National Park Service
U.S. Department of the Interior

Rosie the Riveter/ World War II Home Front National Historical Park

General Management Plan / Environmental Assessment

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Rosie the Riveter/World War II Home Front National Historical Park

Richmond, California; Lead Agency: National Park Service

ABSTRACT

The purpose of the *General Management Plan / Environmental Assessment* is to present and analyze alternatives for guiding the management of Rosie the Riveter/World War II Home Front National Historical Park for the next 15 to 20 years. The national historical park is a new unit of the national park system and was authorized by an act of Congress on October 24, 2000 (Public Law 106-352).

The *General Management Plan / Environmental Assessment* presents three alternatives for managing Rosie the Riveter/World War II Home Front National Historical Park.

The **"no-action" alternative, alternative A,** describes the existing park management and trends and serves as a basis for comparison in evaluating the two action alternatives. In the no-action alternative, visitors would continue to use self-guiding tools or join guided tours to see World War II home front historic sites and structures in Richmond, California. Each park site would continue to be adapted to accommodate contemporary uses. The National Park Service would continue to gather home front stories and operate a small self-service visitor orientation center at Richmond City Hall.

Alternative B would provide visitors with opportunities to explore Richmond's World War II-era historic sites and structures in order to experience the scale, diversity, and complexity of the American home front story. In this alternative, visitors would be able to view the exteriors and access some rehabilitated interiors of World War II-era structures, where artifacts, exhibits, and programs would connect visitors with park themes. The World War II Home Front Visitor/Education Center, located at the Ford Assembly Building, would interpret the national home front effort and orient visitors to Richmond's sites and stories.

In **alternative C**, the World War II Home Front Visitor/Education Center would serve as the focal point of the park. Visitors would have opportunities to explore the World War II Home Front Visitor/Education Center to learn about the impacts and legacy of the American World War II home front. The visitor/education center would present a diversity of stories from different communities across America and would provide in-depth educational and research opportunities to advance the understanding of this chapter of American history. Using self-guiding tools, visitors would be able to view Richmond's World War II home front sites and structures. Each park site would continue to be adapted to accommodate contemporary uses.

In consultation with the park's other cooperating partners, the National Park Service selected alternative B as its preferred alternative. Alternative B is also the environmentally preferable alternative.

Pursuant to the National Environmental Policy Act of 1969, this document analyzes the National Park Service actions for each of the alternatives. Based on issues and concerns identified during the public comment process, impact analyses focus on cultural resources, visitor use and experience, the social and economic environment, and transportation.

Readers are encouraged to send written comments on this plan to Superintendent Martha Lee, Rosie the Riveter/World War II Home Front National Historical Park, 1401 Marina Way South, Richmond, CA 94804; or submit comments through the National Park Service planning website at **http://parkplanning.nps.gov**. A 60-day comment period begins when notice is published in the local Richmond, California newspaper.

Rosie the Riveter/ World War II Home Front National Historical Park

General Management Plan / Environmental Assessment

U.S. Department of the Interior • National Park Service

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Chapter 1
Background

Introduction to the Park

WORLD WAR II HOME FRONT

As the United States entered World War II, 10 million people entered active military service, leaving behind both the civilian workplace and the rolls of the unemployed. However, fighting forces alone would not win the war—weapons, ammunition, airplanes, and ships would be needed as well. Industry, challenged to undertake a massive buildup to produce these supplies, aggressively began recruiting and training an effective workforce from the population left behind. America's home front was activated.

The American World War II home front represents an unprecedented scale of nationwide activity that resulted in profound changes to the country and its citizens: women's roles were forever changed, minorities "cracked open" the door to equal rights, and employer-sponsored health care programs began to evolve. The country itself began to develop a more cohesive identity, as citizens migrated to new areas and intermingled with others from around the nation. America emerged as a world power, bringing new challenges to its citizens. World War II was indeed a watershed event—America would never be the same.

"Rosie the Riveter" was a phrase coined to help recruit female civilian workers and came to symbolize the workforce that was mobilized to fill the gap. "Wendy the Welder" became another symbol—in real life she was Janet Doyle, a welder working in the shipyards of Richmond, California. Women faced some initial resistance from employers while people of color encountered more lengthy resistance; but ultimately all were brought into the home front workforce. Rosie the Riveter has survived as the most remembered symbol of the civilian workforce that helped win World War II; this symbol continues to have a powerful resonance among both women and men throughout the United States.

The employment opportunities that opened up for women and people of color during World War II were unprecedented. Nationwide, 6 million women entered the workforce. African Americans, Asians, Hispanics, and Native Americans were eventually employed to work side-by-side with whites in specialized, high-paying jobs. Women and people of color earned more money than they ever had before and mastered job skills that had been predominately performed by white men up until then.

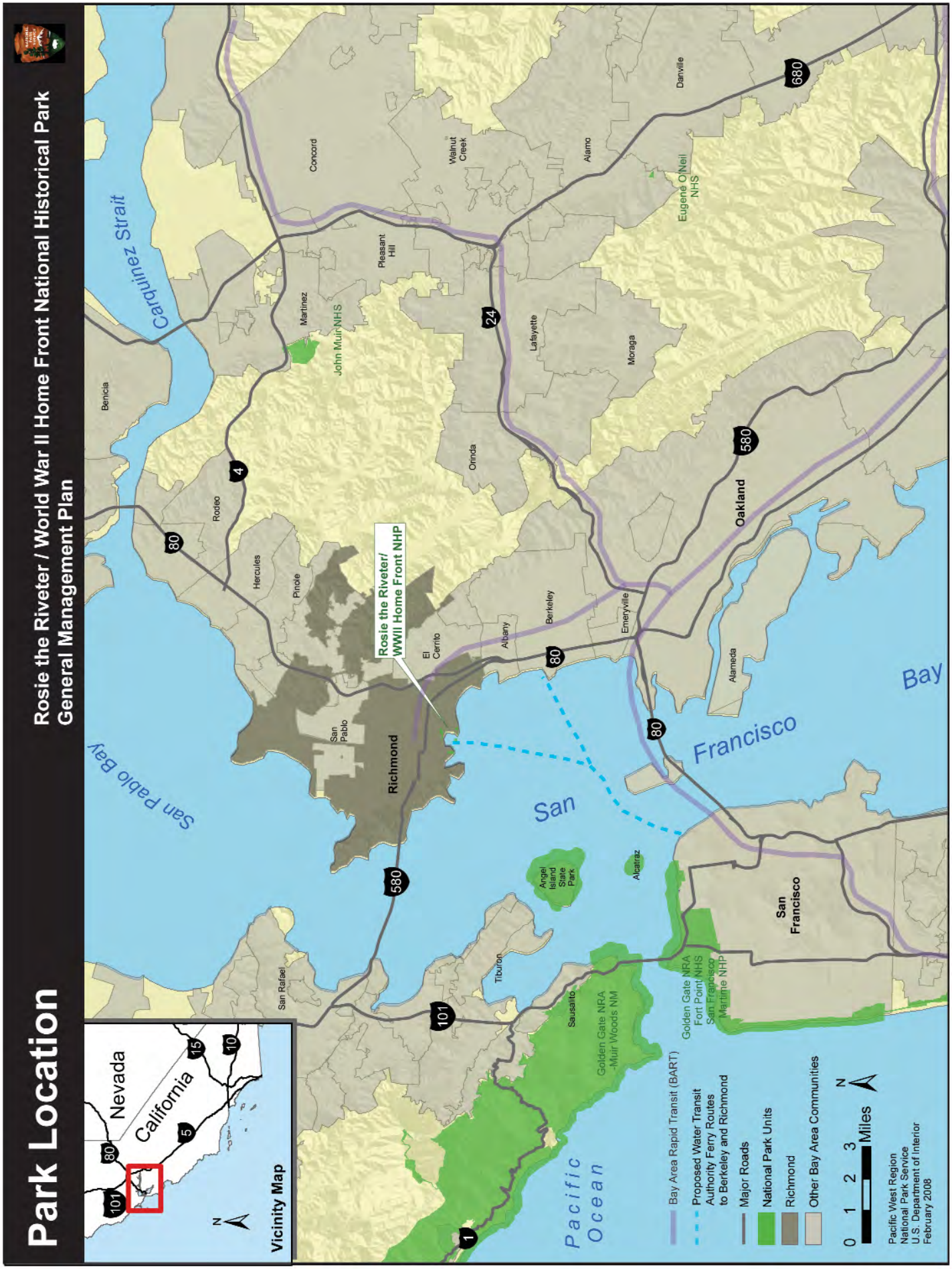
A Nation Unites

The World War II Home Front

Shipyard workers, Richmond, CA

On December 8, 1941, President Roosevelt announced the beginning of an effort unparalled in our nation's history. Regardless of economic position or ethnic background, Americans responded to the attack on Pearl Harbor in the same way—with shock, horror, and conviction to work in whatever way necessary to support the war effort. Aided by posters, pamphlets, film reels, and other government messages designed to elevate the needs of a nation beyond personal risk, citizens were united in a common purpose—victory.

Private industry retooled to take advantage of government contracts. In Richmond, California, Ford Motor Company converted their operations to make jeeps and outfit tanks. With men leaving for the military, positions were left vacant in industries that were vital to a nation at war. New employment opportunities were created for women and minorities within war-related industies. Those available to work mobilized, causing a great demographic shift from rural areas to industrial centers located mainly on the coasts.


Park Location
Rosie the Riveter / World War II Home Front National Historical Park
General Management Plan
Vicinity Map
Nevada
California
Carquinez Strait
San Pablo Bay
San Francisco Bay
Pacific Ocean
Benicia
Martinez
John Muir NHS
Concord
Pleasant Hill
Walnut Creek
Alamo
Danville
Eugene O'Neil NHS
Rodeo
Hercules
Pinole
San Pablo
Richmond
Rosie the Riveter/ WWII Home Front NHP
El Cerrito
Albany
Berkeley
Emeryville
Orinda
Lafayette
Moraga
Oakland
Alameda
San Francisco
Alcatraz
Angel Island State Park
Tiburon
Sausalito
Golden Gate NRA -Muir Woods NM
Golden Gate NRA Fort Point NHS San Francisco Maritime NHP
San Rafael
Bay Area Rapid Transit (BART)
Proposed Water Transit Authority Ferry Routes to Berkeley and Richmond
Major Roads
National Park Units
Richmond
Other Bay Area Communities
0 1 2 3 Miles
N
Pacific West Region
National Park Service
U.S. Department of Interior
February 2008

Many of the home front industries were set up at the nexus of railroad lines and harbors where materials could be assembled and shipped overseas. The defense industry buildup across the nation led to the development of national recruitment efforts and a large-scale migration of workers. As a result, the cities where the World War II industries mobilized were confronted with overwhelming demands for housing, transportation, community services, shopping, and the need for expanded infrastructure to support these basic services.

Richmond, California was ideally situated as a West Coast rail terminus on San Francisco Bay, opening to the Pacific Ocean. By 1942, four shipyards had been built in Richmond; soon the city was home to some 55 war-related industries. A World War II "boomtown," Richmond grew dramatically during the war, from a pre-war population of fewer than 24,000 to approximately 100,000 at the war's end. Available jobs in Richmond attracted people from all over the country.

To enable 24-hour production, the largest employers and the public sector cooperated to provide unprecedented round-the-clock child care, food service, health care, and employee services. However, despite these efforts, many workers had to settle for marginal housing, long lines at stores, and lengthy commutes—and most Americans made many other home front sacrifices, as well.

The World War II home front experience involved many day-to-day adjustments to support the war effort. Strategic materials such as metal, paper, waste fat, nylon, silk, and rubber were collected and recycled. Twenty common commodities, including gasoline, sugar, coffee, shoes, butter, and meat, were carefully rationed. Tires, cars, bicycles, vacuum cleaners, waffle irons, and flashlights had to last because they were no longer manufactured. People were asked to "Use it up—Wear it out—Make it do, or—Do without." Victory gardens cropped up everywhere. Many Americans bought war bonds. Women replaced men in professional sports leagues, orchestras, and other community institutions.

Working conditions on the home front could be difficult and dangerous and took a very high toll. A January 21, 1944, New York Times article noted: "Industrial casualties (women and men) between [the bombing of Pearl Harbor on December 7, 1941] and January 1st of this year aggregated 37,500 killed, or 7,500 more than the military dead, 210,000 permanently disabled, and 4,500,000 temporarily disabled, or 60 times the number of military wounded and missing." While the ultimate U.S. casualty count on the battlefront reached 295,000, the additional casualties on the home front represented the complete price Americans paid for victory.

A Nation Unites
Everyone Does their Part

Wartime industries ranged from weaponry production to childcare and laundry services for those busy in the factories.

"I think most everybody who worked there felt that there was a job that had to be done. I mean, there was a war to be won, and everybody had a job to do to help win that war, although it might not seem to relate too much to the war. "

--Patricia Buls,
Junior Engineer,
Kaiser Shipyards,
Richmond, CA

Although most people felt that they were just doing their part and that there was nothing extraordinary about their efforts, some had a sense of their role in history.

"We were living in a special time and place. There was an energy in the air and in the people. We were wanted and needed and important to the war effort."

--Delana Jensen Close,
Howitzer Maker,
Yuba Manufacturing Co.
Benicia, CA

Poster, from the US Employment Manpower Commission, 1944

War-related industry jobs peaked in early 1945 and began to shut down as the last battles of the war were fought. After the war, jobs for women and people of color diminished dramatically. Post-war jobs were largely reserved for returning servicemen. Public messages were rephrased—once telling women to come to work, the new messages advised them that their appropriate roles were now at home. Many, however, had found a new sense of freedom and independence that they were not willing to give up. There also was the expectation that those who relocated to the home front industrial sites would return to the places from which they had come—most of these migrants, however, were determined to stay in their new locations. America was changed forever.

ESTABLISHING THE NATIONAL HISTORICAL PARK

The City of Richmond has long recognized the national significance of their World War II history and the value of preserving the historic features of Richmond Shipyard No. 3* for future generations. Beginning in 1997, the City Council passed unanimously Resolution 203-97 authorizing the submittal of a National Register of Historic Places nomination and a California Historic Landmark designation for Shipyard No. 3.

In 1998, Congressman George Miller introduced HR 4483 that provided for a feasibility study to be completed by the National Park Service to determine whether the Rosie the Riveter Memorial was suitable for designation as a National Park Service affiliated site. The findings by the National Park Service identified that it was feasible, suitable, and appropriate to designate the Rosie the Riveter Memorial as an affiliated area in the national park system. In addition, the study identified that the entire publicly owned areas formerly occupied by the Kaiser Shipyards and the Ford Assembly Building could be established as the Rosie the Riveter/World War II Home Front National Historical Park.

In 1999, the Richmond City Council unanimously passed Resolution No. 129-99 expressing the city's support for the establishment of a national historical site in partnership with the National Park Service.

Then, in 2000, Richmond's City Council unanimously passed two additional resolutions: No. 46a-00 (March 21, 2000) and No. 64-00 (April 18, 2000). These stated that, if the national historical park were established, it would be public policy that any future development and use of Shipyard No. 3 would be compatible with the continued preservation of intact historic resources and with public access to such resources. (See appendix A for a list of city resolutions related to the national historical park.)

In 2000, President William Jefferson Clinton signed Public Law 106-352 establishing Rosie the Riveter/World War II Home Front National Historical Park (see appendix B). Congress recognized that Richmond, California retained the largest collection of intact historic sites and structures that could be preserved and used to tell the stories of the American World War II home front. The national historical park was established—

> *In order to preserve for the benefit and inspiration of the people of the United States as a national historical park certain sites, structures, and areas located in Richmond, California, that are associated with the industrial, governmental, and citizen efforts that led to victory in World War II...*

Establishment of the national historical park in Richmond, California acknowledges the important role played by the city and the significant contributions and sacrifices of its citizens—and it commemorates the efforts of countless Americans in cities and towns across the nation who made similar contributions and sacrifices to achieve victory in World War II.

