mission site. Only eight wayside exhibits and three park benches mark this landscape. The historic building foundations are outlined with concrete blocks and are flush with the grass. This treatment of the resource makes it difficult for some visitors to visualize the locations and relationships of the structures, and also get a feel for what life at the mission was really like. Therefore, interpretation here is critical for visitors to understand the resource.

A walk around the Mission Grounds trail loop passes the Millpond. The pond is not handicapped accessible for viewing, due to a berm, and no interpretation is presently available at this site. At the base of the berm is the Gristmill site, which has a wayside exhibit and audio station.

After completing the mission trail loop, a sign indicates the Oregon Trail at what appears to be an old road. From Independence, Missouri to Oregon City, Oregon, the Oregon Trail was a crude network of rutted traces that was used by nearly 400,000 people. It still evokes an instant image, a ready recollection of the settlement of this continent, of the differences between American Indians and white settlers, and of new horizons. Although the main trail bypassed the mission after 1844, those who were sick and destitute turned to the mission for shelter and comfort until the 1847 killings. The location of this section of the Oregon Trail at Whitman Mission is documented by sketches of the mission made by eye-witnesses confirming the location. This section of the trail in the park was reconstructed in 1963 when the county road was relocated from the location traditionally recognized as the Oregon Trail.

The entrance to the Mission Grounds off the Oregon National Historic Trail is not accurately reflected in the current visitor circulation pattern. One wayside exhibit exists midway along the trail and tells the story of the Sager children. During the summer, a covered wagon is located on the trail or in a nearby grove of trees. Whitman Mission National Historic Site and this section of Oregon Trail reconstructed ruts are components of the Oregon National Historic Trail. The National Park Service recently finished a comprehensive management and use plan for the Oregon National Historic Trail through the Long Distance Trails Office in Salt Lake City, Utah.

Intertwining loops lead the visitor either past the memorial marker commemorating Alice Clarissa Whitman or up the hill to the Whitman Memorial. Written accounts indicate that this hill was frequently used as a vantage point for mission residents awaiting the return or arrival of travelers. Current interpretation at this marble shaft is limited to a wayside panel overlooking the Mission Grounds entitled "Waiilatpu," and a small plaque giving statistical information about the Memorial Shaft. This site, along with the Great Grave, are maintained as quiet and reflective areas as a memorial to the Whitmans.

The trail from Memorial Hill leads the visitor past the Great Grave. Inside the Great Grave enclosure is the mass grave of those killed in 1847 and the tombstone of William and Mary Augusta Gray. Interpretation at this site is limited to an audio/wayside exhibit that displays the 14 names written on the gravestone. There is no interpretation on the Grays, nor interpretation on the discrepancy of the 14 names on the gravestone versus the "Whitmans plus eleven others" interpreted in the visitor center.

On the trail from the Great Grave to the visitor center, several silver poplar trees circle an area south of the Great Grave, and provide a shaded area which has been used in recent years for several purposes. In the summer, weekend cultural demonstrations are normally conducted in this area. These pioneer and Cayuse Indian demonstrations illustrate some of the crafts and skills needed by the Oregon Trail emigrants, Cayuse tribal members, or Whitman Mission residents in order to be a productive member of their society. These demonstrations, and others such as American Indian bead work, have brought a special focus on the people and culture for whom the mission was established in 1836.

Sawmill Site

The sawmill, built by Marcus Whitman in early 1845, was approximately 20 miles east of Waiilatpu. Located on what is now private land on Mill Creek (the creek was named after the mill), 12 miles upstream from present-day city of Walla Walla, the site contained the sawmill itself, a cabin, and a low dam that formed a millpond. A sign marking the spot was erected and dedicated by local historical groups on October 16, 1966. By the time of the dedication of this sign, the ground surface and the course of Mill Creek had been so altered that all traces of the millpond dam for the sawmill had disappeared as well as all other surface features from the Whitman era. Since the exact location of the sawmill has not been validated, the NPS does not have any plans for interpreting the sawmill site outside the NHS.

Other Programs

School Programs

The NHS provides an opportunity for school teachers to prepare their students for a field trip to Whitman Mission National Historic Site. Two Teachers' Guides and a Field Trip Guide are now available on the Internet. During the months of April, May, and October, the NHS has over 6,000 students visiting the NHS.

Whitman Mission National Historic Site has expanded its basic NPS Internet Web page to include information about the NHS, historical topics related to the NHS themes, and two Teachers' Guides, one on the Oregon Trail and one on Whitman Mission. In June 1998, a career seasonal position (approximately 10 months of work each year) was filled at the NHS. The position's primary duty is educational outreach to area schools and to segments of the area population that are under represented in the NHS's annual visitation. This position gives Whitman Mission the capability to offer more outreach and community programs.

Volunteers In Parks Program

The main focus of the Volunteers in Parks program at Whitman Mission is the use of volunteers for the annual Cayuse Cultural Day. The NHS's Volunteers in Parks \$1,500 budget is used to offset the cost of the volunteers' transportation to the NHS for this event. In fiscal year 1996, 99 volunteers donated 1,176 hours to the NHS. In fiscal year 1997, 48 volunteers donated 930 hours. In fiscal year 1998, 23 volunteers donated 1,086 hours.

Regional Cooperation

Tamastlikt Cultural Institute

In close proximity to Whitman Mission National Historic Site is the Tamastlikt Cultural Institute, located four miles east of Pendleton, Oregon on the Umatilla Indian Reservation. This facility, opened in 1998, presents the visitor with an opportunity to share and participate in the dramatic chronicle of the meetings of two vastly different cultures. The institute provides a brief overview of the Oregon Trail but concentrates on the Cayuse, Umatilla, and Walla Walla tribes and their traditional culture. Whitman Mission National Historic Site staff are cooperating with the Tamastlikt Cultural Institute staff in support of this major interpretive project.

Oregon Historic Trails Program

Whitman Mission National Historic Site has a natural thematic interpretive tie-in to the Oregon Historic Trails Program recognized by the State of Oregon. This program is coordinated by the Oregon Historic Trails Advisory Council (formerly the Oregon Trail Coordinating Council), whose objective is to "establish Oregon as the nation's leader in developing historic trails for their educational, recreational,

and economic values. The Oregon Historic Trails Program, when fully implemented, will help preserve and leverage existing heritage resources while promoting rural economic development and growth through heritage tourism” (Executive Order No. EO-98-16, Office of the Governor, State of Oregon). Two of these trails are especially pertinent to Whitman Mission: the Whitman Mission Route from the Umatilla River to the Whitman Mission and Fort Walla Walla, and the Upper Columbia River Route from Fort Walla Walla to the Dalles. Preliminary program plans envision the creation of a loop tour route linking the Whitman Mission with the Oregon Trail interpretive facilities in Oregon including the Tamastlikt Cultural Institute, and wayside exhibits located at Pendleton, Echo, Stanfield, and Arlington, Oregon.

Fort Walla Walla Park and Museum

Fort Walla Walla Park is the largest park in the city of Walla Walla. It is 208 acres and is listed on the National Register of Historic Places as a locally significant historic site. The park is comprised of picnic areas, the Fort Walla Walla Museum complex (which covers 15 acres that were part of a military reservation in the mid to late 1800s), a historic cavalry and Native American cemetery, an amphitheater, a bicycle trail system, and a 70 acre nature preserve. The *Capital Facilities Plan* (a component of the 1997 *Walla Walla Urban Area Comprehensive Plan*, October 1997) mentions that a new demand for facilities include, among other things, growth of the museum.

National Historic Oregon Trail Interpretive Center

The National Historic Oregon Trail Interpretive Center is located in Baker City, Oregon. It was among the first centers to open on the Oregon Trail and interprets the experience of pioneer families who traveled the 2,000 mile Oregon Trail. There are several displays of realistic dioramas and historical exhibits. Visitors can also visit nearby wagon ruts still visible from the pioneers’ wagons. In addition to this center, there are four others along the Oregon Trail in Oregon: Four Rivers Cultural Center in Ontario, the End of the Trail Interpretive Center in Oregon City, the Columbia Gorge Discovery Center and Wasco County Historical Museum in The Dalles, and the most recent, Tamastlikt Cultural Institute.

Whitman College

On December 20, 1859, the Territorial Legislature at Olympia granted a charter to “an Institution of Learning in Walla Walla County to be known as Whitman Seminary.” By 1882, this institution had become Whitman College. Located just seven miles east of Whitman Mission National Historic Site, the college staff, students, and facilities have supported the historic site. The “museum and archives” at Whitman College became the natural collection point for artifacts associated with the Whitman era prior to the development of Whitman Mission National Historic Site. The college’s collection, and the scholars at the college, are both important components of the knowledge base associated with the Whitmans and the times in which they lived. The park and college have collaborated on many projects ranging from the items on display in the park’s museum to programs relating to local Indian tribes.

Visitor Use

Visitor Use Patterns

In 1999, the annual visitation to Whitman Mission National Historic Site was approximately 80,000. Visitation peaked between 1983 and 1987 when it ranged between 104,000 and 116,000 each of those years. It gradually declined to a low in 1994 of 71,500 visitors. Major declines occurred in late 1988 and the following year due to the initiation of an entrance fee. Park visitation fell 14% in 1989. Visitation fell 13% due to the closure and reconstruction of the park entrance road in 1992. Two years later, visitation

hit a low when U.S. Highway 12, the main highway west from Walla Walla was re-paved, a project that occupied most of the summer of 1994. Since then, visitation has rebounded, and is expected to average 80,000 to 85,000 in the foreseeable future.

The first table on the following page shows the yearly visitation numbers during 1980 through 1999 at Whitman Mission National Historic Site. The second table shows visitation numbers monthly for 1997 and 1998.

**Whitman Mission National Historic Site
Yearly Visitation 1980 - 1997**

Year	Total Visitation
1980	98,977
1981	97,948
1982	98,736
1983	109,002
1984	106,060
1985	104,938
1986	110,743
1987	116,383
1988	98,572 (fees begin)
1989	84,772
1990	86,175
1991	84,764
1992	74,086 (road work)
1993	77,788
1994	71,523 (highway work)
1995	79,947
1996	78,226
1997	78,489
1998	78,855
1999	75,842

**Whitman Mission National Historic Site
Monthly Visitation 1997 - 1998**

Month (1997)	Visitation	Month (1998)	Visitation
January	2,535	January	2,278
February	2,719	February	2,699
March	4,429	March	3,882
April	5,321	April	7,671
May	11,201	May	14,873
June	13,451	June	12,840
July	11,842	July	9,519
August	8,551	August	7,198
September	6,115	September	6,141
October	6,340	October	6,911
November	3,287	November	2,360
December	2,698	December	2,483

Whitman Mission NHS participated in the 1998 National Park Service visitor survey. The survey was developed to measure each park's performance related to NPS Government Performance and Results Act goals for visitor satisfaction, understanding, and appreciation of the park facilities and resources. The data reflect visitor opinions during July 1998 and do not necessarily apply to visitors during other times of the year.