*Shipyard No. 3 is often referred to locally as Terminals 5, 6, and 7.

COOPERATING PARTNERS

Rosie the Riveter/World War II Home Front National Historical Park consists of sites, structures, and open spaces in Richmond, California that are associated with the industrial, governmental, and citizen efforts that led to victory in World War II. The park was conceived as a partnership park, with many different entities involved in both preserving the Richmond World War II home front and providing services to support visitor experiences. In addition to the City of Richmond, these cooperating partners include owners of historic resources; individuals, organizations and businesses; nonprofit organizations that support the mission of the park; local, regional, and state governmental entities; and the National Park Service. More partners are expected to become involved as the park continues to evolve.

The City of Richmond, California owns and maintains many of the historic structures and sites that are in the national historical park. The historic portion of Richmond Shipyard No. 3, consisting of graving basins/dry docks and five historic shipyard buildings, is the largest of all the sites. Closer to the city center is historic Richmond Fire Station 67A, which continues to operate as a firehouse.

In 2000, the city constructed and dedicated a memorial to Rosie the Riveter. Both the memorial and the park land around it have been included in the national historical park. Also, numerous waterfront parks provide views of the areas where the Kaiser Shipyards were located. These open spaces include Barbara and Jay Vincent Park, Shimada Peace Memorial Park, Sheridan Observation Point Park, Lucretia Edwards Park, and a portion of the recently developed Bay Trail/Esplanade.

The Ford Assembly Building is in private ownership. The City of Richmond and the current property owner have worked to preserve major historic elements on the exterior of the building. The interior is being used for adaptive contemporary uses.

Contra Costa County owns the historic Maritime and Ruth C. Powers child development centers. Until recently, both centers had been used for child care continuously since World War II.

The Richmond Museum Association owns and operates the SS *Red Oak Victory* that was built in Richmond at Kaiser's Shipyard No. 1. Regularly scheduled tours of the SS *Red Oak Victory* are available at its berth in Shipyard No. 3. The association also operates the Richmond Museum of History. Although the museum is not included in the legislation, its mission complements the purposes of the national historical park.

A Nation Unites
Rosie the Riveter

Woman drilling on the side of a bomber

During World War II, "Rosie the Riveter" became the catch phrase to represent the women who worked in defense industries. In 1942, the phrase became popular nationwide when the Four Vagabonds released a song entitled "Rosie the Riveter."

All the day long,
Whether rain or shine,
She's a part of the assembly line.
She's making history,
Working for victory,
Rosie the Riveter.
Keeps a sharp lookout for sabotage,
Sitting up there on the fuselage.
That little girl will do more than a male will do.
Rosie the Riveter.
Rosie's got a boyfriend, Charlie.
Charlie, he's a Marine.
Rosie is protecting Charlie,
Working overtime on the riveting machine.
When they gave her a production "E,"
She was as proud as she could be.
There's something true about,
Red, white, and blue about,
Rosie the Riveter.

Redd Evans and John Jacob Loeb,"Rosie the Riveter," (New York: Paramount Music Corp., 1942)

The Rosie the Riveter Trust was established in 1999 and helps support the preservation and interpretation of the historic resources that are now part of Rosie the Riveter/World War II Home Front National Historical Park. It also is the designated cooperating association for the park.

The National Park Service brings national focus and attention to the World War II-era resources of Richmond. The Park Service contributes to leveraging grants and endowments to other cooperating partners and provides technical assistance in preserving historic resources and telling the American home front stories. The National Park Service also plays a key role in facilitating existing partnerships and in developing new partnerships that provide for mutual benefit among participants and support the park's legislated mandates.

Purpose of and Need for the Plan

This general management plan provides a direction for the management of Rosie the Riveter/World War II Home Front National Historical Park during the next 20 years. It provides a framework for decision making and problem solving.

Additional detailed plans, studies, and compliance documents may be required before some of the proposed conditions are achieved.

This draft general management plan / environmental assessment presents and analyzes three alternative visions for the management and use of Rosie the Riveter/World War II Home Front National Historical Park. In consultation with the other cooperating partners, the National Park Service has identified alternative B as the preferred alternative. The potential environmental impacts of the three alternatives have been identified and assessed (see "Chapter 5: Environmental Consequences").

PURPOSE OF THE PLAN

The purposes of this general management plan for Rosie the Riveter/World War II Home Front National Historical Park are as follows:

- Describe the purpose of the park, the significance of the park's resources, and special mandates that will influence management decisions.
- Define a vision for preserving Richmond's World War II home front structures and for providing opportunities for visitors to explore America's home front stories.
- Analyze the alternative visions in relation to the surrounding cultural setting and community.
- Afford everyone who has a stake in decisions affecting the national historical park an opportunity to be involved in the planning process and to understand the decisions that are made.

NEED FOR THE PLAN

A general management plan is needed to meet the requirements of Public Law 106-352, which established Rosie the Riveter/World War II Home Front National Historical Park, and the National Parks and Recreation Act of 1978. The legislation establishing the park directs that a general management plan be prepared in consultation with the City of Richmond, California, and be transmitted to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.

The general management plan builds on this legislation, and on established resolutions, laws, and policies to develop a vision for the park's future.

ISSUES TO BE ADDRESSED

A more detailed discussion of these topics, as well as additional issues and concerns related to the planning effort can be found in "Chapter 4: The Affected Environment."

• World War II Historic Sites and Structures

The World War II-era historic sites and structures in Richmond, California are maintained and managed by different public and private owners. The National Park Service does not own any of the historic sites and structures. Many of these park resources are losing their World War II qualities and attributes while accommodating contemporary uses. What elements of the park's sites and structures need to be preserved in order to tell the World War II home front stories?

• Museum Collections

A large amount of World War II home front historic objects, artifacts, works of art, documents, drawings, and letters are located throughout the nation's attics and basements and in formal collections. What is the purpose of the park's museum collection and how will future acquisitions be guided?

The growing museum collection at Rosie the Riveter/World War II Home Front National Historical Park requires an appropriate curatorial and research facility that meets the secretary of the interior's standards. Where should the curatorial and research facility be located?

• Visitor Experience

Rosie the Riveter/World War II Home Front National Historical Park is a newly established partnership park. Currently, visitor opportunities to explore and learn about the World War II home front stories are not available at many of the park sites and structures. The national historical park lacks a unified identity among the many park sites that could help guide park visitors. Most visitors explore the national historical park on their own, using self-guiding brochures. There are few scheduled talks and guided tours. Visitor orientation and information are available through the park's website and self-service information station. What level and type of park services, orientation, and education are necessary in order for visitors to experience and learn about the themes of the national historical park?

• SS *Red Oak Victory*

The Richmond Museum Association owns, manages, and is restoring the SS *Red Oak Victory*. There are potential alternative locations in which to berth the SS *Red Oak Victory* in Richmond, California. What is the best location to berth the SS *Red Oak Victory* in order to integrate it with the World War II home front stories and the visitor experience of the national historical park?

A Nation Unites
Women in the Factories

Norman Rockwell's Rosie the Riveter

There are two famous images most closely associated with Rosie the Riveter. One image was painted by Norman Rockwell and appeared on the cover of the Saturday Evening Post on May 29, 1943. Note the name "Rosie" printed on the lunchbox.

The other famous image, with the words "We Can Do It," was created by a graphic artist, J. Howard Miller, who worked for Westinghouse Corporation. Many years after World War II, the name, "Rosie the Riveter," became associated with this image.

• Role of the National Park Service

The National Park Service maintains a small staff and is leading the planning effort in establishing the national historical park. The National Park Service has limited financial resources and does not own or manage the primary historic resources of the national historical park. What role and contributions could the National Park Service provide to this partnership park?

THE NEXT STEPS

After the distribution of the draft general management plan / environmental assessment there will be a 60-day public review and comment period. The planning team will then evaluate comments received from individuals; organizations and businesses; tribes; and local, state, and federal agencies regarding the plan. If there are no indications that a significant impact would result from implementation of the plan, the team will consult with the cooperating partners in preparation of a statement of "Finding of No Significant Impact," or FONSI. Upon approval of the FONSI by the regional director of the National Park Service Pacific West Region, there will be a 30-day no-action period before the plan is implemented.

IMPLEMENTATION OF THE PLAN

Implementation of the approved plan will depend on the cooperating partners, access to various funding resources, and public support in Richmond, California and throughout the greater Bay Area and the nation. Approval of a plan does not guarantee that the funding and staffing will be forthcoming. Full implementation of the approved plan could take many years.

Implementation of the approved plan could also be affected by other factors. Once the general management plan has been approved, additional feasibility studies and more detailed planning and environmental documentation will be completed as needed.

The general management plan does not describe how particular programs or projects should be prioritized or implemented. Those decisions will be addressed by the cooperating partners.

Guidance for the Planning Effort

Various documents and existing plans provide guidance and boundaries for the content of general management plans. The legislation creating the park identifies the park's purpose and helps to set boundaries on appropriate uses; the park's significance statements help to identify the most important resources that should be preserved or protected; and the park's interpretive themes help identify key stories that should be told at the park. Because Rosie the Riveter/World War II Home Front National Historical Park is part of a national system of parks, additional guidance comes from federal laws and policies.

PARK PURPOSE

Rosie the Riveter/World War II Home Front National Historical Park, located in the wartime boomtown of Richmond, California, preserves and interprets the sites, structures, areas, oral histories, and artifacts associated with the industrial, governmental, and citizen efforts that led to victory in World War II.

PARK SIGNIFICANCE

The significance of a national historical park is the important and distinct cultural heritage that is embodied in the places and resources of the park. The park significance statements answer the question as to why Rosie the Riveter/World War II Home Front National Historical Park's resources are distinctive and what they contribute to our heritage. Defining the significance of the national historical park will help cooperating partners make decisions that preserve the properties and maintain their character-defining features to accomplish the purpose of the national historical park. Rosie the Riveter/World War II Home Front National Historical Park:

- preserves an outstanding collection of World War II home front sites, structures, and landscapes.
- is the place in the national park system dedicated to collecting, preserving, and making accessible to visitors the oral histories, stories, and artifacts of the World War II home front.
- provides a place in the national park system where visitors link to sites across the country for the purpose of exploring the social and community issues and events that emerged on the American home front during World War II.

A Nation Unites
Daily Life

Poster from the Office of War Information, Division of Public Inquiries 1943

While "Rosie" concentrated on her newly acquired skills and the equipment of her new trade, many other concerns may have been playing on her mind. Thoughts of children left in another's care, the accumulating home chores such as laundry and mending, and the mind-numbing fear of getting bad news about a husband, brother, or son abroad often plagued her consciousness.

Simple activities such as grocery shopping were complicated by the government rationing program. Everyday necessities were in short supply. What minimal time she had left from her six- to seven-day workweek could be spent in long lines waiting for commodities.

–

"This was wartime and things were rationed: coffee, butter sugar, meat, gas, shoes. There was a lot of competition in stores for whatever stocks came in. You might have ration stamps for meat, but you were lucky if you found meat to spend them on."

-- Elaine Lolos Lackey,
Burner,
Kaiser Shipyards,
Richmond, CA

PRIMARY INTERPRETIVE THEMES

Primary interpretive themes are the key stories, concepts, and ideas of a park that relate to the park's purpose and significance. They create a foundation for educating visitors about the national historical park and its resources. These themes provide a framework for visitors to form intellectual and emotional connections with park resources and experiences. All primary interpretive themes are of equal priority and importance and form the foundation of the park's interpretive program, although subsequent interpretive planning may elaborate on these primary themes. The following theme topics and theme statements were developed through a series of public workshops in the spring of 2006.

- **The Home Front and Work War II – Mobilizing America**
  - The City of Richmond, California, is a dramatic example of the widespread changes and cross-fertilization of culture and ideas that occurred during World War II as Americans migrated for work and mixed with people of diverse ethnic and cultural backgrounds.
  - The World War II-era growth of Richmond, California, is an excellent example of the effect of the massive influx of people on a small town and its infrastructure and the subsequent development and unintended consequences that resulted.
  - The cityscape of Richmond, California, (streets, railroad tracks, businesses and homes) provides opportunities to explore the critical and necessary connections between industry, transportation, commercial activity, and family life on the home front.
- **Common Purpose / Disparate Experience**
  - While the United States was united in fighting oppression and injustice overseas, a number of Americans were still experiencing prejudice, intolerance, and discrimination on the home front.
- **Shedding Light on America's Promise**
  - Although gender discrimination did not end as a result of World War II, American women were given more diverse working opportunities, as represented by the iconic symbol of "Rosie the Riveter" which helped to set the stage for the Women's Rights Movement and expanding opportunities for women.
  - In spite of new opportunities for women and minorities, gender and racial discrimination, economic disadvantages, and the lack of liberty and justice for all undermined the sense of common purpose and spirit and shaped the disparate opportunities experienced by individuals.
- **America Today – The Home Front Legacy**
  - Inventions and improvements to our material cultural brought about by World War II continue to be important and relevant today; these include mass-production processes, technological advances (such as jet and rocket propulsion and atomic energy application), and advances in industrial safety.
  - American family structure, the role of women and minorities in society, and the struggles of the labor and civil rights movements advanced to the forefront in World War II and dramatically redefined American society.
  - The relationship between government and industry changed dramatically during World War II; they became partners, laying the groundwork for what President Eisenhower called the "Military/Industrial Complex."
  - Many elements of today's society are a legacy of the World War II home front effort: employer-provided healthcare, publicly supported childcare, major demographic shifts, and resulting impacts on urban and rural America.

SPECIAL MANDATES AND ADMINISTRATIVE COMMITMENTS

When Congress created Rosie the Riveter/World War II Home Front National Historical Park (Public Law 106-352), the legislation included the following directions and constraints in the establishment of the park:

- The national historical park will be developed and operated by cooperating partners.
- The general management plan will be prepared in consultation with the City of Richmond, California.
- The general management plan shall include a plan to preserve the historic setting of the Rosie the Riveter/World War II Home Front National Historical Park, which shall be jointly developed and approved by the City of Richmond.
- The general management plan shall include a determination of whether there are additional representative sites in Richmond that should be added to the park, or whether there are sites in the rest of the United States related to the industrial, governmental, and citizen efforts during World War II that should be linked to and interpreted at the park. Such determination shall consider any information or finding developed in the *World War II Home Front Theme Study*.
- The World War II Home Front Education Center shall include a program that allows for distance learning and links to other representative sites across the country, for the purpose of educating the public as to the significance of the site and the World War II home front.
- The National Park Service may interpret the story of Rosie the Riveter and the World War II home front.
- The National Park Service may conduct and maintain oral histories that are related to the World War II home front theme.
- The National Park Service may acquire and provide for the curation of historic artifacts that relate to the park.
- The National Park Service may provide technical assistance in the preservation of historic properties that support the story.
- The National Park Service shall administer the park in accordance with Public Law 106-352 and the provisions of law generally applicable to units of the national park system, including the act entitled "An Act to establish a National Park Service."
- National Park Service funds cannot be used for operation, maintenance, or preservation of the SS *Red Oak Victory*.
- The National Park Service may not own certain properties and may not maintain or manage them, although they may enter into agreements for interpretation and technical assistance (see table 1).

A Nation Unites
Women in Skilled Labor

In addition to riveting, welding, and burning (cutting sheet metal with acetylene torches), women were trained for specialized jobs that required significant skill and accuracy.

"The word 'howitzer' is usually defined as a cannon with a short barrel; however, the 155mm howitzers we made were not short. The barrel alone was twenty-three feet long and the finished gun weighed fifteen tons.

After a battery of tests I was put to work operating one of the large boring lathes. My machine was thirty-five feet long and rested in an oil pan that was thirty-eight feet long. The oil constantly lubricated and cooled the machine as it bored the metal. ...My job was to bore out the inside of the barrel where the breach lock fit. It had to be perfect, the measurement, within 1/1,000th of an inch."

--Delana Jensen Close,
Howitzer Maker,
Yuba Manufacturing,
Benicia, CA

Delana Jensen Close at Yuba Manufacturing

Table 1: Legislative Guidance for Developing General and Cooperative Agreements

This table displays the different types of agreements that may be entered into by the National Park Service and the types of acquisitions permitted for the National Park Service. The specific guidance varies with each park site.

PARK SITES	LEASE AND ACQUISITION	COOPERATIVE AGREEMENT
Ford Assembly Building	Leasehold Interest Public Law 106-352, Sec. 3 (e)(1) Ford Assembly Building.— The National Park Service may acquire a leasehold interest in the Ford Assembly Building for the purposes of operating a World War II Home Front Education Center.	Limited Agreement Public Law 106-352, Sec. 3 (b)(2) The National Park Service may enter into cooperative agreements for interpretation and technical assistance with preservation.
Richmond Shipyard No. 3 National Register Historic District Sheet Metal Shop 5 Graving Basins/Dry Docks General Warehouse Machine Shop Forge Shop First Aid Station Cafeteria Whirley Crane	Park legislation does not provide guidance on lease agreements or acquisition at these park sites.	Limited Agreement Public Law 106-352, Sec. 3 (b)(2) The National Park Service may enter into cooperative agreements for interpretation and technical assistance with preservation.
Open Space Parks, City of Richmond Shimada Peace Memorial Park Lucretia Edwards Park Barbara and Jay Vincent Park Rosie the Riveter Memorial Bay Trail/Esplanade Sheridan Observation Point Park		
SS *Red Oak Victory*	The National Park Service may consult and enter into a cooperative agreement with interested parties for interpretation and technical assistance with the preservation of this vessel, but no authorized funds may be used for the operation, maintenance, or preservation of the vessel.	
Kaiser Permanente Field Hospital	Acquisition Public Law 106-352, Sec. 3 (e)(2) The National Park Service may acquire, from willing sellers, lands or interests in the World War II day care centers, the World War II worker housing, the Kaiser Permanente Field Hospital, and Fire Station 67A, through donation, purchase with donated or appropriated funds, transfer from any other Federal agency, or exchange.	General Agreement Public Law 106-352, Sec. 3 (b)(1) The National Park Service may enter into cooperative agreements to mark, interpret, improve, restore, and provide technical assistance with respect to the preservation and interpretation of such properties.
Fire Station 67A, City of Richmond		
Maritime Child Development Center		
Ruth C. Powers Child Development Center		
World War II War Workers Housing		

LAWS

This section identifies some of the key laws that provide guidance for establishing and managing Rosie the Riveter/World War II Home Front National Historical Park.

As with all units of the national park system, the management of Rosie the Riveter/World War II Home Front National Historical Park is guided by the 1916 Organic Act that created the National Park Service; the General Authorities Act of 1970; the act of March 27, 1978, relating to the management of the national park system; and the National Parks Omnibus Management Act (1998). Other laws and executive orders have much broader application, such as the Endangered Species Act, the National Historic Preservation Act, and Executive Order 11990 addressing the protection of wetlands.

The NPS Organic Act (16 USC Section 1) provides the fundamental management direction for all units of the national park system:

> *[P]romote and regulate the use of the Federal areas known as national parks, monuments, and reservations…by such means and measures as conform to the fundamental purpose of said parks, monuments and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life 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.*

The National Park System General Authorities Act (16 USC Section 1a-1 et seq.) affirms that while all national park system units remain "distinct in character," they are "united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage." The act makes it clear that the NPS Organic Act and other protective mandates apply equally to all units of the system.

POLICIES

Rosie the Riveter/World War II Home Front National Historical Park is a partnership park where the National Park Service is a cooperating partner with a defined set of responsibilities. The role and responsibilities of the National Park Service are guided by the agency's management policies.

Appendix C contains a table that summarizes the conditions prescribed by laws, regulations, and policies that are most pertinent to the planning and management of Rosie the Riveter/World War II Home Front National Historical Park. Although many of these polices do not govern the properties and actions of cooperating partners, they can help inform and provide guidance to decisions relating to the preservation and management of the park's cultural resources.

Relationship of this General Management Plan to Other Planning Efforts

Rosie the Riveter/World War II Home Front National Historical Park includes historic sites and structures dispersed throughout Richmond, California. In this northeast section of San Francisco Bay there are numerous local and regional plans that could influence the management of the national historical park. The following narrative highlights some of these plans and identifies their relationship to this general management plan.

CITY OF RICHMOND, CALIFORNIA

• *Richmond General Plan 1994* (Revision Underway)

The state of California requires county and city governments to adopt a comprehensive, long-term general plan. Currently, the City of Richmond is in the process of updating their 1994 general plan. This plan is intended to guide the community's long-range development. Its goals and policies represent the city's overall philosophy on public and private development and provide a foundation for decision making. The current 1994 general plan contains the following 12 goals:

1. Provide attractive residential neighborhoods with a variety of dwelling types and prices that are affordable to all segments of the population.
2. Provide community facilities, commercial services, and amenities that are easily accessible to residential neighborhoods.
3. Provide for a range of commercial and industrial uses to stimulate a strong, growing local economy and job opportunities for residents.
4. Provide a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, business, and recreational areas by all modes of transportation.
5. Encourage a level of urban design and beautification that improves the aesthetic and economic values of individual properties and neighborhoods for existing and future residents.
6. Ensure a proper balance between economic and physical development in Richmond and protection and enhancement of the natural environment.
7. Promote a coherent sense of place and create a community of pleasant contrasts through skillful land-use planning, urban design, and use of visual elements such as scenic routes and beautification of gateways and visual corridors.
8. Guide future growth so that the community remains an attractive, uncrowded, and pleasant place to live and work.
9. Attain a new level of mutually beneficial communication and coordinated planning between Richmond and its neighboring jurisdictions, other public agencies, and the regional agencies.
10. Support the educational opportunities in the city.
11. Provide an acceptable noise environment for existing and future residents.
12. Protect the community from risks to human life and property caused by natural and technological disasters.

The City of Richmond and the National Park Service are working to coordinate planning efforts; the preferred alternative from the park's general management plan will appear as a unique element in the city's general plan. When adopted by the City of Richmond City Council, the park's general management plan and city's general plan will have the same vision for the park.

• *Zoning Ordinance*

The zoning ordinance defines the desired land use for the City of Richmond. The ordinance is tied to the *Richmond General Plan*. The sites and structures of the national historical park are in a variety of land-use zones dispersed throughout Richmond. As the *Richmond General Plan* is being updated,

elements of this general management plan could be incorporated and revisions in local zoning might follow. Currently, properties in the national historical park are located in the following land-use zones:

- Ford Assembly Building: Light Industrial
- Ruth C. Powers Child Development Center: Single Family—Low Density Residential
- Richmond Shipyard No. 3: Heavy Industrial and Marine Industrial
- Maritime Child Development Center, Richmond Fire Station 67A, and Kaiser Permanente Field Hospital: Public and Civic Uses
- Rosie the Riveter Memorial, Lucretia Edwards Park, Bay Trail/Esplanade, Barbara and Jay Vincent Park, and Shimada Peace Memorial Park: Planned Area District

• *Ford Assembly Building Reuse Plan*

The Ford Assembly Building is designated as a park site in the legislation establishing Rosie the Riveter/World War II Home Front National Historical Park. The City of Richmond invested in the preservation and earthquake retrofit of the building and then sold the structure to a private developer as an economic generation project for mixed use. The reuse plan for the Ford Assembly Building includes retail space, space for cultural activities, and areas for light industrial use. This project has been approved by the City of Richmond. The approved plan also includes provisions for housing the NPS-operated World War II Home Front Visitor/Education Center.

CONTRA COSTA COUNTY, CALIFORNIA

• *Shaping Our Future Vision*

Contra Costa County has developed, in conjunction with 19 cities in the county, a vision for the county and its growth. The vision addresses growth-related issues such as using land more efficiently, preserving the integrity of existing neighborhoods, reducing traffic congestion, redeveloping business districts, and preserving open spaces and hillsides. It recommends that county and local municipalities coordinate general plans and zoning efforts with the *Shaping Our Future Vision*. An integral element of the vision is to encourage the accommodation of growth in targeted reinvestment and infill areas, which will preserve existing open space and promote a stronger economic viability in those neighborhoods. All alternatives in this general management plan for the national historical park are consistent with the vision.

A Nation Unites
Risks of Skilled Labor

Along with the benefits of new skills and better pay, women experienced the real costs of working in dangerous industrial environments where they were exposed to physical risks.

"The only real work-related issue that I recall from that time were arc or flash burns that would affect my eyes. It was very painful. It was something that could not be avoided. When I would lift my welding hood and someone next to me struck their rod to start a weld on the ship, my eyes would be burned. The burn was not noticeable immediately. It would take several hours before symptoms began. I could be out with friends and feel my eyes start to burn and know I had to get home quickly. Soon the pain would increase and I would not be able to see. It would take many hours before it would slowly recede. I was usually okay in the morning and could go back to work, but it's something I'll always remember."

--Susan E. Page,
Welder,
Western Pipe and Steel,
San Francisco, CA

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

San Francisco Bay Conservation and Development Commission (BCDC) is the regional planning authority for the San Francisco Bay Area. The agency works to monitor and ensure a continuing supply of port facilities within the Bay Area. Any change in use of Richmond's ports away from water-dependent uses requires review and approval.

The development commission is authorized to control bay filling and dredging and bay-related shoreline development. Areas in the development commission's jurisdiction include the San Francisco Bay, a shoreline band 100 feet inland, and several other distinct features in the Bay Area such as salt ponds and managed wetlands. Several BCDC plans affect development efforts along the Richmond shoreline.

• *San Francisco Bay Plan*

The *San Francisco Bay Plan* quantifies how the Bay Conservation and Development Commission proposes to reach its primary goal of developing the bay and associated shoreline to the highest potential. The plan identifies priority use areas in the bay, including ports, water-related industries, water-oriented recreation, airports, and wildlife refuges. The plan outlines the permitting policies and procedures for activities in priority-use and nonpriority-use areas and how they will be granted.

Richmond Shipyard No. 3 is in the port priority-use designated area for the Port of Richmond. The cooperating partners will work with the Bay Conservation and Development Commission to address potential issues related to management options that provide for public access to the historic sites in the port priority-use designated areas.

• *Seaport Plan*

The *Seaport Plan* is a second tier document to the *San Francisco Bay Plan*. It provides specific details about facilities identified as port priority-use areas in the *San Francisco Bay Plan*. The data includes boundaries of port priority-use areas, cargo forecasts, policies, and planned improvements. The *Seaport Plan* recommends changes and upgrades at specific ports and their terminals. The cooperating partners will work with the Bay Conservation and Development Commission to address potential issues of providing for public access to the historic sites in the port priority-use areas.

• *Special Area Plan: South Richmond Shoreline*

The *Special Area Plan* amends both the S*an Francisco Bay Plan* and the *Richmond General Plan*. The aim of the Special Area Plan is to achieve compatibility between the two plans. The overall goals are to integrate the City of Richmond interests and regional interests and to better balance conservation and development concerns. The *Special Area Plan* covers a geographic region south of I-580 from just west of Shipyard No. 3 to the Alameda County line to the east. All national historical park sites south of I-580 are covered by this plan. The South Richmond shoreline is broken into four sub-areas. Park sites are in the Richmond Inner Harbor and Santa Fe Channel sub-areas. The *Special Area Plan* identifies future development goals for these sub-areas. In the Richmond Inner Harbor sub-area, the goals are to delete the port priority-use designation and develop a marina and residential, commercial, and open space areas. In the Santa Fe Channel sub-area, the future development goals are to maintain the port priority-use designation and encourage public access where feasible. The alternatives in this general management plan for the national historical park are consistent with the *Special Area Plan*.

ASSOCIATION OF BAY AREA GOVERNMENTS

• *Bay Trail Plan*

The Association of Bay Area Governments developed the *Bay Trail Plan* pursuant to California Senate Bill 100. The Bay Trail is to be a regional hiking and bicycling trail around the perimeter of the San Francisco and San Pablo bays. Senate Bill 100 mandates that the Bay Trail provide connections to existing park and recreation facilities, create links to existing and proposed transportation facilities, and avoid adverse effects on environmentally sensitive areas.

The Bay Trail connects all of the national historical park's sites that are along Richmond's waterfront. All alternatives in this general management plan for

the national historical park are consistent with the purposes and objectives of the Bay Trail.

SAN FRANCISCO BAY AREA WATER TRANSIT AUTHORITY

The San Francisco Bay Area Water Transit Authority (Water Transit Authority) is a regional agency authorized by the state of California to operate a comprehensive San Francisco Bay Area public water transit system. The Water Transit Authority's *Final Program Environmental Impact Report: Expansion of Ferry Transit Service in the San Francisco Bay Area* outlines a comprehensive strategy for expanding water transportation services in the San Francisco Bay. The Water Transit Authority's goal during the next 20 years is to develop a reliable, convenient, flexible, and cost-effective water transit system that will help reduce vehicle congestion and pollution in the Bay Area. In 2003 the Water Transit Authority plan was approved by state statute. When the plan is fully implemented, the Water Transit Authority estimates that commuter-based ferry ridership will grow to approximately 12 million riders annually by 2025. The primary objectives of the Water Transit Authority plan include the following:

- addition of eight new ferry routes plus improved service on the existing ferry systems
- addition of 31 new passenger ferries over the next 10 years
- acquisition of clean emission vessels
- provision of convenient landside connections to terminals
- expansion of facilities at the San Francisco Ferry Building
- construction of two spare vessels
- partnering with Redwood City, Treasure Island, Antioch, Martinez, Hercules, and Moffett Field to continue planning their respective waterfronts
- pursuit of funding from federal and local sources

In addition, new water transportation routes are proposed for numerous Bay Area communities including Richmond. The Water Transit Authority is coordinating with the City of Richmond and Contra Costa County in planning the potential route. In this general management plan, the concept of water transportation service is a desirable goal, as it would provide easy and convenient visitor access to Rosie the Riveter/World War II Home Front National Historical Park from other communities throughout the San Francisco Bay Area.

A Nation Unites
Awards

Production "E" pin

Army Navy E-awards were given to companies and individuals for excellence in war production. These awards were given for producing large quantities of war materials or for filling an order in a short amount of time. The awards were most commonly pins that were accompanied by a card and certificate with a message from President Roosevelt. The companies received commemorative flags as recognition of achievement.

The pins are still cherished by many workers, serving as fond reminders of the era and representing a great honor for recipients.

Briggs Manufacturing Company, Detroit, MI, 1942

Chapter 2
Historic Overview

The American World War II Home Front

The story of the World War II home front is a significant chapter in America's history; the changes to society and industry that occurred during the war had sweeping and lasting impacts on the nation. The cooperation of government, private industry, and labor unions to mobilize the work force, and the creation of innovative plans and production methods designed to rapidly produce quantities of munitions and other essential supplies thrust the United States into the role of "arsenal of democracy." Fully engaged in winning World War II, American citizens of all ethnic and economic backgrounds worked together toward a common goal, in a manner that has been unequaled since. In significant ways, World War II was a period of large and lasting change for America, causing many historians to see it as a watershed event that made postwar America profoundly different from prewar America.

Recuiting poster, 1943, National Archives.