At the NHS, 96% of park visitors rated the park facilities, services, and recreational opportunities as either "good" or "very good." At the same time, 70% of park visitors understood and appreciated the park significance. The 30% response rate for Whitman Mission's survey was very good. Typical response rates for similar mail-back customer service cards in the private sector range from 10% to 30%.

Visitor Trends

The Cooperative Park Studies Unit at the University of Washington used Whitman Mission National Historic Site to test the Interpretive Activity Inventory System in the summer of 1977. The 1977 study concentrated upon visitor demographics and use of the interpretive facilities. Conducted from April to September, the inventory provided the following information on the NHS’s visitors for 1977 as shown on the following page.

In 1993, the Cooperative Park Studies Unit at the University of Idaho conducted a visitor services survey at the NHS. Interviews were conducted and questionnaires distributed from June 27 to July 3, 1993. Visitors completed the questionnaire during and after their trip and then returned it by mail. While not all of the questions were the same as the 1977 survey, some results were comparable, as the chart shows.

April 1977 - September 1977	June 1993 - July 1993
New Visitors 77%	New Visitors 70%
Repeat Visitors 23%	Repeat Visitors 30%
Local (100 mile radius) 28%	Washington 53%
Non-local 72%	Oregon 24% (Other 23%)
Seniors 16%	Seniors 20%
Adults 59%	Adults 60%
Children under 12 years 25%	Children under 10 years 20%

The average length of stay was two hours in 1993. The NHS’s visitors are predominately white, family groups comprising two to four people. The most common adult visitor to the NHS lives within a 50 mile radius and brings a visiting relative to the NHS. The exception is school group visits, where minority children, primarily Hispanic, comprise approximately 25% of those groups. With annual visitation averaging almost 80,000, school group visitors constitute almost 10% of the visitation.

The NHS usually records more visitors during the “shoulder season” of April and May than any two of the summer months, due to the heavy school group visitation from within a 150 mile radius. Visitation during the September and October shoulder season is growing as a result of commercial tours and some school groups that are shifting their visits from spring to fall. Daily visitation can be heavily influenced by the day of the week and the weather. During spring and fall, a warm and sunny weekend day will encourage three times as many visitors as a weekday with the same weather. During the summer vacation season, rainy, or exceptionally hot weather decreases daily visitation.

Carrying Capacity

Carrying capacity is the type and level of visitor use that can be accommodated while sustaining the desired resource and social conditions that compliment the purposes of the NHS and its management objectives. It is affected by both physical constraints and the more subjective perceptions of what constitutes a quality visitor experience. Physical limitations at the NHS are evident in the maximum seating capacity of the auditorium (present capacity is 76 persons), number of parking spaces (present capacity is 43 car spaces, including 4 spaces for persons with disabilities, and 3 bus/RV spaces), number of picnic tables (present capacity is 10) in the picnic area, and by the size of the public restrooms. The

visitor center lobby and museum exhibit room also have a finite space, but the number of people that these rooms can hold is governed more by what visitors and the NHS staff regard as crowding, and by the possibility of damage to the exhibits that could occur from excessive numbers of people. The visitor center can accommodate approximately 90 school children including the auditorium.

No visitor use management plan currently exists at the NHS. A visitor use management plan needs to be prepared to define the desired resource and social conditions within the visitor center during the school group visitation season of April and May, and set the level of acceptable use that will maintain those conditions. With the paved walks that lead in three different directions from the visitor center, resource damage and excessive concentrations of visitors outside the visitor center does not seem to be a problem.

Relationship to Regional Tourism

One question in the *1993 Visitor Services Project* survey asked visitors what sites they visited or planned to visit during their trip to Whitman Mission. The sites most often visited were Fort Walla Walla Museum (34%), Whitman College (24%), and Pioneer Park in Walla Walla (23%). None of the other history-oriented sites or museums were listed by more than 6% of those surveyed with the exception of Lewis and Clark Trail State Park, 25 miles east near Dayton, Washington.

The NHS does not host a major tourist event, but the park benefits from other events occurring in the region. The City of Walla Walla hosts a hot air balloon festival the second weekend in May, the Walla Walla Frontier Days and Fair is Labor Day weekend, the Pendleton Roundup is the third week of September, and Wings over Walla Walla air show occurs the first weekend in October. Visitation increases during the weeks of these events.

The Oregon National Historic Trail Act identified the park as an important aid station along the Oregon Trail. A few visitors who are following at least a portion of the Oregon National Historic Trail in Oregon and Washington make Whitman Mission one of their stops. The NHS provides an opportunity for a day or a half-day excursion for people who are already visiting the region.

Recreation Fee Demonstration Program

The NPS is participating in a three year program called the Recreation Fee Demonstration Program (Public Law 104-134 and amended by Public Law 104-208). The program allows 100 parks to retain generated income from fees and to use them for their own park operation and maintenance. This is a pilot program which may become permanent in the future. The NHS is not currently participating in this program. However, the NHS could apply to participate in this program in the future.

Socioeconomic Factors

Regional Setting

Whitman Mission National Historic Site is located in southeastern Washington, 158 miles south of Spokane and 262 miles to the east of Seattle. The NHS is approximately five miles north of the Oregon border and approximately 15 miles west of the foot of the Blue Mountains. This mountain range lies in a northeast and southwest direction with some peak elevations exceeding 7,000 feet in height. Streams

originating on the Blue Mountains flow either westerly toward the Columbia River, or northerly and eastward to the Snake River. The Walla Walla River originates in the Blue Mountains and flows west into the Columbia River. Whitman Mission National Historic Site is situated in a valley near the confluence of the Walla Walla River and Mill Creek, seven miles west of the City of Walla Walla. The NHS is within Washington's Fifth Congressional District.

A large portion of the Blue Mountains is managed by the U.S. Forest Service as the Umatilla National Forest. This is a 1.4 million acre forest of mountainous terrain, deep canyons, and plateaus. Two wilderness areas, Wenaha-Tucannon Wilderness Area to the east and the Umatilla Wilderness to the southeast, are located within the Umatilla National Forest. A small wilderness area, Juniper Dunes Wilderness, is near the confluence of the Snake and Columbia Rivers, northwest of Walla Walla. These areas provide numerous recreation opportunities along with many non-federal park and recreation facilities managed by state, local, and private entities throughout the region.

The Umatilla Indian Reservation is located near Pendleton, Oregon. In addition to the resident Indians, there are approximately 1,700 non-Indians. Attractions include the Wildhorse Gaming Resort and Hotel. Other projects completed in 1998 included the Tamastlikt Cultural Institute, RV park, and an 18-hole golf course. Other projects in the future will include an entertainment park, convenience store and gas station.

Two cities within Washington are located within the Walla Walla Valley, College Place and Walla Walla, the county seat. The most populated is Walla Walla with 29,440 population (Port of Walla Walla 1998). Walla Walla was built on a Nez Perce trail which led to the Columbia River. Lewis and Clark traveled through here in 1805 and 1806 on their expedition across the continent. Fur traders explored the area in the early 1800s creating early settlements, trading posts, and forts, before the Whitmans arrived and settled as missionaries. Lands immediately surrounding Whitman Mission are used for cultivating wheat, asparagus, onion, alfalfa, canola, garbanzo, and pasture.

Walla Walla County

Walla Walla County has a population of 54,600 (Port of Walla Walla 1998). The economy has been influenced heavily by agriculture in the past due to the rich loess and sedimentary soil. The County has approximately 600,000 acres of cultivated farmland making up about 73% of the County's land base. Agricultural production is valued at approximately 197 million dollars annually. Wheat, barley, peas, alfalfa hay, strawberries, grapes, sweet corn, and onions are important crops to the area. The County ranks first in the state of Washington in production of alfalfa seed, second in the production of green peas, and third in production of wheat. The area is growing in production of grapes and wineries. The world's largest grower of Concord grapes for juice is in the County. Recently, farmers have begun to grow canola for oil, garbanzo beans, and hybrid poplar trees for pulp. (American Farmland Trust 1997: p.292)

In the last few years, the County's economy has been diversified by increased roles in the manufacturing, government, and education fields. Since the grain market is presently "depressed", agriculture is gradually changing from grain crops to vegetables (asparagus, onions), legumes, canola, orchard, and vineyards. Alfalfa seed acreage has also dropped significantly in recent years (Walla Walla County Regional Planning Department 1999).

Location and Access

Whitman Mission National Historic Site is located seven miles west of the City of Walla Walla. The National Park Service entrance road connects to U.S. Highway 12, the primary route between Pasco and Walla Walla, Washington, and east to Lewiston, Idaho. Other approach routes arrive north from Interstate 84, which follows the Oregon Trail route through Oregon and parts of Idaho.

The east and west approaches to Whitman Mission are well marked along U.S. Highway 12. During the re-paving of U.S. Highway 12 in 1994, the state widened the road to create a left turn lane, striped the lanes as a no-passing zone, and installed a street light at the intersection to improve safety. Neither the NHS, nor the state, plan additional improvements at the intersection. There are no directional signs to aid travelers coming from the north or south to the NHS. At present, no highway signs exist within Walla Walla that provide directions toward Whitman Mission.

The Washington State Department of Transportation is seeking federal funds to improve Highway 12 from Pasco to Walla Walla. A local state senator and the Walla Walla County Commissioners are asking Congressman George Nethercutt to consider Walla Walla for a federal demonstration project for traffic safety improvements. Washington State has already made commitments to improving safely along the highway, including roadway resurfacing, enhancement markings and rumble strips. (Walla Walla Valley Chamber of Commerce 1997: p.5)

Land Use and Ownership Patterns

Land north, east, and west of Whitman Mission National Historic Site is privately owned. These surrounding lands are primarily in agricultural use. Immediately adjacent to the northern NHS boundary is a Union Pacific Railroad line, a single track that connects Walla Walla with the rail junctions near Pasco, Washington. The trains run an average of once a day and is usually no longer than five cars. The railroad line is not visible from most of the NHS. The Washington State Department of Fish and Wildlife owns the land that borders the south side of the NHS and manages it as a riparian habitat. Allowable public uses of the land include fishing and hunting (restricted to bow and arrow and shotgun during the hunting season).

Hunting occurs around the NHS, with pheasant (*Phasianus colchicus*), duck (*Anas spp.*), and goose (*Branta canadensis*) the main attraction. Fishing, primarily for steelhead, occurs on Mill Creek and the Walla Walla River.

A bicycle and pedestrian entrance along the NHS's eastern boundary receives use from local residents. This entrance has no parking facility and is not marked with directional signs along any of the county roads. Whitman Drive, which originates three miles east in College Place, Washington, ends at this entrance to the NHS. Between College Place and the NHS, Whitman Drive is a standard, two lane county road with light traffic. Bicycling route maps show Whitman Drive as the recommended route to the NHS.

Land Use Documents and Related Plans

Fort Vancouver National Historic Site Master Plan

Whitman Mission National Historic Site and Fort Vancouver National Historic Site share the same period in history. Travelers stopped at the Mission on their way to Fort Vancouver. The Whitmans and Spaldings spent their first winter in the Northwest at Fort Vancouver. Several park themes are shared as well, such as the expansion of the nation's boundaries to the Pacific, and the agricultural developments on the northwest corner of the country.

The last general management plan (master plan) for Fort Vancouver National Historic Site, in Vancouver, Washington, was prepared in August 1975 by the Pacific Northwest Region of the NPS. A new general management plan is scheduled to begin in the fall of 1999. The national historic site was established to preserve the site of the original Hudson's Bay stockade and the historic parade ground of the later U.S. Army Post. It was at Fort Vancouver that the Hudson's Bay Company directed its western activities from 1829 until its relocation to Fort Victoria in 1860. It served as the center of all Hudson's Bay Company activities west of the Rocky Mountains, as the "cradle of civilization" in the Pacific Northwest, as the first western terminus of the Oregon Trail, and finally as the location of the U.S. Army's Pacific Northwest headquarters, Fort Vancouver.

General Management Plan Nez Perce National Historical Park and Big Hole National Battlefield

An updated general management plan for Nez Perce National Historical Park was completed in September 1997, by the Denver Service Center, NPS. Nez Perce National Historical Park is closely linked with Whitman Mission National Historic Site. Both Whitman and Spalding arrived together in the Northwest to begin their missionary work among the Indians. Their missions were approximately 100 miles apart or two to three days by horseback. Nez Perce National Historical Park was created to "facilitate protection and provide interpretation of sites in the Nez Perce Country of Idaho that have exceptional value in commemorating the history of the Nation." The two sites in the park that are associated with the missionary period are Lapwai Mission, where the first Spalding mission was located, and Spalding where Henry Spalding had his second mission (Spalding is 11 miles east of Lewiston, Idaho).

Comprehensive Management and Use Plan Update, Oregon and Mormon Pioneer National Historic Trails

This 1999 plan serves as an update to the 1981 *Comprehensive Management and Use Plan for Oregon Trail* (CMP) prepared by the Denver Service Center, National Park Service, August 1999. Whitman Mission is mentioned in the document in several places.

Whitman Mission is identified as a high-potential site in the CMP. The description of Whitman Mission is stated as follows:

The Oregon Trail led through the mission in the early years, when it served as a vital way station and supply point. The mission was bypassed after 1844, when a shorter route was developed thirty miles to the south (page 215).

The plan identified high-potential sites and segments as required by the National Trails System Act. High-potential historic sites are identified as follows:

Criteria for consideration as high potential sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion. High potential segments are those segments of a trail that afford high quality recreation experience on a portion of the route having greater than average scenic values or affording an opportunity to vicariously share the experience of the original users of a historic route. Each site or segment must have the potential to interpret the trail's historic significance and to provide opportunities for high-quality recreation (page 40).

Interpretive themes are identified for the Oregon, California, Mormon Pioneer, and Pony Express Trails. These themes and subthemes provide the framework and guidance for interpreting the four trails in an integrated and systematic way. Whitman Mission was included as a Trail-Specific Subtheme under Oregon National Historic Trail:

In 1836 when Presbyterian missionaries Marcus Whitman and Henry Spalding took their wives over the Oregon Trail to establish Indian missions in the Oregon country, they proved the feasibility of moving families and wheeled vehicles across an area previously perceived as impassible (page 33).

A portion of the Oregon Trail bisects Whitman Mission National Historic Site. Alternative 2, Enhanced Conditions and a Historic Trails Partnership (the Proposal) mentions initiatives at the local level that could enhance trail resource protection:

Counties and cities would be encouraged to support resource protection by integrating nearby national historic trail designations in local land management plans. For example, farmland at certain points along the routes of the trails might meet the requirements for agricultural preservation zones established under state or county regulations. These preservation zones have been set up to keep prime farmland assessed at a low valuation or in active agricultural production or to keep grazing land in continued use. Efforts by local governments and private parties to acquire land would be essential tools for preserving trail resources (page 62).

In the Proposal for the CMP, the Long Distance Trails Office, NPS, would take the lead in developing a protection plan that would focus on high potential sites and segments, closely coordinated with all affected parties. In placing the Oregon Trail in relationship to the larger landscape the document states:

Adequate protection of national historic trails would require more than the protection of ruts and sites. Maintaining the physical integrity of the trail landscape would be essential to preserving the overall context of the trails' history and ensuring a rich and evocative visitor experience (page 66).

To address the physical integrity of the trail, the Proposal would establish appropriate widths for protection corridors along the designated high-potential segments. In addition, the plan recommended that a study be undertaken for the California and Oregon National Historic Trails, including a separate study to focus on landscapes.

In 1995, the Oregon legislature recognized five Oregon Trail branches as additional routes of the Oregon Trail. Oregon House Bill 2966 recognized the significance of several routes including the Whitman Mission Route. The Proposal for the draft CMP lists seven branches in the states of Oregon and Washington to be considered "for further study and possible inclusion as part of the Oregon National Historic Trail. One of these branches included Whitman Mission and is described as follows:

Whitman Mission Route (1841-1847), which stretches from the Umatilla near Cayuse, Oregon, to the Whitman Mission and then to Fort Walla Walla (Walla Walla) (page 69).

Walla Walla County Zoning

Walla Walla County established a comprehensive zoning ordinance (Title 17) in October 1967. All land surrounding the National Historic Site is classified as "agricultural general." The minimum parcel size is 10 acres and requires a 30 foot front yard setback and a 10 foot side setback. The maximum height limitation is 35 feet, but there is no maximum for barns or other agricultural structures.

The zoning ordinance defines the Agricultural General District as the following:

This district is primarily a district to regulate the use of land in generally undeveloped areas not subject to, nor adjacent to land subjected to intensive urban use. Land in this category could be cultivated acreage or land less suitable for cultivation yet suitable for various agricultural enterprises under the broadest scope of the agricultural classification. Land within the classification may be located adjacent to major highways and arterials, however, not within areas that would indicate a general commercial classification. It is intended to control the scattered intrusion of business and industrial uses not compatible with an agricultural environment.

Permitted uses in the Agricultural General District include the following uses: accessory structure (such as workshops, garages, or greenhouses), airports and landing fields, aircraft charter and rental, assembly halls, coliseums, stadiums, auction houses (livestock only), certain types of automobile parking, billboards, boarding houses, booster stations or conversion plants of public utilities, churches and accessory buildings, colleges or universities, condominiums, day nurseries, farm tenant dwellings, multifamily attached row dwellings, fuel oil tank bulk storage (cannot exceed 15,000 gallons), fur farms, group home care, hatcheries, heliports, hog farms, commercial nurseries and greenhouses, accessory retail uses, kennels, livestock feedyards, fraternal and social lodges, meat processing, mobile home, orphanages, poultry and small animal killing and dressing for wholesale or retail, retirement homes, rock crushers, schools, public and private stables, riding academies, and veterinary hospitals.

Conditional uses (by permit only) in this district include such uses as all-terrain vehicle parks, fuel alcohol plants, gun and archery ranges, hospitals, labor camps, landfills, microwave relay stations, sewage or water pumping stations, temporary placement of mobile home or travel trailer, and radio and tv broadcasting stations and towers.

Only a small buffer, less than 55 feet, exists between historic structure foundations and private land. Over the last decade, several parcels of working farms have been divided and sold, and owners have built houses or set up manufactured homes.

Walla Walla County Right to Farm Ordinance

In December 1995, "Ordinance Number 232: An Ordinance Amending Walla Walla County Code - Title 18 - To Include a New Chapter 8.40 Regarding a Right to Farm in Walla Walla County" was signed. It was supported by the public and the Walla Walla County Resource Lands Technical Advisory Committee as a way to further the Resource Lands goals of the Growth Management Act in Washington. This ordinance recognizes the fact that farming is a major economic contributor to the County and that farmers have a right to operate their business within generally accepted agricultural practices. In general, the ordinance states that a farmer may not be liable to nuisance suits if the farm conforms to generally accepted agricultural and management practices, even if a "change in the land use or occupancy of adjacent land or other land in the general area" occurs.

In addition, according to the ordinance, all plats, short plats, development permits and building permits issued for development within one-fourth mile of lands zoned as Agricultural General (among other agricultural categories) in the Comprehensive Plan would "contain a notice that the subject property is within or near designated agricultural lands on which a variety of activities may occur that are not compatible with residential development."

Walla Walla County Comprehensive Plan

A comprehensive plan for the entire Walla Walla County is expected to be adopted by the end of 1999. No information is available at this time. Presently, the only areas of the County covered by a comprehensive plan are the urban areas of Walla Walla and College Place, and western Walla Walla County (Touchet westward). The urban area plan is entitled, *The Urban Area Comprehensive Plan, Walla Walla County*, produced by the Walla Walla Regional Planning Department and adopted by the Board of County Commissioners in October 1987. The County amended the Walla Walla Urban Area portion of the comprehensive plan under the Growth Management Act in 1998.