WARTIME MOBILIZATION

Mobilizing the United States for World War II involved an enormous effort with huge consequences for the American home front. The task was immense: ensure that the nation had the material, munitions, manpower, and money to wage a global war, all the while managing the domestic civilian economy. Meeting that challenge entailed giving the federal government responsibilities and authority that went well beyond the New Deal state of the 1930s. The process began haltingly in the late 1930s, particularly after the beginning of World War II in Europe in September 1939, and gained momentum in 1940-41 as the United States edged closer to war. After the attack on Pearl Harbor and American entry into the war in December 1941, American mobilization efforts expanded rapidly and grew more efficient until, by 1944, the United States provided some 40% of all war goods produced worldwide.

A Nation Unites
Ship Launching

USS Red Oak *Victory Launch, November 9,1944*

Occasionally, shipyard workers witnessed the fruits of their labor being launched in to the sea.

"It was really something to watch a ship being launched. There were ceremonies for each one: a woman to break a bottle of champagne over the bow, flag waving, speeches. But, it was just a small section of activity that didn't interfere with building ships. We didn't quit work to watch, except for maybe a few minutes as the ship slid down the ways and splashed into the water, empty and high. We never heard the speeches. We never left our work stations, didn't see the celebrities. There was a war to win."

--Elaine Lolos Lackey Burner,
Kaiser Shipyards,
Richmond, CA

USS Red Oak Victory*, Shipyard No. 3, 2005*

Although mobilization got off to a slow and stumbling start and never resolved all of its difficulties or disputes, the American production effort found its stride by 1943 and ultimately turned out enormous quantities of munitions and other essential supplies, while also providing essential goods to Great Britain and the Soviet Union. Not only the sheer quantity but also the quality of American production helped win the war; and not just through traditional manufacturing processes—new departures in science, technology, and fabrication were a key.

ENDING THE GREAT DEPRESSION

Wartime mobilization brought a successful end to the war abroad and brought economic policy change to America; it ended the Great Depression at home and returned prosperity to the American home front. In 1939, unemployment stood at a depression level of 17.2%, but as mobilization geared up, unemployment went down sharply to 4.7% by 1942, and to 1.2% by 1944.

Mobilization brought more jobs and higher incomes; it brought new opportunities and rising living standards. As production demands grew and some 10 million people entered active military service, employers had to find new workers to replace those going to war. They increasingly turned to groups which had filled only limited roles in the pre-war economy: women, African Americans, minority groups, and the elderly. People who had once been marginalized now found jobs that often had high status and pay associated with them.

The armed forces also provided new opportunities, training, and experience, while the "GI Bill of Rights" provided veterans with educations, home ownership, and other benefits.

POPULATION ON THE MOVE

For more than a decade, industry and people had already been moving toward what would become known as the "Sunbelt"—areas of the South and West, particularly along the Pacific, Gulf, and South Atlantic coasts. Mobilization for war accelerated these geographic and demographic changes. While war contracts went to established industries in the Northeast and Midwest, they also went to newer aircraft, shipbuilding, and other defense-related industries in these Sunbelt areas. Nearly 10% of all federal government expenditures during the war was spent in California alone.

Military bases also were located in Sunbelt states, and millions of war workers, GIs, and their families moved there during the war. Many, who relocated from poor, rural areas and marginal jobs, were determined to stay on after World War II. Thus, rapid industrialization and the resulting mass migration of millions of Americans who relocated around burgeoning military and civilian defense centers laid the economic and social foundations of the Sunbelt. The region grew in population and economic power in comparison with other sections of the country.

California received more interstate migrants than any other state, absorbing more than 1.5 million newcomers between 1940 and 1944. Between 1940 and 1943, migration for defense industry jobs helped expand the population of California by 72% and of the Pacific Coast states as a whole by 39%. This vast reshuffling of the population was one of the most dramatic episodes in the history of American migration, rivaling the great waves of European immigration of the late 19th and early 20th centuries.

CHANGING COMMUNITIES

The cities where the World War II industries mobilized were confronted with overwhelming demands on housing, transportation, community services, shopping, and infrastructure. Responding to these needs required the cooperative efforts of the private sector and all levels of government.

Consumer spending increased during the war, despite shortages, rationing, inflation, and higher taxes. With the United States devoting only about 40% of its Gross National Product to war production, civilians were able to purchase a range of consumer goods and foodstuffs, enjoy rising living standards, and find entertainment through the various manifestations of American popular culture. Home front Americans also found common cause in aiding the war effort with bond drives, scrap collections, recycling endeavors, "victory gardens," and other efforts to support American troops.

Grease recycling for war effort, 1942. Library of Congress.

Nevertheless, there were less salutary aspects of the home front experience during the war. Although most Americans understood the need for price controls and rationing, they were never happy about limits on their own income, and many bought at least some goods on the wartime black market. The tides of migration that sent millions of people to new destinations helped to create a more homogeneous national culture, but also produced tensions and sometimes conflict. Older residents feared that newcomers would erode community standards and would cause taxes to be raised to pay for additional community services and infrastructure. Racial tensions and even violence sometimes flared, as did anti-Semitism.

A Nation Unites
Memorable Experiences

Lena Horne sings at the launching of the USS George Washington Carver

Celebrities often graced the ship launching ceremonies. Workers had no way of knowing that the fame of the very ships and planes they were producing could one day eclipse that of any celebrity.

"One day I was in the shop working and I looked across the hanger. I saw a B-29 taxi up to the hanger and turn around. On the side of the plane its name (was) printed as the *Enola Gay*. We talked about the different names the crews had chosen. One of them was 'The Lords Sesspool' [*sic*]." We didn't know at that time the mission of the *Enola Gay* until recently I read a book that said it was to drop the atom bomb on Nagazacki [*sic*]."

-- Loucille Ramsey Long, Sheet Metal Mechanic, U.S. Air Force, Mather Field, Sacramento, CA, and Riveter, Boeing Air Plant Factory, San Diego, CA

Enola Gay *in flight at Tinian - August 1945*

DIVERSIFYING THE WORKFORCE

Industry initially resisted the integration of minorities in the nation's workforce. However, African American leaders called for a protest march on Washington, D.C., during the summer of 1941; this resulted in the issuance of an executive order by President Franklin D. Roosevelt prohibiting workplace discrimination and setting up the Fair Employment Practices Committee. This government initiative, along with wartime necessity, eventually forced the integration of the workforce that had not been otherwise achieved. Overall some 340,000 African Americans relocated to California during World War II to take advantage of defense industry employment opportunities. In addition, approximately 40,000 American Indians worked in West Coast defense plants along with many Hispanics and Asian Americans.

The contributions of women during World War II provide especially useful insights into the impact of the war and the combination of change and continuity on the home front. The phrase "Rosie the Riveter" was a term that was coined to help recruit female civilian workers and came to symbolize a workforce that was mobilized to meet the nation's wartime needs. After some initial resistance from employers, wartime necessity resulted in women replacing men in many traditionally male jobs as men enlisted in active military service. Nationwide, 6 million women entered the home front workforce. Employment opportunities for women of color were unprecedented, and for the first time, African Americans, Asians, Hispanics, and Native Americans were employed.

"Rosie the Riveter" has survived as the most remembered icon of the civilian workforce that helped win the war. The image of "Rosie the Riveter" has come to symbolize women's empowerment. World War II established the foundations for dramatic change in women's roles and opportunities by bringing far more women into the work force in a much greater array of jobs. The wartime experience of women in the United States, together with rising educational levels, the ability of married women to enter the workforce, a changing post-industrial world with more white-collar jobs, the demands and enticements of the consumer culture, and changing societal values, contributed to major gender role changes in postwar America.

ORGANIZED LABOR

The war years represented a significant chapter in the development of the nation's labor unions.

Integrated work crew, Richmond, California, ca. 1943. Richmond Museum of History.

Unions experienced rapid growth, schisms over newcomers' rights and the incorporation of minority members, dissent and leadership challenges, segregated affiliates, and concerns over prefabrication and "de-skilling" of trades. Unions and locals varied in their accommodation of women and minorities, with the Congress of Industrial Organizations being the most supportive. A rising tide of African American activism emerged in the formation of some labor organizations.

Ultimately, management and organized labor cooperated to support the war effort, although many of the worker rights and privileges obtained by women and African Americans would be forfeited when the war industries shut down at the end of World War II.

CIVIL RIGHTS AND LIBERTIES

With the exception of Japanese Americans who were relocated to internment camps and imprisoned during the war, World War II challenged the color line on many fronts for most minority groups in the United States. The hypocrisy of a country fighting for freedom abroad while denying it to minorities at home became increasingly abhorrent. African American groups and institutions, growing in size and militancy, consciously used the war effort to extract concessions and gains. These forces played a part in altering the status of African Americans and quickening the pace of their struggle for equal rights.

World War II may not be the watershed of "the Negro Revolution" that some have claimed it to be. Some wartime gains were quickly lost after the war, and some of the seeds of change planted during the war did not flower for another decade or so (not until the Civil Rights Movement of the 1950s and 1960s). Nevertheless, the war years remain a key era in what was, and is, an ongoing struggle for civil rights in the United States.

A Nation Unites
Kaiser Shipbuilding Company

Prior to entering World War II, the US Maritime Commission, through the Lend-Lease Program, contracted with Henry J. Kaiser to build ships for commerce and defense. After the United States entered the war in 1941, the Maritime Commission requested that Kaiser build an additional shipyard in Richmond specifically for the construction of Liberty class cargo ships. As the war progressed, Kaiser operated four shipyards in Richmond, as well as others in the Portland, Oregon / Vancouver, Washington area.

"It [Kaiser Shipyards] set two world records for speed of construction. Four days, 15 hours, and 26 minutes after the keel was laid – and the world record was 7 days, 14 hours, and 23 minutes from keel to delivery."

--James McCloud,
Field Construction Superintendent,
Shipyard Number 2,
Kaiser Shipyards,
Richmond, CA

Henry J. Kaiser demonstrating the use of pre-assembly for shipbuilding

The Richmond World War II Home Front

If there is any city that could be called America's home front city, it is probably Richmond, California. The city was home to over 50 war-related industries, and as thousands of war workers streamed into the city to support these industries, both public and private entities struggled to keep the city's burgeoning population housed, healthy, and highly productive. They generally succeeded, but the cost to the city was enormous.

Rosie the Riveter/World War II Home Front National Historical Park in Richmond, California commemorates the efforts of all Americans serving on the home front, but also acknowledges Richmond's role in the victorious war effort and the high price the community paid for that role. The surviving historic buildings and sites in Richmond represent an unusually rich collection of related industrial and community-based resources that were built for the short duration of the World War II effort and remain surprisingly intact over a half century later. The traumas and hardships Richmond's citizens faced as a result of rapid war mobilization and postwar readjustment have left a legacy of urban problems with which the community still struggles, but its citizens have begun to embrace a new found sense of pride in Richmond's wartime accomplishments and legacy.

WARTIME MOBILIZATION

The cultural transformation of wartime mobilization was very evident in the East Bay community of Richmond. It was the home of four Kaiser shipyards and over 50 other war-related industries—more than any other city of its size in the United States. These included new industries as well as existing plants and facilities that were converted to wartime production. In tonnage, the Port of Richmond became the 2nd leading port on the Pacific Coast and the 12th leading port in the United States, as commodities consisting largely of supplies and equipment connected with the war effort moved through its four terminals to the war zone.

WARTIME BOOM AND DEMAND FOR HOUSING

The San Francisco Bay Area saw more economic activity, social disruption, and sheer wartime frenzy than most regions of the country. As the nation's number one shipbuilding center and key port of embarkation to the war's Pacific theater, the Bay Area's population swelled by more than half a million from 1940 to 1945. Over half of these newcomers, many of them from the South and Midwest, settled outside of San Francisco in the East and North Bay areas. In the process, the area's population composition, urban environment, and social and cultural life were transformed. Thus, the long-term social and demographic impacts of the war, including changes in the racial and cultural diversity of the Bay Area, would remain a permanent feature of urban social and political relations, long outliving the economic forces that brought it about.

Small industrial cities like Richmond became boomtowns: from a prewar population of fewer than 24,000 in 1940, the city's population grew to approximately 100,000 at the end of the war. Richmond earned a citation as the quintessential war boomtown bestowed by both the W*ashington Post* and *Fortune magazine*. In 1943, it was recommended that Richmond be a "Purple Heart City" because of the fiscal, environmental, social, and economic impacts of the industrial build up and associated population explosion that it experienced during World War II. The relatively small community was suddenly thrown into civic chaos and social upheaval and forever altered by the events of the war. A February 1945 article in Fortune magazine, entitled "Richmond Took a Beating," described Richmond's challenges as an impacted home front city.

Richmond's challenges were many. Along with the population increase, Richmond's overnight growth overwhelmed public services (fire, police, health, and social), housing, schools, and infrastructure. Its elementary school population quadrupled, while its secondary school population more than doubled,

necessitating double sessions and school building additions. Family breakdown, social dislocation, and criminal and antisocial behavior were associated with this overnight growth. Henry J. Kaiser, other major defense contractors, and federal, state, and local government agencies initiated efforts to meet the social, educational, recreational, and economic needs of the burgeoning population.

Housing poster, Office of War Information, 1944. National Archives.

As the migration of war workers to Richmond began, previously vacant housing in the city was quickly occupied. Residents took in boarders; suitable—as well as unsuitable—space was rented, including rooms, garages, and barns; and private builders attempted to meet the demand with new, low-cost housing. "Hot beds" (beds rented for an eight-hour shift) became commonplace. As more and more newcomers continued to arrive, they were often forced to sleep in movie theatres, parks, hotel lobbies, and automobiles.

Not only did many newcomers find poor living conditions in Richmond, but they often encountered resentment, jealousy, and prejudice, as well. Prior to World War II, Richmond had been a relatively small, close-knit, semi-pastoral community by East Bay standards. Despite its industrial growth since its founding in 1905, there was abundant open space along its south side. Open fields covered the area south of Cutting Boulevard, where poorer families grazed goats and other livestock during the depression years. The downtown area was fairly small, encompassing the main thoroughfare of Macdonald Avenue and a few cross streets.

A Nation Unites

Richmond, California

Because of the war industries that centered in Richmond, the town grew from 23,000 to over 90,000 between 1940 and 1943. This rapid growth overwhelmed available housing, roads, schools, businesses and community services. Although agricultural fields were quickly converted to housing developments, the shortage was so severe that many people slept in theaters and unconventional venues around town.

"I suppose if you looked at each specific change, you might notice it more. Like, if you were shopping you'd notice more people, or if you went to the movies, the movies were more crowded. It happened fast, I know that. My first job at the shipyards was that section I worked in, handled finding some housing, because people were coming in so quickly. ...The fact that there wasn't housing was obvious, I think.

I know that there were a lot of people that took in boarders, or that have what's called the 'sleeping room.' The bed would always be warm, because every eight hours the sleeping shift would change."

--Stella Faria,
Requisitions,
Kaiser Shipyards,
Richmond, CA

Richmond's predominately pre-war working class citizenry found it difficult to adjust to the sudden influx of war workers, many of whom came from lower class, unskilled, and uneducated elements of the rural South. Thus, the city's way of life was drastically changed by the war.

Richmond's available housing was totally inadequate to take care of the flood of new arrivals. Private house builders attempted in vain to meet the problem. Rollingwood, a neighborhood of 700 modest homes built in the unincorporated area between Richmond's Hilltop neighborhood and San Pablo, was among the Federal Housing Administration's (FHA) first attempts in the nation to relieve wartime housing shortages through partnerships with local housing developers. To meet the continuing critical housing shortage, the Richmond Housing Authority was incorporated in Richmond on January 24, 1941, to exert some degree of control over imminent federally sponsored construction.