Walla Walla Regional Bicycle and Pedestrian Plan

The Bicycle and Pedestrian Plan was produced by David Evans and Associates, Inc. for the City of Walla Walla. It is a 20 year plan describing a comprehensive bikeway and walkway system for the Walla Walla region. The geographic area addressed by the plan borders Whitman Mission National Historic Site on

the west, Rooks Park on the east, the Penitentiary on the north and the Oregon-Washington border on the south—an area of 100 square miles. The Walla Walla Regional Bicycle-Pedestrian Advisory Committee was established by the cities of Walla Walla and College Place and the County to develop and implement the plan.

Coming west from the city of Walla Walla, the bicycle route would terminate at Whitman Mission National Historic Site. Bicyclists would enter the NHS from the east on Whitman Drive which ends at the Oregon National Historic Trail in the park. The road is closed and gated from vehicular traffic approximately 1500 feet east from the border of the national historic site. The nearest intersection is Last Chance Road and Whitman Drive which is another 500 feet east of the gate. Whitman Drive from Last Chance Road to Hussy Street has been listed as a corridor project to improve shoulders for safer bicycle use. It was given a medium priority rating which is defined as important, but less critical than higher priority projects. The plan suggests that the improvements be scheduled in coordination with other future road work.

Tribal Interests

Whitman Mission National Historic Site is located within the aboriginal territory of the Cayuse Indians and is in close proximity to the territories of closely associated Plateau culture area tribes such as the Nez Perce, Palouse, Umatilla and Walla Walla. Members of a Cayuse band lived and worked at the mission site during the tenure of the Whitmans, and certain Cayuse individuals were responsible for bringing the missionary presence to a close with the killing of the Whitmans and their associates in 1847. Descendants of the Cayuse and other native people (see “Contemporary Tribal Communities” section) maintain interests in how the roles of their ancestors in the history of Whitman Mission are interpreted and presented to the public, as well as in the cultural resources at or from this national park system site.

An administrative history of the park completed in 1988 documents the fact that archeological excavations conducted in 1960 and 1961 resulted in the identification of archeological material at an area within the NHS. Whether or not this area should be marked in any way was revisited following passage of the American Indian Religious Freedom Act (AIRFA) in 1978 and discussions with elders of the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) resulted in a decision to leave the area unmarked (Crabtree 1988: p. 121).

At present, and in response to legislation known as the Native American Graves Protection and Repatriation Act (NAGPRA) passed by Congress on November 16, 1990, the park is engaged in consultations with representatives of the CTUIR concerning objects of American Indian material culture located at the park in both exhibits and storage. An initial meeting with a group of eleven tribal elders and three tribal staff members on August 19, 1998 provided an opportunity for the group to look at all American Indian materials cared for in the park’s museum storage facility. Subsequent meetings and discussions will take place to consider whether or not knowledgeable tribal members regard individual objects in the possession of the NPS to be in certain categories of objects defined in the NAGPRA legislation and its implementing regulations. The four categories include sacred objects, ceremonial objects, objects of cultural patrimony, and unassociated funerary objects. Under the law, representatives of the CTUIR could request the repatriation or return of any such object.

In addition to the four categories of material objects just mentioned, the NAGPRA also addresses the issue of protecting and repatriating human skeletal and other remains, and associated funerary objects that might either be in existing collections or that might be encountered through intentional excavations or inadvertent discoveries. Prior to the passage of NAGPRA in 1990, discussions were already underway

among the park superintendent, officials of the CTUIR, and knowledgeable tribal elders concerning the only human remains in the possession of the park. Those remains were successfully repatriated and a reburial ceremony took place.

As the result of initial work by staff at the State Museum of Anthropology, University of Oregon and NPS staff in association with preparing an inventory of human remains and associated objects required to be produced by November 16, 1995 under NAGPRA, one set of American Indian human skeletal remains that were excavated from Whitman Mission in 1961 were identified as being at the University of Oregon. Subsequent collaborative work on the part of both the University of Oregon and the NPS in 1996 has confirmed the existence of a second set of American Indian human skeletal remains in the university's collection that were excavated from Whitman Mission in 1960. Tribal officials of the CTUIR and the designated NAGPRA coordinator were informed about the two sets of human skeletal remains and consultations have taken place for over two years. The NPS is committed to meeting the requirements of the NAGPRA and repatriating the human remains to the culturally affiliated CTUIR as soon as their representatives would like us to do so.

Contemporary Tribal Communities

Currently, there are no contemporary federally recognized tribes with reservation lands in Walla Walla County, Washington in spite of the fact that Dr. Marcus Whitman selected the site for his mission because of the presence of a Cayuse band of Indians, additional Cayuse bands in the surrounding area, closely associated Nez Perce bands, and other Indians who lived in the region. Descendants of the Cayuse bands of Indians and some Nez Perce individuals, families, or bands with whom they were closely associated prior to the establishment of Whitman Mission and subsequently are members of the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) in nearby Pendleton, Oregon. That reservation, located in one part of Cayuse territory, was established by treaty in 1855, and with the ratification of that treaty in 1860 the Cayuse and their closest allies, including the Umatilla and Walla Walla, as well as a few Palouse and Nez Perce Indians, were removed to the Umatilla Reservation.

In accordance with the Treaty of Walla Walla on June 9, 1855, the ancestors of the CTUIR ceded or surrendered over 2,150,000 acres in Oregon Territory and over 1,860,000 acres in Washington Territory in exchange for just over 245,000 acres exclusively located in Oregon Territory. The reservation has been diminished further to its present size of just over 95,000 acres in Oregon. The contemporary population of the CTUIR is about 2,500 individuals. Although approximately 1,500 individuals are enrolled as tribal members, not all tribal members reside on the reservation.

According to anthropologist Deward E. Walker, Jr., the CTUIR exerts:

...major economic and political influence in northeastern Oregon. They are members of the Umatilla Basin Project, the Columbia River Inter-Tribal Fish Commission, the Basalt Waste Isolation Project, the Hanford Environmental Dose Reconstruction Project, the Columbia Gorge Commission, and other planning efforts involving the U.S. Army Corps of Engineers and the U.S. Forest Service (Walker 1995: p.140).

Tribal Government is involved in many economic development activities and has been recently developing expertise in cultural resources management, tourism, and recreation, including the Wild Horse Gaming Resort and a nearby world class cultural heritage center, called the Tamastslit Cultural Institute.

Socially or Economically Disadvantaged Populations

Population Trends

In the last 25 years, Walla Walla County's population has increased 25%. The state's population, by comparison, rose 59%. The most recent period, 1990-95, Walla Walla County added an average of 852 residents per year. Growing 9% (from 48,439 to 52,900), the County's population came close to matching the overall state average (11.6%).

From 1980-94, Walla Walla County has gained 5,165 residents. Of that number, 2,734 were the result of natural population increase (9,490 births and 6,756 deaths) and 2,431 resulted from net in-migration. This migratory element has changed drastically over the years. During the 1980s, out-migration dominated, decreasing the population by 911 residents.

Demographics

The gender makeup of Walla Walla County's population did not change appreciably between 1980 and 1990. In 1980, males and females both accounted for 50% of the population. Over the next 10 years, males became a slight statistical majority in the County as their share size increased by 0.5%. Racial characteristics have shifted over the years. The white population constituted 93% of the total population in 1980. Over the next fourteen years, the estimated share size of whites decreased to 85%.

While whites increased by 2% in actual numbers, from 1980-94, the nonwhite population grew 121%. The figure shows all racial classes had positive growth during this time except for Native Americans. People of Hispanic origin can be of any race and are tallied separately.

Since 1994, almost 10% of the park's 80,000 annual visitation has come from school groups. Approximately 25% of these children appear to be from either an ethnic or racial minority. However, during a typical visitation week in the summer, 93% of visitors identified themselves as white. People of Hispanic origin in Walla Walla County constituted at least 10% of the population in 1994 according to the U.S. Census. Hispanic visitation to the NHS, other than in school groups, is 1% of the visitors during the summer. Whites are significantly over-represented while people of Hispanic origin are significantly under-represented in Whitman Mission NHS's visitation.

Economically Disadvantaged Demographics

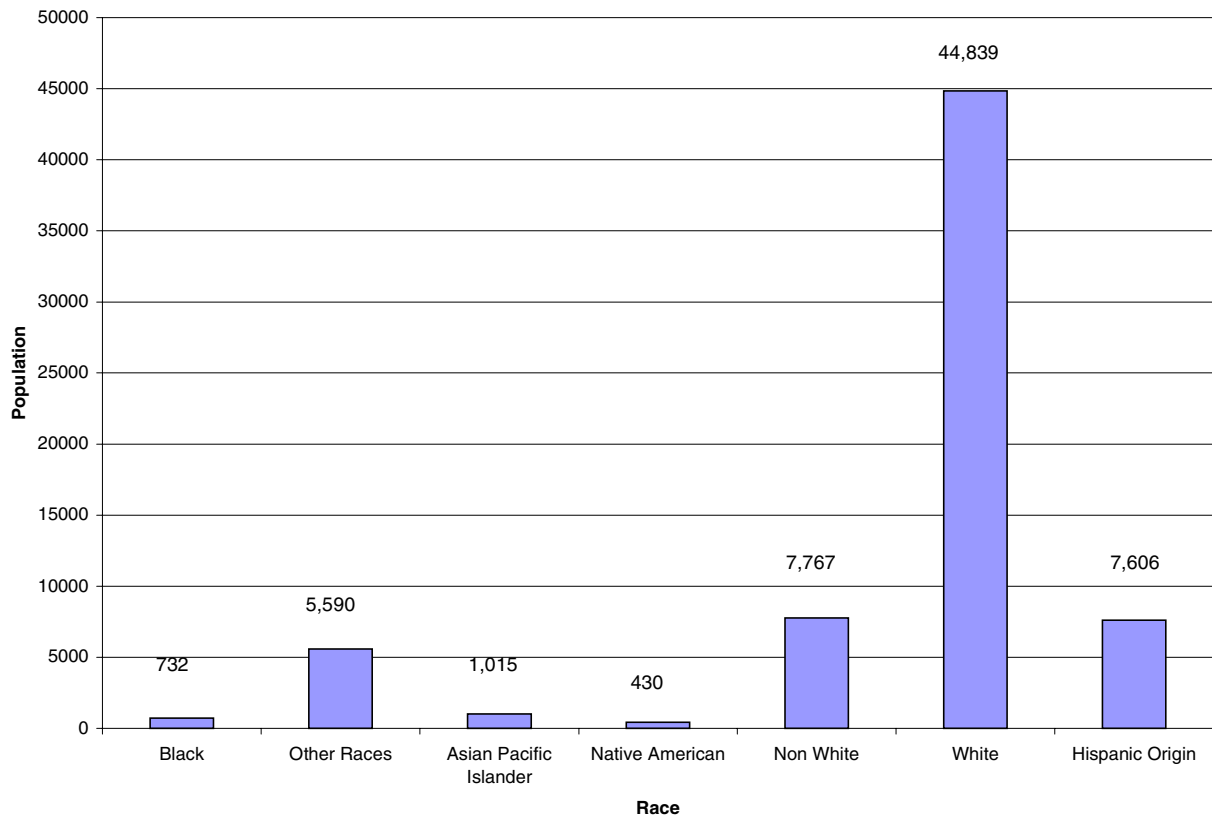
The most recent, readily available source for unemployment data characterized by race and gender is the 1990 Census. While the Census data are valuable because they are one of the few sources for that type information, it should be noted that the information is a "snapshot" of one moment in time. The unemployment rates and other labor force data were gathered during one month in the spring of 1990 so should not be construed as annual averages—the data only apply to that particular moment.

According to the Census, there was only a small unemployment difference between men (7.6%) and women (6.8%). Portraying unemployment by race or Hispanic origin shows sharper differences. Those of Hispanic origin, who can be of any race, and whose numbers are quite large (10% of the labor force), suffered a very high 23% unemployment rate.

No survey or interview data exist for the percentage of NHS visitors whose income is below the poverty line. Casual observations and the impressions of park rangers who contact most of the visitors lead to the conclusion that a very small percentage—1% or 2%—of economically disadvantaged people visit the NHS, even though nearly 22% of Walla Walla County families are below the federal poverty line. The two dollar per person or four dollar per family park entrance fee may be one factor. (Obenland 1996: p.1)

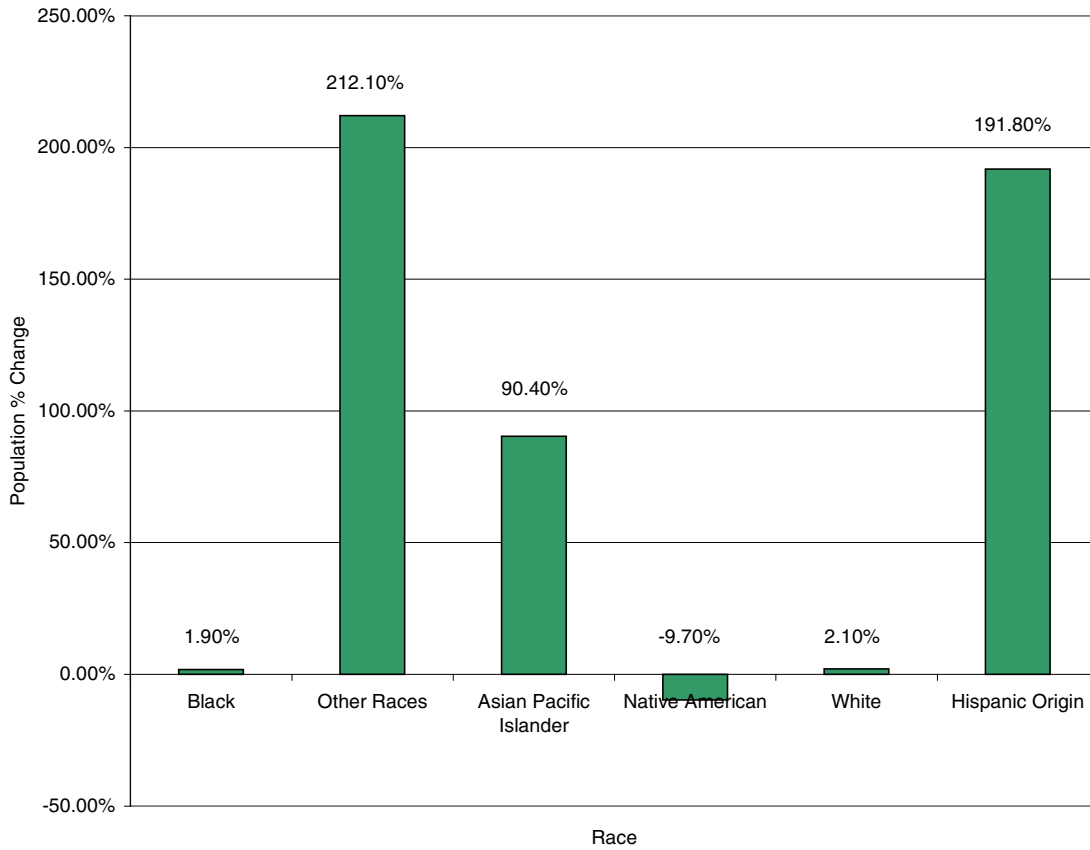
The City of Walla Walla has an excellent system of neighborhood parks that are used and supported by many residents. In addition, the U.S. Army Corps of Engineers operates Rooks Park on Walla Walla's east edge and many other recreation sites along the Snake and Columbia Rivers. All of these sites have free admission. When the U.S. Army Corps of Engineers began boat launching fees at area sites, it found that boat launching at fee sites decreased. People tended to go to a free boat launching facility if one existed within five miles. In addition, the NHS is not served by public transportation, so all visitors, other than those in tour groups or school field trips, must have their own transportation.

Population by Race & Hispanic Origin
Walla Walla County, 1994



Population % Change by Race/Hispanic Origin, Walla Walla County, 1980-1994

Source: Bureau of the Census



Recreational Resources

There are many recreational activities in the area for both summer and winter use. Trails entering the Umatilla National Forest are used for hiking, skiing, and biking. During the spring, summer and fall, there is trout fishing in the Touchet and Tucannon rivers in Washington, the South Fork of the Walla Walla River, and the Umatilla River in northeast Oregon. Hunting occurs in the Blue Mountains for upland game birds, deer, and elk. Camping is available at nearby Fort Walla Walla Park, Lewis and Clark Trail State Park, and Camp Wooten Environmental Learning Center, and there are more than 30 campgrounds located in the Umatilla National Forest. McNary National Wildlife Refuge offers hunting, fishing, hiking, and wildlife observation and study, and photography.

Whitman Mission National Historic Site is approximately 100 miles from several of the Nez Perce National Historical Park sites near Lewiston, Idaho. There are 24 separate sites that make up the national park along a 400 mile drive. One of these sites includes the mission established by Henry and Eliza Spalding, friends of the Whitmans. There is also a national natural landmark at Wallula Gap, formed by glacial-outburst waters that crossed the Channeled Scablands during the Spokane floods.

Golf, tennis, and other sports are offered at facilities in the Walla Walla Valley. The U.S. Army Corps of Engineers has a variety of parks and recreation areas created adjacent to its hydroelectric and flood control projects. Rooks Park and Bennington Lake along Mill Creek on the east edge of Walla Walla is the nearest U.S. Army Corps of Engineers area, and offers picnicking, fishing, and hiking. Parks are also available for activities in the City of College Place and Walla Walla. Pioneer Park is Walla Walla's largest park and offers a duck pond, aviary, tennis, baseball and soccer facilities, and a turn-of-the-century bandstand. The City of Walla Walla has over 350 acres of park land, and over 15 community and neighborhood parks.

There are a number of historic attractions within 30 miles of Whitman Mission. Most of these date from the late 19th century. In Walla Walla, the Fort Walla Walla Museum complex covers 15 acres that were part of the military reservation in the middle to late 1800s. Highlights include 16 vintage buildings in the Pioneer Village, an 1867 one-room school, and a cavalry/Native American cemetery. A commercial campground is located near Fort Walla Walla Museum complex. Kirkman House, built in 1880 by prominent civic leader William Kirkman, is a Victorian home built in the Italianate style. It is located near the Walla Walla Chamber of Commerce in downtown Walla Walla.

Dayton, Washington, 30 miles northeast of Walla Walla contains many buildings on the National Register of Historic Places. The Dayton Depot built in 1881 and used until 1971 is the oldest railroad depot in the state. It has been restored with turn-of-the-century furnishings. The Columbia County Courthouse, built in 1886, is the oldest in the state still in use for county government. The Bruce Memorial Museum in Waitsburg, Washington, is another restored home of early pioneers. The Frazier Farmstead Museum is located in Milton-Freewater, Oregon, 12 miles south of Walla Walla. This National Register site includes a 100 year old home with original furnishings, six outbuildings, two barns, and gardens that feature heirloom flower, shrub and tree species.

Scenic Resources

The scenery immediately surrounding Whitman Mission is composed primarily of cropland and pastures. The open character of rural landscape is occasionally broken by trees along water courses, and shelterbelts between farms and around residences. From the NHS, visitors can see the rolling farmland of

the Palouse to the north. To the east, the Blue Mountains create a backdrop to the agricultural setting. The smaller and rounder hills, named the Horseheaven Hills, can be seen to the south and west. Visually, the changing of the seasons are marked by the agricultural operations, and variety and color of crop currently grown. The agricultural setting is scenic and compatible with the historic setting and interpretation of the national historic site.

Approximately 93% of the land in Walla Walla County is considered farmland (Clements 1989: p.170). The importance of the agricultural setting to residents of Walla Walla County is specifically mentioned in the *Walla Walla County, Urban Area Comprehensive Plan*. During public meetings for the plan's development, the public ranked the issue of agricultural land preservation as the top priority. The document states the following:

This support cut across all neighborhoods both rural and urban in character. Even people from leapfrogging subdivisions supported it.

Though the document states that agriculture will continue to be the “heart of the Walla Walla economy,” it also mentions the threat of the spread of residential uses into agricultural areas. However, the document also stated the overwhelming public support in favor of compact growth.

Over 90% of attendees appreciated the need and efficiencies associated with developing vacant land closest to the cities before it occurs elsewhere.

The primary route between Walla Walla and Pasco, Kennewick and Richland, Washington is U.S. Highway 12. It passes one-half mile north of Whitman Mission, and at that point there is an interpretive pull-off. The sign, entitled “Wai-i-lat-pu,” contains a brief summary of the Whitman Mission story and has a view of the Memorial Shaft a half-mile away in the NHS. The sign was a cooperative effort of the National Park Service, Washington State Parks and Recreation Department and the Walla Walla Kiwanis Club. A Heritage Corridor Management Plan for U.S. Highway 12 from the Snake River Bridge to Walla Walla was completed in 1998. Designation as a national scenic byway has not been pursued.