The Lanham Act of 1940 provided $150 million to the Federal Works Administration, which built approximately 625,000 units of housing in conjunction with local authorities nationwide. The Richmond Housing Authority was selected to be the first authority in the country to manage a defense project. The site of Atchison Village, which would contain 450 dwelling units, was selected for its close proximity to the Kaiser shipyards, two miles to the south, and to the commercial downtown area to the east. Constructed in 1941 as the city's first public defense housing project, Atchison Village was one of 20 public housing projects built in Richmond before and during the war.

The Richmond Housing Authority completed three federally funded housing projects in Richmond during its first year of operation: Atchison Village, Triangle Court, and Nystrom Village. By the end of World War II, Richmond would maintain the largest federal housing program in the nation. More than 21,000 public housing units were constructed in the city by 1943, providing housing for more than 60% of Richmond's total population. Funding for these various projects came not only from the Lanham Act, but also from the United States Maritime Commission, the Federal Public Housing Administration, and the Farm Security Administration.

The Richmond Housing Authority initiated segregated public housing policies in the city, creating a kind of buffer zone between the prewar predominately white community and the increasing numbers of African American residents. As a result of the housing discrimination faced by African Americans in Richmond, a local branch of the National Association for the Advancement of Colored People (NAACP) was established at Harbor Gate Homes in 1944.

Overall, Richmond developed the largest federally funded housing program in the United States before and during American involvement in World War II. Costing more than $35 million, the city's housing program was the largest in the nation controlled by a single housing authority and included more units than were built in the entire state of Michigan during the same time period.

Atchison Village duplex, Richmond, California, ca. 2004. National Park Service

LARGEST SHIPBUILDING COMPLEX IN AMERICA

The building of new shipyards began in America in 1940—first in support of America's Lend Lease assistance program to Great Britain, already at war, and then to supply naval needs after entry of the United States into the war following the Japanese attack on Pearl Harbor on December 7, 1941.

Massive new shipyards were built in the vicinities of Los Angeles, the San Francisco Bay, Portland, Seattle, and other major ports around the United States. Although western shipyards had not produced a single merchant vessel between 1929 and 1939, federal funds and industrial enterprise were united to create the capacity on the West Coast to produce 52% of the ships built during the war.

The largest concentration of shipyards in the United States during World War II was in the San Francisco Bay Area. Shipyards were established at Richmond, Sausalito, Oakland, Mare Island, Hunters Point in San Francisco, and the Stockton Channel. Well over half of the shipyard workers were employed in the East Bay area at 12 shipyards located between Alameda and Richmond, making the East Bay the largest producer of cargo ships on the West Coast. Bay Area shipbuilders launched more than 4,600 ships during the war—almost 45% of all cargo tonnage and 20% of all warship tonnage built in the United States during the war. In addition to constructing new ships, many of the shipyards also repaired damaged vessels for return to service.

The most important development in East Bay shipbuilding and the largest shipyard operation on the West Coast consisted of a complex of four shipyards built on the mudflats along the undeveloped shoreline of Richmond by Henry J. Kaiser. Richmond was selected as the site for the shipyards because of its deepwater port, which had been developed in 1929. On December 20, 1940, the newly organized Todd-California Shipbuilding Corporation in Richmond accepted a contract from the British Purchasing Commission to build 30 cargo vessels for Great Britain.

Construction of Shipyard No. 1 began on January 14, 1941, under the management of Todd-California Shipbuilding Corporation. Just a month later, however, on February 14, the shipyard came under the control of the Kaiser Permanente Metals Corporation. Construction of Shipyard No. 2 was started on April 10, 1941, by the Richmond Shipbuilding Corporation, a subsidiary of the Kaiser Permanente Metals Corporation. After the attack on Pearl Harbor in December of that year, the government awarded Kaiser the first of many contracts for Maritime Commission Liberty ships—large merchant vessels used to supply Allied troops. To complete these contracts, two more shipyards were constructed adjacent to the first two in Richmond.

A Nation Unites
Ford Motor Company

Historic view of Ford Motor Company, Richmond, CA

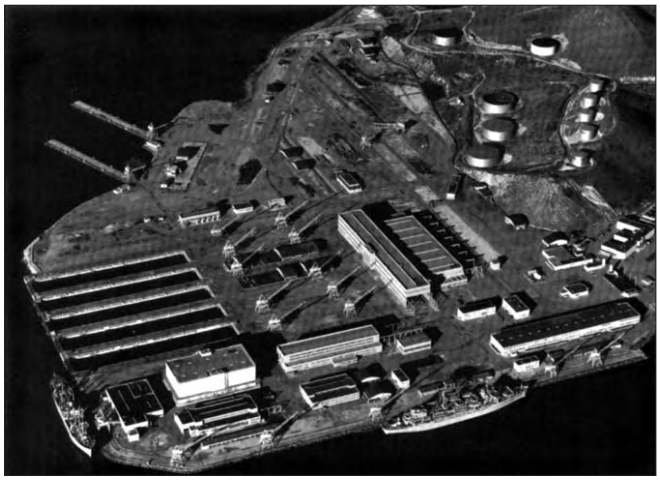
Built in 1931, the 500,000-square-foot Ford Motor Company Assembly Plant in Richmond, California, was the largest automobile assembly plant on the West Coast.

During World War II, President Franklin D. Roosevelt banned the production of civilian automobiles. The Ford Plant was converted to assembling jeeps and tanks, armored personnel carriers, and other military vehicles.

Tank Preparation, Ford Assembly Building

Tanks in Craneway, Ford Assembly Building

Kaiser Shipyard No. 1 in Richmond, California, ca. 1943. Richmond Museum of History.



Kaiser Shipyard No. 3, Richmond, California, ca. 1945. Richmond Museum of History.

Construction began on Shipyard No. 3 during the spring of 1942 by the Kaiser Company, Inc. During the same period, Shipyard No. 3A, which became Shipyard No. 4, was built by the Kaiser Cargo Company. By late 1942 the four completed shipyards featured 27 graving basins/dry docks.

NEW SHIPBUILDING METHODS

The Richmond shipyards set historic precedents by producing more ships, more quickly and more efficiently, than had ever been done before. New to shipbuilding, Kaiser's engineers revolutionized the shipbuilding industry during World War II by introducing mass production techniques, segmenting job tasks, training unskilled labor, and substituting welding for the time-consuming task of riveting steel plates and components together.

Whirley cranes, Richmond, California, ca. 1945, Richmond Museum of History.

Until the war, shipbuilding was a skilled craft characterized by slow and laborious processes. Beginning in May 1942, and coinciding with increased recruitment of women, African Americans, and out-of-state workers, Kaiser instituted a new system of prefabrication adapted from his previous dam-building ventures. Under this system, whole sections of a ship's superstructure—boilers, double bottoms, forepeaks, after-peaks, and deck-houses—were preassembled in a new prefabrication plant located between Shipyards No. 3 and 4. This system—which allowed more work with more personnel to be conducted away from the ships with less welding, riveting, and crane lifts—resulted in the completion of ships in two-thirds of the time and at a quarter of the cost of the average of all other shipyards at the time.

As preassembly required a large amount of space for workers, warehouses, and cranes, the expansive new West Coast locations were ideal. These yards were designed with a city-like grid system of numbered and lettered streets to provide for a straight flow of parts and materials to facilitate and speed production processes; they differed noticeably from the tight vertical design of older East Coast shipyards. Whirley cranes were used to lift, move, and lower prefabricated ship components weighing up to 50 tons from station to station.

Discord

Common Purpose/ Disparate Experience

The nation was united in its purpose to win the war; however, this effort occurred in an environment of excessive gender and racial discrimination. Racial slurs and bigotry were part of the normal discourse of the day. This prejudicial atmosphere coincided with a nationalized war effort that relied heavily on the very members of society that it marginalized. Some women and minorities migrated from rural America to industrial centers on the coasts to fill jobs vacated by white men called for military service.

When women entered the factories and shipyards, their presence disrupted the traditionally all male environment.

"I can recall some of the incidents of that time and remember that we women were not exactly welcomed with open arms by the men who would work as our partners. They showed some hostility towards us, which led to some teasing and downgrading. We seemed to be accepted in a little while, and our work progressed more smoothly."

--Helen Ann Derusha, Riveter, Minter Field, Bakersfield,CA

Proliferation of jobs in down-hand welding (considered the easiest position) facilitated quick placement of new workers, and prefabrication resulted in increased specialization and "de-skilling" of basic trades. In the boilermaker trade alone, subassembly techniques fostered more than 17 different job classifications. These narrow job classifications allowed workers the opportunity for rapid advancement from one grade to another, normally within 60 days. Under the right conditions, an unskilled newcomer could advance from trainee to journeyman status within several months—a fraction of the time once required. This not only increased the speed of construction, but also the size of the mobilization effort, and in doing so, opened up jobs to women and minorities.

TYPES OF SHIPS

During World War II, 747 ships were constructed in the Richmond shipyards, a feat unequaled anywhere in the world before or since. Ship production included approximately 20% (519) of the country's Liberty ships—huge, nondescript, versatile vessels that have been given credit for helping to swing the war in favor of the United States.

Liberty ships under construction, Richmond, California, ca. 1943. Richmond Museum of History.

In addition to Liberty ships, the Richmond shipyards also produced 228 other vessels. These included 142 Victory ships, a class of emergency vessels designed to replace the Liberty ships after 1943. The Victory ships were faster, larger, and more efficient than the Liberty ships, featuring more modern steam plants, better trim and stability, stronger hulls, and electrically driven winches and windlasses. Other types of ships built in the Richmond shipyards during the war included 15 tank landing ships, 12 frigates, 35 troop transports, and 24 "Pint-size" Liberty ships.

The troop transports—all C4-S-A1 troop transports—were among the most time consuming to build. The first was constructed on November 25, 1942, and the last on August 12, 1945. While it took only 15,000 hours of joiner work to build a Liberty ship, it took almost four times as many hours for a C-4 troop transport. Some 9,600 components were required to construct a Liberty ship, while a C-4 required 130,000.

SHIPYARD WORKFORCE

At peak production during the war, the Richmond shipyards employed more than 90,000 people. During the early months of the war, many of the new employees in the Richmond shipyards were from agricultural and mining areas in Northern California—many were unemployed farm workers from the Central Valley. As the demand for new workers grew, however, more than 170 Kaiser recruiters scoured the United States for workers, resulting in a massive migration and resettlement program. The Richmond Chamber of Commerce supported the labor recruiting effort by distributing a publication, "Job Facts," nationally through the 1,500 offices of the U.S. Employment Office. By the end of the war, Kaiser had brought nearly 38,000 workers to Richmond, fronting their train fare—another 60,000 came on their own with recruiter referrals.

Many of the newcomers, including former farm workers and sharecroppers, came from Texas, Oklahoma, Arkansas, and Louisiana. Recruiters paid transportation fees and provided travel advances that were deducted from the workers' first months' pay at a rate of $10 per week in exchange for signed one-year contracts.

Kaiser was among the first defense contractors to employ women in substantial numbers. By 1944

women constituted 27% of the workforce in the Richmond shipyards, accounting for more than 41% of all welders and 24% of all craft employees. Although the shipbuilding, iron, and steel industries employed the largest number of women in the manufacturing sector, thousands also worked in machine shops, auto plants, military supply and ordnance, communications, electrical parts plants, and food processing in Richmond and throughout the nation.

The San Francisco Bay shipyards, including those at Richmond, were among the first defense industries to employ African Americans and other persons of color. The California shipyards provided the biggest single opportunity for African Americans to obtain higher-paying industrial work. By 1944 the Kaiser shipyards at Richmond employed more than 10,000 African American workers.

Richmond shipyard work crew, ca. 1945. Clem family archives.

The influx of African American workers had a profound demographic impact on Richmond. In 1940 the city had only 270 African Americans (1.1% of the population) who lived primarily in a semi-rural, four-block area just outside the city limits in North Richmond. By 1944 the number of African Americans in Richmond had increased to approximately 5,700, and by 1947 to more than 13, 700. By 1950 African Americans accounted for 13.4% of Richmond's population.

Discord
Changing Roles

Before the war, a limited number of women worked in paying jobs outside the home. Laws were even proposed that would prohibit married women from entering the workforce.

"But that was a woman's expectations at that time. Especially going through the Depression. There was no thought of a career. I guess some girls, maybe, became teachers or nurses. But even so, it was you get married and have children. That was our role. And some of us fit it well and some of us didn't."

--Phyllis Gould,
Welder,
Kaiser Shipyards,
Richmond, CA

Women welders on their way to a job, 1943

Woman welding a gasoline trailer tank,1943

Other minorities also found employment opportunities in the Kaiser shipyards. In an abrupt reversal of past practices, Chinese Americans were mobilized for the war effort and played an active role in Bay Area shipbuilding and other defense work. In early 1943, Kaiser employed more than 2,000 Chinese workers, the majority of whom were local residents. Increasing numbers of Mexican Americans also found employment in the shipyards, thus intensifying the crowding and expansion of Richmond's small pre-war Mexican American community that had centered near the Santa Fe Railroad yards. Although Italian Americans had constituted Richmond's largest ethnic group before World War II, ethnic-specific organizations in the city by the end of the war included Gustav Vasa, Croatian Fraternal Union of America, United Negro Association of North Richmond, Jewish Community Service of Richmond, and Hadassah.

By 1943, the Richmond population also included a small group of more than 1,000 American Indians. Most of them lived at the foot of Macdonald Avenue in converted boxcars and cottages provided by the Santa Fe Railroad, a major employer of the group. American Indians also found work in the local shipyards; at least 75 worked at the Kaiser yards alone.

Fred and Mourine Merrow, a husband and wife bucker and riveter, ca. 1944. National Park Service.

LABOR UNIONS

Richmond witnessed increasing labor union activity during the war. The International Brotherhood of Boilermakers, Iron Shipbuilders and Helpers of America was the union that represented the majority of West Coast shipyard workers, including more than one-third of the Kaiser shipyard workers in Richmond. It manifested the traditional exclusivity and conservatism of American Federation of Labor craft unions. Chartered in August 1942, Richmond's Local 513 quickly became the Boilermakers' third largest local in the nation with more than 36,500 members. Primarily concerned with maintaining the status quo of long-time shipyard workers, the union was the most vocal opponent of the prefabrication process and "de-skilling" of the shipbuilding trade.

Under federal government and employer prodding, women were admitted to union membership in September 1942. Prior to the war, the Boilermakers had established auxiliary unions for African Americans, and a segregated auxiliary—Local A-36—was established in Richmond in early 1943 for African American shipyard workers. Although the auxiliary represented new access into the labor union movement for black workers in the shipyards, it was controlled by a white "parent" local; its members had no representation at national conventions, had no grievance mechanisms or business representatives, and received no reduced insurance benefits.

TRANSPORTATION

With the majority of shipyard workers commuting between points in the East Bay, the federal government established provisional train, bus, and streetcar lines to alleviate the chronic overcrowding of local carriers. Most notable of these was the "Richmond Shipyard Railway," constructed and operated by the Key System for the U.S. Maritime Commission from Emeryville and Oakland to the Richmond shipyards from January 18, 1943 to September 30, 1945.

Initially, the trains were operated only to Potrero Avenue and 14th Street, several blocks from Shipyard No. 2. By February 1943, service was extended to all of the Richmond shipyards. In early March 1943, a single track loop was completed to the immediate vicinity of the prefabrication plant between Shipyards No. 3 and 4, and the security checkpoints of Shipyard No. 2.

Constructed from old inter-urban track lines, the railway featured converted cars from the recently abandoned New York City's Second Avenue elevated line of the Interborough Rapid Transit Company. Initially, 39 trains were operated in each direction each day, but by late February 1943, the total number of daily trains had increased to 94. A daily average of some 11,000 passengers used the transit line.