Visual Analysis

During the public scoping period, the potential for incompatible land uses surrounding the national historic site was defined by the public as an issue to be addressed by the GMP planning team. The historic scene is important to both the character and interpretive mission of the NHS. Adjacent agricultural lands are compatible with this setting. However, as mentioned earlier in the “Regional Context” section, current zoning allows a wide variety of permitted land uses, including subdivision of agricultural land into 10 acre single family lots, which is already occurring around the NHS.

A visual analysis was begun by the planning team in the spring of 1998. The purpose of this analysis was to define and document the views most important to visitor experience. It provides the NHS with a planning tool to help identify sensitive areas. Information produced by this analysis presents an opportunity for further dialogue between staff at NPS, Walla Walla County Planning Department, and park neighbors, to help to protect the historic scene at Whitman Mission. While the viewshed analysis component has been eliminated from the final plan, the protection of the historic setting of Whitman Mission remains an important issue for park staff and management.

Existing Park Development and Programs

Roads and Parking

The NHS has approximately one and seven-tenths miles of paved surfaces, including roads and parking lot. The roads include the park entrance road which provides public access to the west side of the NHS from U.S. Highway 12. One service road leads to the park residence and maintenance shop.

There is one parking lot. It can hold a total of 43 cars, and 3 buses, recreation vehicles or both. Of the 43 total car spaces, 4 spaces are accessible for persons with disabilities. Sidewalks follow the outer edges of the parking lot, with ramps for wheelchairs. There are 207 signs for safety and interpretation located throughout the NHS on roads, trails, and boundaries.

Whitman Mission National Historic Site Entrance Road

A portion of Swegle Road from U.S. Highway 12 to the junction of Whitman Mission Road (approximately one-half mile in length), and the entire length of the Whitman Mission Road (the old county road) from the boundary of the Whitman Mission NHS west to Swegle Road (approximately one-quarter mile in length), is owned by the United States in fee simple title. These two road sections together create the entrance road for the NHS and are managed and maintained by the National Park Service as part of Whitman Mission National Historic Site. The total road ownership, conveyed by Walla Walla County to United States in 1961, includes five and six-tenths acres of land involving a road corridor 60 feet wide. South of the intersection with Whitman Mission Road, Swegle Road is owned and maintained by Walla Walla County.

On each side of the park entrance road, privately owned lands abut United States property (right-of-way). When the county ownership of the road corridor was conveyed to the United States in 1961, landowners owning adjacent lands along the road were allowed access to their properties. Today, these access points are utilized for agricultural and residential purposes.

The County transferred the road to the NPS in 1961 and zoned the land along Swegle Road as a “parkway.” This designation prevented any commercial activity as defined by county regulations at the time for a distance of 100 feet on each side of the road. The parkway zoning designation was dropped when the current zoning code was adopted in 1967.

With the expiration of the special use agreement concerning county road maintenance, the Federal Government is now responsible for road and bridge maintenance on this entrance road. A 1992 agreement with Washington Department of Transportation called for improvements to be made at the intersection of the park entrance road and U.S. Highway 12. This was accomplished during 1994.

Trails

There are approximately one and four-tenths miles of concrete trails within the NHS. Several trails lead to interpretive sites. These include a loop trail of approximately 2,500 feet that leads from the visitor center to the mission sites, and Millpond. The trail continues approximately 4,800 feet from the visitor center to the Great Grave, Pioneer and Indian Cemetery, Memorial Shaft, and Alice Clarissa’s memorial, along the base of the Memorial Hill.

An unpaved trail currently crosses the southern portion of the NHS to the land owned and managed by the Washington Department of Fish and Wildlife along the Walla Walla River.

An unpaved administrative road track is located along the diversion ditch in the north section of park.

Buildings and Facilities

The NHS has three major structures: the visitor center, a maintenance shop, and one residence. The “Mission 66” visitor center, built in 1962, was completely rehabilitated and enlarged in 1988. The building now encompasses approximately 6,900 square feet. Approximately 6,300 square feet is public use space, comprising a museum, multi-purpose room/theater with 76 moveable chairs, public restrooms, and a lobby with an integral cooperating association sales area. The remaining 600 square feet areas contain staff offices, a library, kitchen, restroom, computer network room, and storage and utility areas. In the spring of 1998, the curatorial/archive room was redesigned to make more efficient use of space and to provide work space for NHS staff.

The original NHS maintenance shop was built in the early 1960s. In 1997, the “Mission 66” maintenance shop was completely rehabilitated and enlarged. The building now encompasses approximately 3,500 square feet of interior usable space. The building is divided into four sections including equipment storage, office, warehouse, multi-purpose work areas, and restroom. Staff parking areas are located next to the maintenance shop, as well as staff use of the main parking lot adjacent to the visitor center.

The NHS residence is located by the NHS maintenance shop, north of the visitor center. It was built in 1963 to provide an on-site residence. Presently, it is a Category I, Required Occupancy residence, though use may change in the future. The house has three bedrooms, a single car garage, and is 1250 square feet.

Three other small structures are located in the NHS, including a 12 foot by 16 foot (metal) hazardous waste storage shed, and two wooden storage sheds 10 feet by 16 feet; one at the NHS residence, and the other at the maintenance shop.

In addition to these facilities, the park staff also maintains an irrigation ditch through the NHS, including associated pumping stations and valve boxes.

The NHS has a picnic area with 10 picnic tables, but no shelters or grills. The picnic area is surrounded by black locust (*Robinia Pseudoacacia*), Norway maple (*Acer platanoides*), sumac (*Rhus spp.*), American sycamore (*Platanus occidentalis*) and apple trees (*Malus spp.*) in an area approximately 21,780 square feet and is accessible by the parking lot and sidewalks/trail system.

Utility Systems

The NHS is served by power from Pacific Power and Light Company (an investor owned utility). The Centrex telephone system serving the NHS is through the General Services Administration (Federal Government). Approximately 98% of the utility lines run underground through the NHS. The remaining 2% will stay above ground. The maintenance shop and visitor center are connected to a fiber optics system installed in 1997-1998, which provides network capabilities between the two distant buildings. Although not presently connected, fiber optics conduiting has been installed and terminated outside of the NHS residence, allowing a future tie to the NHS’s computer network. Fire hydrants are located above ground in three locations, one at the maintenance area, and two around the visitor center. All of the NHS buildings (except for a hazardous materials shed and two woodsheds) are on NHS-maintained potable water system, septic/drainfield systems. These systems are adequate to meet both present and future anticipated needs of both visitors and park staff. If visitation increases substantially, frequency of septic system maintenance would need to increase.

Summary of Public Involvement

For a complete summary of public involvement, please refer to the “Public Involvement” chapter in the final *Whitman Mission National Historic Site General Management Plan and Final Environmental Impact Statement*, May 2000. Information includes information on scoping meetings, the distribution and notice of availability of the draft general management plan and environmental impact statement, public workshops held on the draft general management plan and environmental impact statement, and finally, written comments and responses by the National Park Service.

List of Preparers and Cooperating Entities

Planning Team Composition and Functions

- Mr. Francis T. (Terry) Darby
Superintendent, Whitman Mission National Historic Site, NPS, Walla Walla, Washington, Park Management and Policy Issues
- Mr. Keith Dunbar
Project Manager, Planning and Partnerships, Columbia Cascades Support Office (CCSO), NPS, Seattle, Washington, Planning Team Leader/Overall Project Coordination
- Mr. Jere Krakow
Superintendent, Long Distance Trails Office, Salt Lake City, Utah, Oregon Trail Issues and Coordination
- Mr. Roger Trick
Chief of Interpretation and Resource Management, Whitman Mission National Historic Site, NPS, Walla Walla, Washington, Interpretation, Visitation and Natural Resource Issues
- Mr. Bruce Hancock
Chief of Maintenance, Whitman Mission National Historic Site, NPS, Walla Walla, Washington, Maintenance and Safety Issues
- Ms. Gloria La France
Administrative Officer, Whitman Mission National Historic Site, NPS, Walla Walla, Washington, Administrative Issues
- Ms. Linda Baker
NEPA Compliance Program Leader, CCSO, NPS, Seattle, Washington, Environmental Impact Statement and NEPA Compliance Coordinator
- Ms. Cathy Gilbert
Historical Landscape Architect, CCSO, NPS, Seattle, Washington, Cultural Resources Compliance Coordinator and Cultural Resource Issues
- Ms. Peggy Dolinich
Interpretive Specialist, CCSO, NPS, Seattle, Washington, Interpretation Issues
- Ms. Arlene Yamada
Administrative Support Assistant, CCSO, NPS, Seattle, Washington
- Mr. Erv Gasser
Natural Resource Specialist, CCSO, NPS, Seattle, Washington, Natural Resources Compliance Coordinator and Natural Resource Issues

Mr. Rick Wagner

Chief, Land Resources Program Center, CCSO, NPS, Seattle, Washington, Analysis of Lands Issues and Boundary Modification Issues

Ms. Cheryl Teague

Landscape Architect, CCSO, NPS, Seattle, Washington, Visual Analysis Issues, Scenic Resources and Public Involvement; Draft GMP/EIS Layout, Design, and Production; Newsletter Editor and Production

Mr. Armand Minthorn

Confederated Tribes of the Umatilla Indian Reservation, Pendleton, Oregon

Consultants

Mr. Don Kodak

Interpretive Planner, Harpers Ferry Center, NPS, Harpers Ferry, West Virginia, Interpretive Issues

Mr. Craig Dalby

Geographic Information Systems (GIS) Specialist, CCSO, NPS, Seattle, Washington, Spatial Analysis and Cartography

Ms. Emily McLuen

GIS Specialist, CCSO, NPS, Seattle, Washington, Spatial Analysis and Cartography

Mr. Wayne Hill

Realty Specialist, Land Resources Program Center, CCSO, NPS, Seattle, Washington, Analysis of Lands Issues and Boundary Modification Issues

Dr. Fred York

Anthropologist, CCSO, NPS, Seattle, Washington, Information on Tribal Groups

Mr. Jim Thomson

Archeologist, CCSO, NPS, Seattle, Washington, Archeology Issues

Mr. Kent Bush

Curator, CCSO, NPS, Seattle, Washington, Curatorial Issues

Mr. Laurin Huffman

Regional Historical Architect, CCSO, NPS, Seattle, Washington, Cultural Resource Issues

Mr. Ronald Long

Soil Conservation Technician, Natural Resources Conservation Service, USDA, Walla Walla, Washington.

Ms. Karen Andres
Intern, Geographer, CCSO, NPS, Seattle, Washington, Review of Draft Document.

Mr. Rocky Ross,
Fish and Wildlife Biologist, Washington State Department of Fish and Wildlife, Pasco, Washington

Other Cooperating Entities

Ms. Darcey Fugman-Small
Director, Walla Walla County Regional Planning Department, Walla Walla, Washington

Mr. Dick R. Williams
Administrative Assistant, Department of Public Works, Walla Walla County, Washington

Mr. Robert C. Martin
Manager, Development Services, City of Walla Walla Planning Department, Walla Walla,
Washington

Mr. Pete Reid
Assistant to the President, Whitman College, Walla Walla, Washington

Appendices

- Appendix A: Whitman Mission National Historic Site Legislation
- Appendix B: Analysis of Boundary Adjustment and Land Protection Criteria
- Appendix C: Supplemental Bibliography
- Appendix D: Acronyms
- Appendix E: Record of Decision

Appendix A: Whitman Mission National Historic Site Legislation

AN ACT

To provide for the establishment of the Whitman National Monument.

June 29, 1936
(H.R. 7736.)
(Public, No. 840)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized and directed to acquire, on behalf of the United States, by gift, the site of the Indian Mission established in 1836 by Marcus Whitman on the Walla Walla River in what is now Walla Walla County, Washington together with additional land, including a right-of-way to the nearest highway, as the Secretary may deem necessary to carry out the purposes of this Act.

Whitman National Monument, Wash. Acquisition of site of Indian mission, etc.

Sec. 2. The property acquired under the provisions Section 1 of this Act shall constitute the Whitman National Monument and shall be a public national memorial to Marcus Whitman and his wife, Narcissa Prentiss Whitman, who here established their Indian mission and school, and ministered to the physical and spiritual needs of the Indians until massacred with twelve other persons in 1847. The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of such national monument, and shall maintain and preserve it for the benefit and enjoyment of the people of the United States.

Establishment of national monument.

Administration, etc. Vol. 99.p. 585

Sec. 3. Any State, or political subdivision thereof, organization or individual may, with the approval of the Secretary of the Interior, erect monuments or place tablets within the boundaries of the Whitman National Monuments.

Erection of monuments or placing of tablets.

Sec. 4. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

Appropriation authorized.

Approved, June 29, 1936.

72 Stat.)

Public Law 85-388

An Act

To facilitate the administration and development of the Whitman National Monument, in the State of Washington, by authorizing the acquisition of additional land for the monument, and for other purposes.

May 1, 1958
(S. 1118)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, for the purpose of including within Whitman National Monument, Washington, certain properties that are of historic significance in connection with the monument area and which are needed to provide suitable monument facilities, the Secretary of the Interior is authorized to procure not to exceed fifty acres of Land adjacent to the existing monument and a right-of-way there from United States Highway 410, using therefor any land acquisition funds available for purposes of the national park system, such property to be acquired in such manner as the Secretary shall consider to be in the public interest. Following the acquisition by the United States of land for addition to the monument pursuant to this Act, such addition shall be effective in each instance upon the publication of notice thereof in the Federal Register.

Whitman National
Monument. Wash.

Publication in
F.R.

Approved May, 1958.

Public Law 87-471
87th Congress, H. R. 9805
May 31, 1962

AN ACT

76 STAT.

90

To change the name of Whitman National Monument to Whitman Mission

National Historic Site

Be it enacted by the Senate and House of Representatives of the
Whitman

United States of America in Congress assembled, That effective January 1, 1963, the Whitman National Monument, established pursuant to the Act of June 29, 1936 (49 Stat. 2028; 16 U.S.C 433k-433m), shall be known as the Whitman Mission National Historic Site.

Approved May 31, 1962.

Appendix B: Analysis of Boundary Adjustment and Land Protection Criteria

As one of the provisions of Public Law 95-625, the National Parks and Recreation Act of 1978, Congress directed that the National Park Service 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 NPS to consult with affected agencies and others regarding a proposed boundary change, and to provide a cost estimate of acquisition cost, if any, related to the boundary adjustment.

These legislative provisions are implemented through NPS *Management Policies* which state that the NPS will conduct studies of potential boundary adjustments and may make boundary revisions:

- To include significant resources or opportunities for public enjoyment related to the purposes of the park
- To address operational and management issues
- To identify by topographic or other natural features
- To protect park resources critical to fulfilling park purposes

National Park Service policies instruct that any recommendation to expand park boundaries be preceded by determinations that the added lands will be feasible to administer considering size, configuration, ownership, cost and other factors, and that other alternatives for management and resource protection have been considered and are not adequate.

The following is a review of the criteria for boundary adjustments as applied to Whitman Mission National Historic Site (NHS):

1) Significant Resources or Opportunities for Public Enjoyment Related to the Purpose of Whitman Mission National Historic Site

The farmland protection approach outlined in the general management plan could greatly assist in preserving the open character of the surrounding agricultural lands and enable park visitors to appreciate fully the overall setting of the park and historic landscapes related to Whitman Mission.

2) Operational and Management Issues Related to Access and Boundary Identification by Topographic or other Natural Features

The current park boundary is mainly rectangular in shape and does not provide the optimal boundary configuration to protect cultural, natural and scenic resources. Portions of the historic Whitman Mission are located on private land to the west of the park boundary. Riparian areas along the Walla Walla River immediately to the south of the park are not within the boundary. Finally, views to the Whitman Memorial atop Memorial Hill as seen from the U.S. Highway 12 interpretive panel and along the main park entrance road are not now protected. Neither is the surrounding agricultural setting as viewed from the top of Memorial Hill.

However, it is not necessary to expand the park boundary to provide the desired protection of these resources. The general management plan calls for a private land trust to work cooperatively with area landowners on a voluntary basis to acquire conservation easements on adjacent farmland to keep the land

in farm use and to retain the open character of the land. Protection of these lands through conservation easements will be compatible with the public purpose of Whitman Mission National Historic Site.

Lands to the south of Whitman Mission along the Walla Walla River are owned and managed by the State of Washington and are managed by the Washington State Department of Fish and Wildlife for wildlife habitat and conservation purposes. This existing management is compatible with park purposes and mission.

3) Protection of National Historic Site Resources and Fulfillment of Park Purposes

The general management plan calls for the voluntary acquisition of conservation easements on adjacent properties by willing sellers by a nonprofit land trust or other entity. The acquisition of conservation easements would acquire the development rights to land, thus retaining the land in its current open character, promoting the retention of traditional agricultural uses, and precluding the subdivision of land into small lot residential subdivisions and other uses. These actions will assist in protecting the rural scene and the open character of lands surrounding Whitman Mission National Historic Site, while retaining private ownership and traditional agricultural use of the land.

Thus, National Historic Site resources can be protected through this proposal without expanding the park boundary to do so. However, the realization of these goals is contingent upon the support of area landowners and their willingness to sell or convey a conservation easement on their land and the identification of a private land trust to step forward and assist Whitman Mission NHS in the protection of surrounding farmland.

4) Feasibility to Administer the Land Added through Boundary Adjustment

No boundary change is proposed under the general management plan. Conservation easements would be administered by a private nonprofit land trust. The National Park Service has the full capability to provide technical assistance to the land trust in the development of conservation easement language, and to assist in facilitating and coordinating discussions between the trust and area landowners as requested.

5) Protection Alternatives Considered

In addition to the proposed action, which became the general management plan, other protection alternatives were considered in the draft environmental impact statement (see the *Draft Whitman Mission National Historic Site General Management Plan and Environmental Impact Statement*, July 1999). The land protection options considered ranged from providing additional protection through more stringent land use controls through Walla Walla County government, to adding approximately 450 acres to the park boundary and applying a similar approach as the proposed action, including the voluntary acquisition of conservation easements or development rights from willing sellers. While the National Park Service certainly will have the full capability to work cooperatively with area landowners concerning the voluntary willing seller acquisition of conservation easements, the proposal to enlist the support of private land trusts, or other qualified entities, to assist in land protection adequately provides the necessary protection of farmland surrounding Whitman Mission without having to modify the park boundary to do so.

6) Proposed Additions to the National Historic Site Boundary and other Adjustments

No boundary changes are included in the general management plan. Regarding other adjustments, the general management plan will grant an easement to Walla Walla County on Swegle Road for the purposes of conveying the administration of the road to the county. While fee title ownership of the road will remain with the United States, the transfer of road administration to the county via an easement will allow the county to grant legal access to private property owners adjacent to the road for farm use, residential and other purposes.

Appendix C: Supplemental Bibliography

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Appendix D: Acronyms

American Indian Religious Freedom Act	AIRFA
Audio-visual	A/V
Comprehensive Management and Use Plan	CMP
Confederated Tribes of the Umatilla Indian Reservation	CTUIR
Conservation Reserve Enhancement Program	CREP
Conservation Reserve Program	CRP
Development Concept Plan	DCP
Environmental Impact Statement	EIS
Environmental Quality Incentive Program	EQIP
Full Time Equivalent	FTE
General Management Plan	GMP
Geographic Information System	GIS
Memorandum of Understanding	MOU
National Environmental Policy Act	NEPA
National Park Service	NPS
Native American Graves Protection and Repatriation Act	NAGPRA
Natural Resource Conservation Service (former Soil Conservation Service)	NRCS
Recreational Vehicle	RV
State Historic Preservation Office	SHPO
Statement of Findings	SOF
United States Fish and Wildlife Service	USFW
United States Geological Society	USGS
Whitman Mission National Historic Site	NHS
Wildlife Habitat Incentive Program	WHIP

Appendix E: Record of Decision

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

RECORD OF DECISION

FINAL ENVIRONMENTAL IMPACT STATEMENT
GENERAL MANAGEMENT PLAN

Whitman Mission National Historic Site
Washington

The Department of the Interior, National Park Service (NPS), has prepared this Record of Decision (ROD) on the final Environmental Impact Statement (EIS) for the General Management Plan (GMP) for Whitman Mission National Historic Site, Washington. This ROD is a statement of the decision made, other alternatives considered, public involvement in the decision making process, the basis for the decision, the environmentally preferable alternative, and measures to minimize environmental harm.