COMMUNITY SERVICES INCLUDING CHILD CARE SERVICES

Federal, state, and local public and private agencies coordinated their efforts to develop an extensive program of public services in Richmond to support new residents and to acclimate them to their new urban-industrial conditions. In addition to housing, war workers needed health care, child care, and recreational opportunities.

The Richmond Health Department extended its services to the new housing areas, and the Richmond Board of Education initiated an extensive recreational program in community centers that included music, dancing, crafts, athletics, and a variety of playground facilities. With leadership and fundraising support by the Elks Club, the Richmond Community Chest remodeled an armory building in 1944 to provide headquarters for the Richmond Boys' Club, a new organization designed to provide recreational and educational opportunities for boys aged six and older.

Funded by the Community Chest and the State of California, and operated by the Young Men's Christian Association (YMCA) and the Richmond Recreation Department, Hospitality House was opened in 1944 to provide recreation and sleeping quarters for servicemen as well as space for a YMCA Youth Center. Richmond's United Services Organization building provided a range of recreational and leisure activities designed to build morale among servicemen and servicewomen, as well as defense industry workers.

In the highly competitive labor market during the war, Henry J. Kaiser played a leading role in providing corporate welfare to the workforce in Richmond as an incentive to promote productivity, employee retention, and social harmony in the community. Kaiser offered a wide variety of recreational and sports programs (32% of the shipyard workforce participated); a company newsletter (*Fore 'N' Aft*); counselors and specialists to help improve work conditions and promote responsible personal financial management and family health; work time music; entertainment during elaborate lunchtime events; and inter-shipyard competitions to promote efficiency and safety and to spur

Discord

"No Women, No Blacks"

Even with a shrinking labor pool of white men, some employers and unions were resistant to hiring women and African Americans. Phyllis Gould wanted to work in the shipyards and was told that she would have to join the Boilermakers Union.

"So I went to the Union Hall and my memory of that place is all dark. It was like it was a dark place and this big man that was dressed in dark clothes and he just said, 'No. We don't take women or blacks.' Only that's not the word he used. So, I went home. And the next day, I went again, same routine. And the third day I didn't go to the Boilermakers' Hall. I went up to the window at the hiring hall and they said, 'No.' And I started to cry, and as I'm walking back through this room there was a man at a desk and he said, 'What's wrong?' And I told him, and I don't know what he did but he says, 'Go back up there.' And I did and they gave me the job. So, I don't know what he did. And don't know how many --how long it was between the time they said I was hired until I actually went to work. Because then they hired five or six more women and a chaperone, because we were the first.

--Phyllis Gould,
Welder,
Kaiser Shipyards,
Richmond, CA

production. Additionally, Kaiser actively advocated adequate housing and community services for his workforce.

Frustrated by the inadequacy of local programs, Kaiser helped to establish approximately 35 child care centers of varying sizes in Richmond to provide child care for mothers working in the shipyards. Some were established in new buildings built specifically for this purpose, while others were in converted buildings or in existing schools. At its peak, with some 24,500 women on the Kaiser payroll, Richmond's citywide child care program maintained a total daily attendance of some 1,400 children. All but one of the 35 centers were segregated.

With federal agencies providing for the buildings and the Richmond school district supplying the administration, the first government-sponsored child care centers opened in Richmond during the spring of 1943. The first was the Terrace Nursery School, located at the Terrace War Apartments, near the western edge of the Richmond shipyards. The Terrace Housing Community Center opened this nursery with a capacity of 45 children, aged two to four. The daily cost was 50 cents per child, with the option of adding a breakfast for an additional 10 cents.

The most substantial facilities built specifically for child care were the Maritime Child Development Center and its near-twin, the Pullman Child Development Center (since renamed the Ruth C. Powers Child Development Center). Funded by the Maritime Commission and operated by the Richmond School District, the centers incorporated progressive educational programming developed by child welfare experts from the University of California at Berkeley. Kaiser's innovative child care program was designed to help newcomers adapt by teaching youngsters how to "eat, sleep and play," and how to practice "proper habits." The program provided 24-hour care, and included well-balanced hot meals, health care, and optional family counseling.

Child care in "War Nursery," ca. 1943. Franklin Delano Roosevelt Library.

Maritime Child Development Center, rear view, ca., 1945. Source unknown.

HEALTH CARE

Kaiser's most significant contribution in the arena of social services during World War II was in health services—a field in which the company set an industry standard. Following major flu and pneumonia epidemics in the East Bay in 1941, Kaiser inaugurated the Permanente Health Plan in 1942.

The plan involved a three-tier medical care system that included six well-equipped first aid stations at the individual shipyards, the Kaiser Permanente Field Hospital (sometimes referred to as the Richmond Field Hospital), and the main Permanente Hospital in Oakland. Together these facilities served the employees of the Kaiser shipyards who had signed up for the Permanente Health Plan (commonly referred to as the "Kaiser Plan")—one of the country's first voluntary pre-paid medical plans to feature group medical practice, prepayment, and substantial medical facilities on such a large scale. By August 1944, 92.2% of all Richmond shipyard employees had joined the plan that was financed through paycheck deductions of 50 cents per week.

Henry J. Kaiser, ca. 1945. Bancroft Library, University of California–Berkeley.

The health plan was highly popular with workers and boosted Kaiser's image as a preferred employer. Kaiser's initial investment paid for itself many times over as better health care made for healthier workers, less absenteeism, and increased productivity.

Discord

Unequal Pay, Childcare and Housing

Women were paid less than men. The average man working in a wartime factory was paid $54.65 per week, while women were paid $31.21 per week. Skilled women were paid less than unskilled men.

One challenge the women faced was what to do about childcare. Industry was slow to recognize the value of women in the workplace, and even slower to associate the need for childcare with working women. Before the 1940s, childcare was typically provided by a woman's mother, sister, relative, or neighbor. Yet, working women had moved away from their extended families and had no relatives to help them. Most employers thought that women should use federal childcare, failing to recognize women's concerns about leaving their children with strangers in unfamiliar surroundings.

A second challenge for women was housing. Some landlords were reluctant to rent to women because they made less money than men and wanted laundry and cooking privileges that men did not.

Evelyn Childcare Center, Richmond, CA

After the war, the health plan was extended to include workers' families, and it became the most enduring of all of Kaiser's programs. The "Kaiser Plan" was a direct precursor of the Health Maintenance Organizations (HMOs) defined by the federal Health Maintenance Organization Act of 1973. Today Kaiser Permanente is among the nation's largest and most influential health maintenance organizations.

POST WORLD WAR II RICHMOND

During the late 1940s Richmond experienced the "bust" associated with the aftermath of the war "boom"—large numbers of war workers were left unemployed and homeless when the defense industries shut down.

Although new industries, such as International Harvester, moved in to occupy some of the vacated shipyard structures, Richmond's unemployment woes were exacerbated by the loss of industry to outlying suburbs in the San Francisco Bay Area. The most significant departure was the Ford Motor Company, which moved to Milpitas, California, in 1955.

War workers found it hard to obtain new jobs. Shipyard efficiency during the war had been obtained by implementing assembly line procedures, i.e., one person, one job. After the war, those who had learned only one skill found that they could not easily transfer to other jobs in a highly competitive job market. In addition, to protect their skilled crafts, prewar workers had responded during the war by creating a system of second-class union auxiliaries for women, African Americans, and other newcomers. At the end of the war, employers and unions easily disposed of these marginalized workers, thus creating serious economic dislocation in East Bay cities such as Richmond.

Unskilled workers who were members of a minority group faced the additional obstacle of prejudice amid the tensions of the highly competitive job market. Hence Richmond became witness not only to the industrial development that supported America's effort to win World War II, but also to the bleak realities of urban blight and economic dislocation associated with peacetime conversion.

In addition to employment challenges, many workers found themselves without housing. Much of the federally subsidized wartime public housing was designed only for temporary use. To avoid conflicts between public and private sector housing during the peacetime conversion years, the Richmond Housing Authority agreed to tear down public housing within two years of the end of the war. Communities like Seaport, which housed African Americans adjacent to the shipyards, were obliterated almost overnight.

Today, in Richmond, California, there is a growing interest in remembering and honoring the city's history. Community revitalization efforts are centered on the historic resources remaining from the war years, and city celebrations are being renewed with "home front" themes. Despite the tumultuous years—both during and after World War II—the citizens of Richmond are embracing their city's history and celebrating its many contributions to victory in World War II and to significant social changes to American society.

Historic Importance of Individual Park Sites

The legislation establishing Rosie the Riveter/World War II Home Front National Historical Park recognized the national significance of the historic resources that are owned by private and public partners within the City of Richmond, California. The importance of those resources is discussed in this section. While the park's primary resources are owned and managed by many different public and private entities, they all help tell the story of Rosie the Riveter and America's World War II home front.

FORD ASSEMBLY BUILDING

The 500,000-square-foot Ford Assembly Building illustrates the conversion of American peacetime industries into wartime industries. Built as the largest automobile assembly plant on the West Coast, the Ford Assembly Plant was converted to the Richmond Tank Depot during World War II. There were only three wartime tank depots in the United States; the Ford Assembly Building is the only surviving structure that housed one. Workers at the depot equipped more than 60,000 military vehicles including tanks, Army trucks, half-tracks, tank destroyers, personnel carriers, scout cars, amphibious tanks, snow plows, and bomb lift trucks. These vehicles were transported to the plant for final processing and to have up-to-the-minute improvements installed on them before being transported out through Richmond's deepwater channel to war zones throughout the world.

In addition to its importance for its wartime uses, the Ford Assembly Building is an outstanding example of 20th century industrial architecture. It was designed by internationally famed architect Albert Kahn who developed "daylighted" factories

Ford Assembly Building, ca. 1935. The Henry Ford Museum.

"all under one roof." The immense size of this historic structure, along with the adjacent oil house, can provide park visitors with an understanding of the size and scale of the wartime industries that were based in Richmond, California.

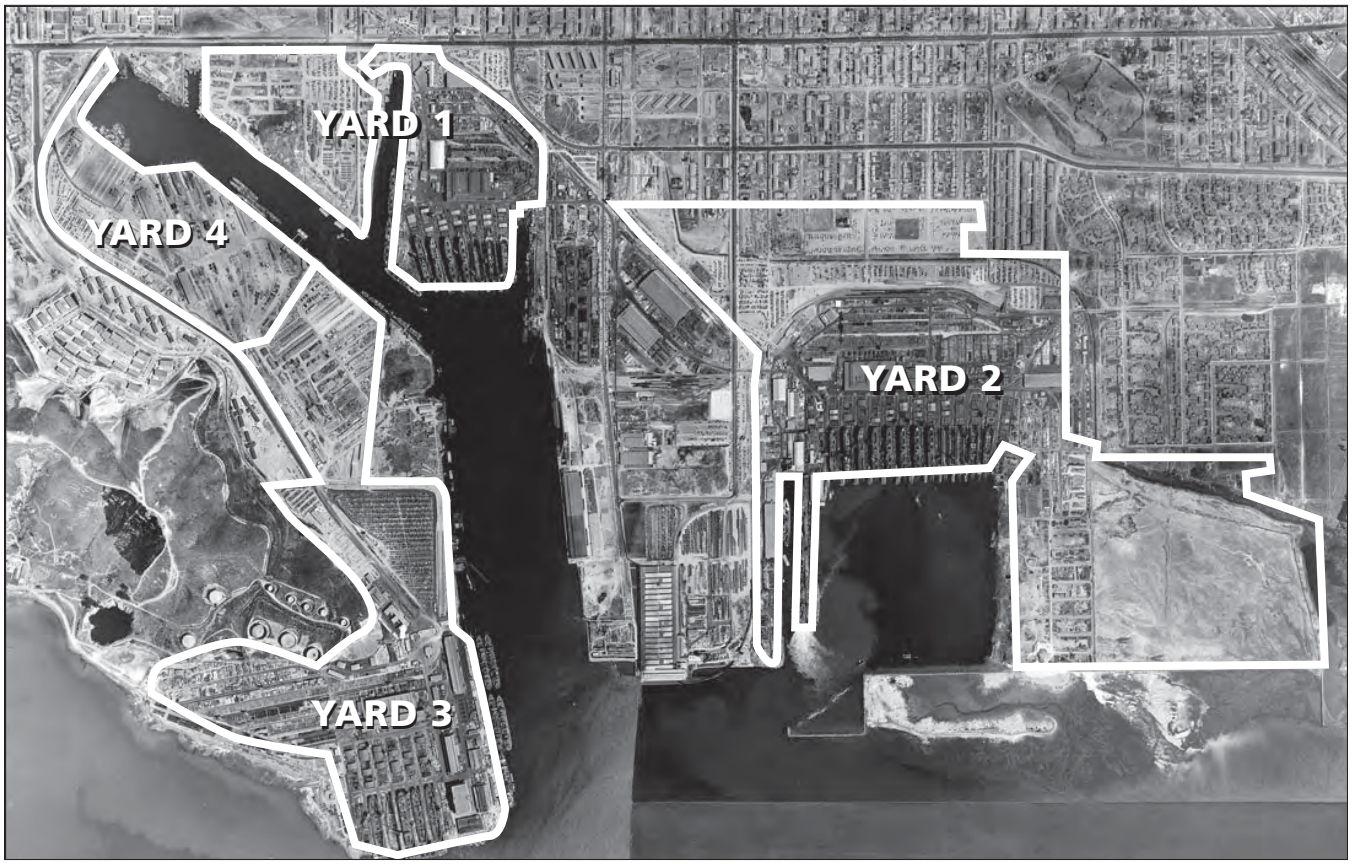
Ford Assembly Building Craneway, 2002. Library of Congress.

RICHMOND SHIPYARD NO. 3 AND THE SS *RED OAK VICTORY*

The Richmond Shipyard complex built by Henry J. Kaiser was one of the largest wartime shipyard operations on the West Coast. Shipyard No. 3 is the only remaining wartime shipyard of the four that Kaiser constructed in Richmond; it is still relatively intact and is listed in the National Register of Historic Places.

Richmond Shipyard No. 3 was built for the ease of mass production of wartime ships, and has retained its exemplary resources in part because it was built to be a permanent facility. The level graving basins/dry docks eased hull construction, while the large assembly areas and the alignment and spacing of the buildings contributed to production speed. Kaiser's ship building methods involving prefabrication allowed much of the initial construction to be accomplished away from the dry-docks/graving basins, which led to increased efficiency and speed. Whirley cranes were used to move the components from place to place in the shipyard. After launching, the ships were taken to the outfitting berths for the final electrical connections, sheet metal work, furnishings, and artillery installation.

The park includes a surviving wartime ship that was built in the Richmond Shipyards. The SS *Red Oak Victory* is listed in the National Register of Historic Places to recognize its military, transportation, and engineering significance as an ammunition and cargo vessel during World War II. The ship also is acknowledged for its significance as a product of the Kaiser Corporation's revolutionary innovations in



Kaiser Shipyards, ca 1945. Library of Congress. Richmond Museum of History.

shipbuilding techniques that were undertaken in the shipbuilding industry during World War II.

The SS *Red Oak Victory* is a tangible resource that demonstrates the power and contribution of individuals to the World War II war effort. The ship helps visitors comprehend the massive undertaking associated with the Richmond's shipyards and the American wartime home front. The size and scale of the surviving shipyard help visitors to comprehend the enormity of the American World War II effort. By exposing visitors to the remaining historic sites and structures of Richmond Shipyard No. 3, they can learn how ships were made and how "Rosie the Riveter" contributed to the effort.

The views of the contemporary commercial land use along the Santa Fe Channel from various park sites helps provide visitors with the context and a sense of size of the wartime industrial landscape.

SS Red Oak Victory ship under construction, ca 1944. Richmond Museum of History.

SS Red Oak Victory ship, 2004. National Park Service.

KAISER PERMANENTE FIELD HOSPITAL

In 1942, Henry J. Kaiser inaugurated the Permanente Health Plan for his shipyard workers. He instituted a three-tier medical care system consisting of first-aid stations in the shipyards, a field hospital, and a main hospital. One of Kaiser's original first-aid stations remains intact in Richmond Shipyard No. 3. The Kaiser Permanente Field Hospital still exists on Cutting Avenue in the national historical park and is privately owned.

Preserving the Kaiser Permanente Field Hospital can help visitors understand the health care needs of the workers who labored in Richmond's wartime industries, and can also help them understand the profound changes to America that resulted from World War II home front activities.

Kaiser Permanente Field Hospital, ca 1945. Library of Congress.

Kaiser Permanente Field Hospital, 2002. National Park Service.

CHILD DEVELOPMENT CENTERS

In addition to health care, Kaiser provided child care for families working in Kaiser's shipyards. The centers he built with funding provided by the United States Maritime Commission incorporated progressive educational programming and 24-hour care; services included well-balanced hot meals, health care, and family counseling.

The largest child care facilities were the Maritime Child Development Center and the Pullman Child Development Center (later renamed Ruth C. Powers Child Development Center). Both are still in existence and were in use as child care centers until just recently. By preserving the surviving child development centers in Richmond, California, visitors have the opportunity to explore the social and community responses to the World War II home front effort that occurred in cities and towns across America.

Maritime Child Development Center, ca. 2004.

Ruth C. Powers (formally Pullman) Child Development Center, 2002. Architectural Resources Group.

WORLD WAR II WORKER HOUSING

Small, pre-World War II industrial cities like Richmond, California, became boomtowns during the war; housing provides some of the most visible evidence of the drastic changes that occurred in these cities almost overnight. Beginning with a prewar population of 23,642 in 1940, the city's population grew to more than 93,000 by 1943. With a population increase of 296%, Richmond was thrown into civic chaos and social upheaval and was forever altered by the events of World War II.

To meet the continuing critical housing shortage, the Richmond Housing Authority was incorporated on January 24, 1941. The program consisted of 20 projects that including apartments, dormitories, and three trailer parks; these projects housed more than 60% of Richmond's population during the war.

Atchison Village, 1940. Library of Congress.

Housing Unit, Atchison Village, 2002. National Park Service.

Chapter 3
The Alternatives

Introduction

ORGANIZATION OF THE CHAPTER

This chapter begins with a short overview of the development of the alternatives followed by a discussion of the elements that would be the same in all of the alternatives. Then park areas are presented; these describe desired conditions that could be achieved over the next 20 years for various areas of the park. A discussion of user capacity follows before each alternative is discussed in detail. This discussion is followed by a short discussion of alternatives and actions considered but dismissed and the environmentally preferable alternative. Finally, information regarding the alternatives is presented in table form: table 7 presents the alternatives as they apply to various park sites; table 8 presents the role of the National Park Service in each of the alternatives; and table 9 summarizes the key impacts of implementing the alternatives.

BACKGROUND FOR DEVELOPMENT OF THE ALTERNATIVES

Rosie the Riveter/World War II Home Front National Historical Park is one of the newest units of the national park system. The national historical park is a partnership between public and private entities and the National Park Service to preserve and interpret the historic sites and structures in Richmond, California, as a means to tell the stories and events of the American World War II home front. It is also a collaborative effort among local, regional, and national partners in order to connect visitors to sites and stories across the country to tell the national story. These partnerships continue to evolve.

The development of this national historical park is guided by the congressional legislation establishing the park. The park (see appendix B) will be managed through cooperative agreements and the collaborative efforts of public and private entities, including the National Park Service.

Developing a vision for the future of Rosie the Riveter/World War II Home Front National Historical Park is the primary role of this general management plan. Chapter 3 lays out three possible alternatives that articulate potential visions for the national historical park.

In developing the alternatives, the planning team recognized that Congress and the president created Rosie the Riveter/World War II Home Front National Historical Park in Richmond, California, because of the quantity and significance of the historic sites and structures owned by private and public partners within the City

Discord
African Americans in Wartime

As the war continued and the supply of workers dwindled, the government and war industries extended their recruiting efforts into rural areas, including the predominantly black areas of the south. To attract laborers that could not afford to travel to industrial centers, companies paid the way for new workers and provided training for them.

"They were wanting people to work over there.They were begging for people to work. And all these hard jobs, they were glad to see blacks coming out, because that's what they were counting on, for all these hard jobs. You would hear about hiring in this city or hiring at this time, and people would go. ...But, there was white people coming out, looking for blacks to go. And they would pay your way. "

-- Frank Stevenson,
Factory Worker,
Ford Assembly Plant,
Richmond, CA

Housing was in short supply for many of these transplanted workers. Some African Americans had more difficulty finding housing than whites; many found refuge in all night theaters during non-working hours. After completing a 10-hour shift, workers often ordered take-out food from a local restaurant, paid 25 to 35 cents to watch movies before falling asleep, and then waking up in enough time for the next shift.

of Richmond. These unique and nationally important resources can help visitors comprehend the breadth and complexity of the national stories, issues, and experiences that affected all Americans during World War II.

Rosie the Riveter/World War II Home Front National Historical Park provides a place in the national park system where visitors can explore social and community issues and events that emerged on the American home front during the 1940s. These include the following topics:

- Creation of a defense industry, almost from scratch, using partnerships involving industry, government, and the labor unions to recruit, train, house, and assist workers from across the country
- Unprecedented recruitment, migration, and resettlement of workers
- Large numbers of women and minorities gaining access to relatively high-paying jobs in industrial plants for the first time
- Women juggling shift jobs and family responsibilities
- First comprehensive program of health care and services for workers and families
- U.S. government intervention to open jobs to African Americans and other minority groups and the unprecedented integration of the workforce
- Provision of 24-hour services, including shopping, recreation, housing, and child care for the massive influxes of workers and families
- Readjustment to the dramatic decline of defense industry jobs as World War II came to a close and servicemen began returning home to reclaim civilian jobs
- Aftermath of these social and community changes once World War II was won

Every American household, community, and industry was impacted by the war as never before and never since. The influence of World War II on American lives is one of the richest, most dramatic, and yet understated chapters in the nation's history.

In developing a reasonable range of alternatives, information from a variety of sources, meetings, and workshops was synthesized and integrated. In 2000, a meeting was held with local community members and partners to interpret and discuss the direction given by the national historical park's enabling legislation. This workshop was followed by an analysis of the park's important historic sites, structures, stories, and values. During 2002 and 2003, numerous planning workshops and meetings were held with local and regional residents and partners to further define the park's significance, primary interpretive themes, and potential alternative visions. The park staff hosted many formal and informal meetings to learn about the public interests, ideas, and concerns. These public meetings included workshops, open houses, and discussions; additional meetings were held with the managers or owners of each park site. The outcomes of the public meetings and consultations led to the development of the following alternatives.

Alternative A, the no-action alternative, is presented along with two action alternatives, B and C. Each presents a different vision for preserving and managing cultural resources, providing for visitor use, and developing facilities at the national historical park. Together, the three alternatives (A, B, and C) provide a reasonable range of options that explore the future of Rosie the Riveter/World War II Home Front National Historical Park and reflect the discussions recorded at public meetings, workshops, and with potential cooperating partners.

The alternatives focus on *what* resource conditions and visitor uses and experiences should be at the national historical park rather than on details of *how* these conditions and uses/experiences should be achieved. Thus, the alternatives do not include many details of how the plan will be implemented.

In addition to the no-action alternative (alternative A), two other visions that are referred to as action alternatives are explored. The action alternatives are built from ideas and concerns expressed at the public meetings and workshops. These ideas were explored with community groups, local and regional leaders, and potential cooperating partner(s) at each park site. Each action alternative describes the desired conditions of the national historical park at the end of the planning horizon—about 20 years from now.

• Alternative A

Alternative A is the no-action alternative; the term "no-action" means that there would be no changes to the current direction of park management. This alternative describes the current conditions and trends. It provides a baseline for comparison by which to evaluate the direction and impacts that might occur if either of the action alternatives were implemented. In the no-action alternative, visitors would continue to use self-guiding tools or join National Park Service-led guided tours to see World War II historic sites and structures in Richmond. Each park site would continue to be adapted to accommodate contemporary uses. The National Park Service would continue to gather home front stories and operate a small self-service visitor orientation center at Richmond City Hall.

• Alternative B

The vision for alternative B is to provide visitors with opportunities to explore Richmond's World War II-era historic sites and structures in order to experience the scale, diversity, and complexity of the American home front story. In this alternative, the National Park Service would work with cooperating partners to provide visitors places to stop and experience historic sites and structures that are preserved and interpreted. Where possible a portion of the interiors would be made accessible with artifacts, exhibits, and programs to connect visitors to buildings stories as well as to the larger park themes. The World War II Home Front Visitor/Education Center, located at the Ford Assembly Building, would interpret the national home front effort and orient the visitor to Richmond's World War II-era sites and stories.

• Alternative C

In alternative C, the vision for the national historical park would be to provide visitors with opportunities to explore the World War II Home Front Visitor/Education Center to learn about the impacts and legacy of the American World War II home front. In this alternative, the visitor/education center would be the focal point of the park with the maximum amount of resources and interpretation centered at this location. Located at the Ford Assembly Building, the visitor/education center would present a diversity of stories from communities across America and would provide in-depth educational and research opportunities to advance the understanding of this vital chapter in American history. The National Park Service would work with cooperating partners in Richmond to retain significant resources as a backdrop to the visitor/education center. Tools would be available at the visitor/education center for visitors who want a self-guiding experience around Richmond to see World War II home front sites and structures. Each park site would continue to be adapted to accommodate contemporary uses.

Discord

Discord among Workers

Welders, 1943

In addition to facing discrimination from employers, African Americans and minority workers had to deal with intolerance.

"Certain people didn't want to work with certain ones, and it was always a discussion because people were from all over the world…Someone [would] say, 'Well, she don't want to work by me and I don't want to work by her.' I try to ask questions, 'Why are we here? If we go to work angry we might make a mistake building the ships, and what we're here for is to try to make things comfortable on the home front so that our soldiers will come home safe.' "

--Mary Peace Head,
Welder,
Kaiser Shipyards,
Richmond, CA

Elements Common to All of the Alternatives

Although each alternative presents a different vision for the future of Rosie the Riveter/World War II Home Front National Historical Park, they share some common elements. These elements evolved from the national historical park's enabling legislation, existing local and regional plans, existing agreements, and governmental commitments.

COOPERATING PARTNERS

Rosie the Riveter/World War II Home Front National Historical Park is a partnership park that includes many public and private entities working collaboratively to preserve historic World War II-era places and resources that convey America's home front stories.

Cooperating partners are an essential element in the future of the national historical park. These partners include citizens, communities, and private, governmental, and nonprofit entities that—through agreements and shared common goals—work to achieve the mission of the national historical park. The National Park Service would continue to facilitate existing partnerships and develop new partnerships to provide for mutual benefit among participants and to achieve the park's legislated mandates.

The current cooperating partners include the following entities.

• City of Richmond, California

The City of Richmond (with its Port of Richmond) owns and manages the greatest share of designated park sites, buildings and structures. The City of Richmond owns and manages the Rosie the Riveter Memorial, Fire Station 67A, the craneway of the Ford Assembly Building, and other city parks along the waterfront. The City of Richmond through the Port of Richmond, owns the six historic buildings and the five graving basins/dry docks and surrounding acreage that make up the National Register of Historic Places, Shipyard No. 3 historic district.

• Rosie the Riveter Trust

The Rosie the Riveter Trust is the friends group and cooperating association of Rosie the Riveter/World War II Home Front National Historical Park. The Rosie the Riveter Trust is working to help support the preservation and rehabilitation of the historic resources of the national historical park in addition to supporting oral history collection, interpretive services, and park programs.

• Contra Costa County

Contra Costa County owns and manages the Maritime and Ruth C. Powers child development centers.

• Richmond Museum Association (SS *Red Oak Victory*)

The Richmond Museum Association is a nonprofit organization that owns and operates the SS *Red Oak Victory* and also promotes and encourages the study and research of Richmond's history. The association works to disseminate knowledge of the city's history; collect, preserve and display historical materials and artifacts of significance to Richmond; and mark, preserve, and maintain places of historical interest.

The Richmond Museum Association is working to preserve and restore the SS *Red Oak Victory* as an operational vessel. The SS *Red Oak Victory*, a National Memorial Ship, is being developed into a maritime museum focused on wartime contributions of the residents and workers of the City of Richmond, California, and the shipbuilding ingenuity of Henry J. Kaiser.

• Owner of the Ford Assembly Building

Orton Development, Inc. is the owner of the Ford Assembly Building and adjacent oil house, with the exception of the craneway. The craneway of the building, over the waters of the San Francisco Bay, is owned by the City of Richmond and leased to Orton Development, Inc.

Orton Development and the National Park Service are working together to interpret the building's history and to potentially locate a visitor/education

center in a portion of the craneway of the Ford Assembly Building.

• Owner of Kaiser Permanente Field Hospital

The Kaiser Permanente Field Hospital is owned by the Masjid Al-Noor, a regional non-profit religious organization. While the current owners plan to use the building for many purposes, including as a place of worship, they are potential cooperating partners with the National Park Service to interpret the historic use of the building as the second tier of health care for shipyard workers during the war. With assistance from the National Park Service, the Masjid Al-Noor could consider setting aside a small area in the front of the building to provide for visitor access and the placement of interpretive media.

• Council of Industries

Members of the Council of Industries have supported the national historical park from the beginning. In 2005, they assisted with the coordination, preservation, donation, and relocation of a historic whirley crane to Shipyard No. 3.

• New Partners

The National Park Service is actively pursuing cooperating partners and continues to develop partnerships in an effort to preserve and interpret historic sites and structures that are key to relating Richmond's World War II home front stories.

CIVIC ENGAGEMENT

The collaborative nature of Rosie the Riveter/World War II Home Front National Historical Park requires a commitment to building and sustaining relationships with individuals, neighbors, cooperating partners, and other communities of interest.

The National Park Service will provide opportunities for individuals and groups to tell their own stories at park sites and will encourage the telling of home front stories throughout the greater Richmond community and across America. The goal of these activities is to nurture stewardship of the multilayered World War II home front experience and legacy and to facilitate conversations that lead to a shared understanding of the full meaning and contemporary relevance of the World War II home front.

ACCESSIBILITY FOR PERSONS WITH DISABILITIES

Cooperating partners are encouraged to take reasonable steps to make programs, services, and historic facilities accessible to and usable by all people, including those with disabilities. To the

Discord
Management

Typically, white men were placed in management positions. Class and division of labor separated managers from the lower echelons of the workforce. Construction supervisors were frequently unaware of the racial strife that was taking place among the laborers.

"I can't recall any racism, per se, activity. During the war, god, we had all sorts of nationalities: blacks, whites, yellows, and what have you, and I really can't recall any real problems. Everybody mingled together very well."

--James McCloud,
Field Construction Superintendent,
Shipyard Number 2,
Kaiser Shipyards,
Richmond, CA

D-day prayer by shipbuilders in Richmond, CA

Shipyard workers in Richmond, CA

highest degree reasonable, people with disabilities should be able to participate in the same programs and activities that are available to everyone else. Special, separate, or alternative facilities, programs, or services should be provided only when no reasonable alternative exists. All federal facilities and facilities receiving federal funding must comply with the Architectural Barriers Act Accessibility Standards (ABAAS, March 8, 2006).

OPPORTUNITIES FOR LEARNING

The park's enabling legislation recognized that it is unrealistic to tell the full American World War II home front story without links to sites thoughout the United States. The legislation that established the national historical park stated that the park "shall include a program that allows for distance learning and linkages to other representative sites across the country." The purpose of the distance learning is to educate and interpret "to the public as to the significance of the site and the World War II home front." Using evolving Internet and other digital technology, the national historical park will be linked to World War II home front sites throughout the United States; the park will be able to both receive and disseminate programming related to the American World War II home front.