DECISION (SELECTED ACTION)

Whitman Mission National Historic Site (NHS) will implement Alternative C, identified as the action that best satisfies the Site and NPS missions, as well as the Site's long-term management objectives. Some actions remain consistent with those presented in the draft EIS. Others were modified in the final EIS to respond to public comments and concerns. The selected action recognizes both the need to protect natural and cultural resources and to provide appropriate opportunities for visitors and area residents.

Specific actions to be implemented under the selected action are summarized below:

The foundations of the original structures on the Mission Grounds will be delineated three-dimensionally to enhance visitor experience and education. Also on the Mission Grounds, the existing lawn will be removed and substituted with native grasses. The overall setting for the visitor experience of Memorial Hill and the Great Grave will be preserved as memorial and contemplative. Reconstructed wagon ruts and the placement of the pioneer wagon on the Oregon Trail will be maintained. In addition, NPS will take measures to formally sign the trail within the NHS with the official Oregon National Historic Trail logo, and will encourage congressional action to designate the Whitman Mission Route as an officially recognized branch of the Oregon Trail.

Native vegetation will be planted and sustained along Doan Creek, the oxbow of the Walla Walla River, and irrigation ditch. An integrated pest management plan will be prepared and implemented to address the plant, animal and insect pests within the NHS. The asphalt riprap lining along the bank at Mill Creek within the NHS will be removed and the bank will be revegetated.

The overall interpretation of the Mission Grounds will be enhanced, including the connection between the Mission Grounds and the former location of the Walla Walla River (river oxbow area). Existing audio sound box exhibits located on the Mission Grounds, Memorial Hill and the Great Grave will be removed to address problems of noise distractions to visitors and will be replaced with other interpretive media. A new interpretive audio-visual program will be developed for use in the auditorium to replace

both the 1976 movie and the 1978 slide program. Public access will be provided to the research library and archives for research work, projects, and inquiry about the Whitmans, mission life, the Cayuse people, and other topics related to Whitman Mission.

A new unpaved nature loop trail will be developed south of the Mission Grounds. This unpaved pedestrian trail will provide opportunities for self-guided nature walks the corresponding interpretive wayside exhibits and education materials about the flora and fauna of this riparian area and the natural forces of the changing Walla Walla River.

A range of general improvements will be made to the visitor center building. The visitor center and museum will be named and signed “Waiilatpu Visitor Center” to reflect its Cayuse name. Various remodeling projects will provide needed space for the public. Additional restroom space will be constructed adjacent to the existing public restroom. Additional exhibit and administrative space will be constructed. The selected action also includes a development concept plan that includes reconfiguring the main parking lot, adding a group shelter to the picnic area, adding several improvements to the visitor center entry, and construction of additional administrative space on the existing administrative wing. Reconfiguring the pedestrian access to the Oregon Trail and the Mission Grounds is also included.

Acquisition of conservation easements on properties adjacent to the national historic site will be encouraged on a voluntary basis by a non-profit land trust or other entity.

OTHER ALTERNATIVES CONSIDERED

Alternative A – The no-action alternative represents the continuation of existing conditions, including addressing any effects of activities impacting cultural resources through the Section 106 compliance process, in accordance with federal law. The overall scene of the NHS for the visitor would continue to be preserved as contemplative and reflective, in part due to the “park-like” treatment of the Mission Grounds. The NHS would be managed to promote the historic scene and to continue to allow natural processes to occur on land and river environs as long as they do not adversely affect the cultural resources and existing public facilities. No change to the current administrative facilities would be forthcoming.

Alternative B – This alternative represents a minimum level of improvements regarding visitor facilities and interpretation in order to make the visitor experience more rewarding and informative. Included in Alternative B would be the establishment of native grasses within the Mission Grounds to be more historically accurate and to help delineate the outline of the original building foundations, removing audio sound boxes and enhancing overall interpretation, moving two building walls within the visitor center to maximize exhibit space, enlarging restrooms, reconfiguring existing administrative space, improving access to Memorial Hill for the mobility impaired, expanding multi-lingual opportunities, reconfiguring parking space, and encouraging protection of the surrounding historic scene by Walla Walla County.

Alternative D – This alternative has many of the same general actions as Alternative C. In addition, at the Mission Grounds dirt paths would be established, the historic fence alignment would be re-established, and the orchard would be enlarge to be closer to historic size. Archeological research would be conducted to try to determine the exact location of the Whitman sawmill site. Cattle would again be grazed in the pasture and oxbow area to approximate the historic scene. A replicated Cayuse village would be located on the Walla Walla River floodplain. Adjacent to the maintenance area, a new administrative building would be constructed and administrative functions moved out of the visitor center creating additional space for interpretive functions, association sales area and exhibit space. Finally, to

protect the foreground viewshed and enable the NPS to acquire and hold conservation easements, a boundary adjustment of approximately 450 acres would be recommended for congressional authorization.

Actions common to all alternatives include keeping the required occupancy in the existing park residence, providing a photographic panoramic of the view from Memorial Hill for mobility-impaired visitors, coordinating with the staff of other Oregon Trail sites, completing a baseline inventory for the NHS, developing a Whitman Mission NHS Friends group, re-establishing Doan Creek, and planting native plants at the NHS when non-historic ornamental trees and shrubs die.

BASIS FOR DECISION

After careful consideration of public comments throughout the planning process, including comments on the draft EIS, the selected action best accomplishes the legislated purpose of the Monument and balances the statutory mission of the NPS to provide long-term protection of the Monument's resources and significance, while allowing for appropriate levels of visitor use and appropriate means of visitor enjoyment. The selected action also best accomplishes identified management goals and desired future conditions, with the fewest environmental impacts.

ENVIRONMENTALLY PREFERABLE ALTERNATIVE

The alternative which causes the least damage to the cultural and natural environment, and that best protects, preserves, and enhances resources is Alternative C.

MEASURES TO MINIMIZE ENVIRONMENTAL HARM

All practicable measures to avoid or minimize environmental impacts that could result from implementation of the selected action have been identified and incorporated into the selected action. Implementation of the selected action would avoid any adverse impacts on wetlands and any endangered or threatened species, or that would result in the destruction or adverse modification of critical habitat of such species.

PUBLIC INVOLVEMENT

Public comment has been requested, considered, and incorporated throughout the planning process in numerous ways. A Notice of Intent to prepare an EIS was published in the *Federal Register* on September 20, 1996 (vol. 61, no. 184, page 49481). In early August 1996, NPS produced a one-page newsletter that was made available to visitors at the NHS. The purpose of the letter was to inform visitors about the upcoming planning process and to provide an opportunity for the visitors to get on the NHS's mailing list. In October a comprehensive four-page newsletter was produced and distributed to 510 individuals on the NHS's mailing list. Additional copies were distributed throughout Walla Walla at public buildings including colleges, universities, clubs, libraries, and civic buildings. The purpose of that newsletter was to explain the planning process and encourage public participation in the process.

In addition, advertisements were published on October 20 and October 22 in both the daily *Walla Walla Union Bulletin* newspaper and the weekly *Buyline* newspaper, informing readers about the planning process including the dates, times, and location of the public meetings.

Two public scoping meetings were held in October 1996 in Walla Walla, WA, to assist in identifying issues to be addressed in the GMP/EIS. A total of 9 people attended the two meetings. In December

1996, a third meeting was held in Mission, OR. This meeting was with members of the Cultural Resources Committee of the Confederated Tribes of the Umatilla Indian Reservation (CTUIR). Another meeting with the CTUIR was held in April 1998, in Mission, OR, for the purpose of briefing the committee on a preliminary range of alternatives. The NPS received 6 written comments during the scoping period.

More than 250 copies of the draft GMP/EIS were mailed to government agencies, organizations and interested individuals in August 1999. In addition, the document was posted on the Internet and mailed to local libraries in the Walla Walla area. The EPA Notice of Availability was published in the *Federal Register* on September 3, 1999 (vol. 64, no. 171, pg. 48394). A Notice of Availability was also published by NPS on September 3 (vol. 64, no. 171, pg. 48419). In addition, advertisements in the *Buyline* and *Union Bulletin* in Walla Walla, and in the *Confederated Umatilla Journal* in Mission, OR, announced the release of the draft GMP/EIS stating times, location, and dates of the September 1999 public workshops. A total of 3,000 newsletters were printed that included a summary of the draft plan and information on the scheduled public workshops. Each newsletter included a postage-paid response form for people to use in submitting comments concerning the plan. Newsletters were also made available at the NHS visitor center and the Chamber of Commerce in Walla Walla.

Two public workshops were held in Walla Walla, WA, on September 29, and in Mission, OR, on September 30, 1999. In addition, a meeting with adjacent landowners was held on September 28, in Walla Walla. The purpose of the workshops was to offer the public an opportunity to meet with the NPS planning staff and discuss the draft GMP/EIS. More than 70 people attended the workshops.

The final GMP/EIS was released to the public on May 30, 2000. The EPA Notice of Availability of the final GMP/EIS was published in the *Federal Register* on June 16, 2000 (vol. 65, no. 117, pg. 37780); the NPS also published a Notice of Availability in the *Federal Register* on June 20, 2000 (vol. 65, no. 119, pg. 38300) and placed the document on the park website.

Consultation with the U.S. Fish and Wildlife Service, National Marine Fisheries Service, Washington State Historic Preservation Office, and the Advisory Council for Historic Preservation was conducted as part of the planning process.

The public comment period closed on November 12, 1999, but any comments received at the park by November 26 were included. A total of 28 pieces of written correspondence were received from government agencies, businesses, special interest groups and individuals. Of these, 16 were letters from individuals and agencies, 7 e-mail responses through the Internet, and 5 response forms from the newsletter. The final GMP/EIS included a summary of the comments received at the public workshops and a summary of the comments received from written responses. All 28 pieces of written correspondence were included in the final document.

Recommended: /s/ Francis T. Darby
Superintendent Whitman Mission National Historic Site

Date: 08/21/2000

Concurred: /s/ William C. Walters
Deputy Regional Director
Pacific West Region

Date: 08/25/2000

Approved: /s/ Patricia L. Newbacher for John J. Reynolds
John J. Reynolds, Regional Director
Pacific West Region

Date: 08/25/2000

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