PARK MUSEUM COLLECTION AND ARCHIVES

• Oral Histories

The national historical park's enabling legislation directs the National Park Service to "conduct and maintain oral histories that relate to the World War II home front theme…" In all of the alternatives, the National Park Service continues to collect and preserve all forms of personal home-front histories for their historic and interpretive value as well as for their use by staff, visitors, researchers and scholars, and interested members of the public.

• Museum Collection Plan

The park's legislation authorizes the National Park Service to "acquire and provide for the curation of historical artifacts that relate to the park." The National Park Service will complete a museum collection plan that reflects the vision and scope of the selected alternative. The museum collection plan will guide management, curation, and public access to historic artifacts and archives. All artifacts and archives will be acquired, accessioned and cataloged, preserved, protected, and made available for access and use according to National Park Service standards and guidelines.

The Pacific West Region Museum Collection Curatorial Facility Plan, which was approved by the Regional Director in May 2006, identified that a curatorial facility for Rosie the Riveter/World War II Home Front National Historical Park would include a four-park consolidated museum and research facility. The three additional parks included in this plan are the Eugene O'Neill National Historic Site, John Muir National Historic Site, and Port Chicago Naval Magazine National Memorial, all of which are in Contra Costa County. Each action alternative includes an approach to realizing this mandated consolidation.

TECHNICAL ASSISTANCE

National Park Service is authorized to provide technical assistance regarding the preservation and interpretation of historic properties that support the stories of Rosie the Riveter and the World War II home front. The National Park Service will continue to do so under all the alternatives.

DESIGNATED WATERFRONT PARK SITES

In all of the alternatives, the National Park Service staff will pursue opportunities to enter into cooperative agreements for interpretation and to provide technical assistance and support for the open spaces that are listed in the enabling legislation. These open space park sites include the following:

• Rosie the Riveter Memorial at Marina Bay Park

The Rosie the Riveter Memorial is located midway along the string of waterfront parks and is on land that was the former Kaiser Shipyard No. 2 (now part of Marina Bay Park). The park and memorial are owned, maintained, and managed by the City of Richmond. The memorial, dedicated on October 14,

2000, is a 400-foot-long landscape sculpture that symbolizes the framework of a Liberty Ship. The memorial honors American women's labor during World War II. A timeline of World War II history and quotes from women's firsthand experiences are incised into the concrete walkway of the memorial, while photographs and text panels incorporated into the sculpture provide an overview of the home front effort, women's contributions, the role of labor, and the shipbuilding process. The Rosie the Riveter Memorial is one of the stops on a self-guiding auto tour. In addition, visitors are provided with picnicking opportunities and views of the Richmond Marina and San Francisco Bay.

• Shimada Peace Memorial Park

Located along the shoreline and forming the eastern end of the national historical park, this 3-acre peace park commemorates friendship between the City of Richmond and its sister city, Shimada, in Shizuoka prefecture, Honshu, Japan. The City of Richmond owns and maintains the Shimada Peace Memorial Park.

This peace park is the entry point off the Bay Trail into the national historical park. The peace park could provide opportunities to orient the Bay Trail user to the stories and opportunities within Rosie the Riveter/World War II Home Front National Historical Park.

• Barbara and Jay Vincent Park

Located on the breakwater in front of Marina Bay, the City of Richmond owns and maintains the Barbara and Jay Vincent Park. The park is on land that once included a portion of Kaiser Shipyard No. 2. This 6-acre park is home to the Liberty Ship Monument that interprets the World War II experiences of shipyard workers. Visitors to this park site are provided with excellent views of all the original locations of Kaiser's World War II shipyards and the Ford Assembly Building, picnicking opportunities, and views of the city of San Francisco, the San Francisco Bay, and the Santa Fe Channel. Visitors along the Bay Trail or touring the park using the self-guiding auto tour can explore the scenery and interpretive waysides while enjoying a place for relaxation and recreation.

• Lucretia W. Edwards Park

The City of Richmond owns, maintains, and manages this small, 2-acre park in honor of Lucretia W. Edwards, a local champion of open space in Richmond, California. The park provides visitors with access to the Richmond Inner Harbor. The interpretive waysides describe other World War II shipyards that were located throughout the San Francisco Bay area. The park is connected to other sites of the national historical park by the San Francisco Bay Trail.

Discord

Italian Americans

Following the attack on Pearl Harbor, fear gripped the nation. The ensuing declaration of war by the United States against the axis powers, our own "enemy aliens"(German Americans, Italian Americans, and Japanese Americans) became a home front obsession. Thousands of Italian Americans in Northern California, including 80% of the local fishing fleet, had to relocate out of zones declared sensitive by the military. Richmond, California, home to four Kaiser shipyards, Standard Oil, and the Navy fueling station was one of those prohibited zones.

"[my parents] had to be moved from [their home], they were afraid that [my parents] were going to blow up Standard Oil ...we were backdoor neighbors. ...[my parents] moved about eight miles up by Alvarado Park area. There was a family there, they had about an acre and a half of land, they told my mother and father to buy a trailer, not a mobile trailer, you know one of these fifteen-sixteen foot trailers that you could tow behind your car... So we lived in the backyard of these people for, oh, I don't know ... a few months or so. Then [we] bought a house not too far away, a two-story house on McBryde Avenue and that's where I lived for the rest of the war."

--Jimmy Rampoldi, born Richmond, CA 1921

• Sheridan Observation Point Park

The Sheridan Observation Point Park consists of a 0.5-acre plot of land along the east side of the entrance to the Santa Fe Channel and immediately adjacent to the west side of the Ford Assembly Building. Owned and maintained by the City of Richmond, the park affords astounding views of historic buildings in Shipyard No. 3, the shipping activities on the Santa Fe Channel, the city of San Francisco, and the San Francisco Bay.

• San Francisco Bay Trail

As a unifying public corridor for access, interpretation, and public art, the San Francisco Bay Trail weaves along the edge of the national historical park sites that are on the Richmond waterfront. The City of Richmond maintains more miles of the planned 400-mile network of bicycling and walking paths than any other city in the Bay Area. The trail will connect the shoreline of all nine Bay Area counties and cross the region's major toll bridges. In 2004 the cooperating partners dedicated eight new interpretive markers along the portion of the trail in the national historical park; these markers tell the story of World War II home front at numerous historic sites. The Bay Trail will continue to draw recreational visitors to Rosie the Riveter/World War II Home Front National Historical Park.

RECREATIONAL BOATERS

As the number of recreational boaters in the San Francisco Bay area continues to increase, these boaters seek new opportunities and attractions that are accessible by water. At the national historical park, there are opportunities for boaters to experience a historic shipyard and other World War II historic structures and sites along the Richmond waterfront. Since boating facilities are currently provided by two marinas adjacent to park sites, it is not unreasonable to expect boaters to be among future park visitors.

A cooperative public-private effort could be developed to identify and provide land/water access, as well as day-use and overnight facilities and services for recreational boaters.

PORT OF RICHMOND AND THE INDUSTRIAL SCENE OF THE SANTA FE CHANNEL

The Rosie the Riveter/World War II Home Front National Historical Park General Management Plan recognizes the importance of the regional and local port goals and objectives for industrial and shipping activities in Richmond, California. The continued operations of the industrial port and shipping activities are an integral part of each alternative. The industrial landscape of the port and the properties surrounding the Santa Fe Channel are important to the historic setting and provide scale in telling Richmond's World War II home front stories.

RICHMOND FIRE STATION 67A

Richmond Fire Station 67A, located at 1131 Cutting Boulevard, was built by the City of Richmond to serve the Richmond Kaiser Shipyards. The historic structure has been modernized and is currently in use by the Richmond Fire Department. Although identified in the park's legislation as a site that could be interpreted, improved, rehabilitated, or acquired, the fire station is an active and necessary facility in the City of Richmond. It is recommended that the site be interpreted, as is, without interrupting its public safety functions. If the fire station becomes obsolete for public safety purposes, it could be re-evaluated for its World War II-era role and its potential value for interpretation.

DESIGNATION OF ADDITIONAL PARK SITES IN RICHMOND, CALIFORNIA

Section 3(g)(3) of the enabling legislation for Rosie the Riveter/World War II Home Front National Historical Park directed that "the general management plan shall include a determination of whether there are additional representative sites in Richmond that should be added to the park…." NPS *Management Policies 2006* §2.3.1.1 requires that potential modifications to the external boundaries of a park—if any—and the reasons for the proposed changes be included in the general management plan. In 2004, a survey funded by the National Park Service was conducted to identify potential World War II-era sites in Richmond, California. In this

survey, *Mapping Richmond's World War II Home Front*, author Donna Graves concluded that dozens of buildings and sites survive in Richmond that could contribute to the home front story. Funding was not available to assess the historic fabric, integrity, and detailed history of these buildings and sites. The national historical park is a partnership park where historic sites and structures listed in the park legislation are owned and managed by public and private entities other than the National Park Service. The legislation provides the opportunity for the National Park Service to support this partnership by providing technical assistance to these property owners in the areas of both historic preservation and telling the home front stories. Any future additions to the park boundary would continue to be in ownership by nonfederal entities. Therefore, instead of a determination, the general management plan provides the following guidelines for bringing nonfederal historic properties into the national historical park. This approach will provide for greater flexibility to embrace future opportunities.

The general management plan recommends that if there are willing property owners who desire to include their historic properties as participating partners in the national historic park, then the historic site(s) and structure(s) would be evaluated for inclusion in the park as follows:

A proposed historic property must

(a) be determined eligible for listing in the National Register of Historic Places by the California State Historic Preservation Officer;

(b) have a direct connection to World War II home front themes in Richmond, California; and

(c) relate to the national historical park's purpose, significance, and interpretive themes.

Meeting these conditions would allow the historic property to be included in the park pursuant to criteria for such determinations as outlined in *National Park Service Management Policies, 2006*.

A NATIONAL THEME STUDY

In 2004, the National Historic Landmarks program in Washington, DC, completed World War II and the American Home Front: National Historic Landmark Theme Study to satisfy Section 4 of the park's enabling legislation. The study established six topics under which properties could be considered as national landmarks as well as the period of significance for the association. The topics include production, manpower, politics and government, civil rights, morale and propaganda, and home defense during World War II. The period of significance begins in 1939, marking the year war broke out in Europe, and ends in 1945, the year World War II ended. Properties associated with

Discord
Japanese Americans

Tom Oishi was born in Richmond, California where his family operated a carnation nursery. He received training to become a welder and was employed at the Kaiser Shipyards in 1940. When the war broke out, the government banned workers of Japanese descent from working in the shipyards. The government moved Oishi's family to a war relocation center in Utah.

"And then another thing about camp was, it's a camp. …And here comes a wind storm, it's a dust storm. We have dust there. There's no trees or nothing. They got tractors and everything. They took away all the vegetation, see. So, we had dust storms. In the fall, we went in. For two months or something, dust storms came. …And the only way you could get away from this dust storm is in the lavatory. …Moisture in the restroom would ease the dust storm. That's the only way we were able to get relief."

--Tom Oishi, Welder, Kaiser Shipyards, Richmond, CA

In 1945, after his release from the Topaz War Relocation Center, Oishi was drafted by the army and served at P.O.W. camps in Virginia and California.

Japanese Americans during World War II were not included in the home front study because they have been covered in depth by another National Park Service effort.

The study lists existing National Historic Landmarks that are associated with the World War II home front under one or more of the required criteria. Not every criterion has an associated landmark listing. The study lists National Register of Historic Places properties with home front associations. The study also includes a list of existing National Historic Landmarks that could be reevaluated to include the World War II home front association. The study acknowledges the list is far from complete and that many other places of national significance may survive. It is the intent of the National Park Service to work with these properties in order to link them, where possible, to Richmond's home front story.

Park Areas

INTRODUCTION

In order to understand the alternatives, it is important to remember that each alternative is made up of three elements: those elements identified as common to all the alternatives, park areas, and elements specific to each alternative. The descriptions associated with park areas (table 2) identify desired future conditions of historic resources and visitor opportunities at individual park sites.

As a result of this planning effort, five potential park areas were identified for Rosie the Riveter/World War II Home Front National Historical Park: a Water Front Open Space Area, an Industrial/Port Landscape Area, a Historic Backdrop Area, a Historic Engagement Area, and an Exhibits/Education Area. Each area is defined by slightly different resource conditions, visitor experiences, and potential facilities that could be found in that particular area.

In formulating each action alternative (B and C), these park areas were placed in different configurations on a map of the park according to the overall vision for each of the alternatives. An alternative with a greater overall emphasis on visitor interaction with the historic resources would have more Historic Engagement Areas identified as part of that alternative—more areas would be managed for the desired characteristics described for that park area.

Since these potential areas were developed through this planning effort, they apply only to the two action alternatives that also were developed through this planning effort; the park area descriptions do not apply to the no-action (current condition) alternative.

DESCRIPTION OF PARK AREAS

Table 2 contains explanations of the five park areas that have been developed for Rosie the Riveter/World War II Home Front National Historical Park. These park areas articulate the desired conditions that the cooperating partners, including the National Park Service, would strive to accomplish over the life of the general management plan. The park area descriptions include a future vision for the area, cultural resource conditions, type(s) of visitor experiences, and type(s) of facilities that would be appropriate in that area. In alternatives B and C, the park areas are applied to the properties named in the park's legislation in different configurations to support each alternative's vision.

Table 2. Description of Park Areas for Rosie the Riveter/World War II Home Front National Historical Park

NOTE: *These park area descriptions are desired conditions for the various areas or sites within Rosie the Riveter/World War II Home Front National Historical Park. Since Rosie the Riveter/World War II Home Front National Historical Park is a partnership park, achieving these future conditions will require coordination and agreements between cooperating partners and owners of the historic sites and structures throughout the life of this plan. Not all of these park areas apply to the two action alternatives.*

Water Front Open Space Area	
VISION FOR THIS PARK AREA	Public open spaces of the park are used to interpret Richmond's World War II home front while providing for recreational opportunities, scenic viewing, and memorials.
RESOURCE CONDITION	The openness of the landscape provides opportunities for scenic views of existing World War II historic sites and structures as well as for visualizing the location of World War II-era resources that have been removed but can still be interpreted.
VISITOR EXPERIENCE/ OPPORTUNITIES	Through guided and self-guiding interpretive opportunities, visitors learn about Richmond's World War II home front and the importance of Richmond's Inner Harbor. The open spaces provide for recreational opportunities such as picnicking, bicycling, birding, seeing historic structures and memorials, viewing San Francisco Bay and the city of San Francisco, reading interpretive panels, and sunbathing, as well as for contemplation, relaxation, and neighborhood park activities.
FACILITIES	Facilities include benches, walkways, picnic tables, interpretive markers, viewing platforms, maintained grassy areas, restrooms, water fountains, and parking areas.
Industrial/Port Landscape Area	
VISION FOR THIS PARK AREA	The industrial landscape is used to interpret the Richmond World War II home front, while modern industrial port activities continue.
RESOURCE CONDITION	The industrial setting of Richmond's World War II home front is maintained through the preservation of the exterior features of World War II-era historic structures listed in the park's enabling legislation. Many of the historic structures that contribute to the World War II-era scene can be viewed from within and outside the park, providing a historic backdrop for the industrial waterfront. The interior spaces of historic structures are adapted to accommodate contemporary commercial or industrial uses.
VISITOR EXPERIENCE/ OPPORTUNITIES	Visitors are able to see the industrial landscape (including current port operations) from a secure area. The port and industrial sites provide a sense of scale for visitors to understand the size of the World War II shipyard operations. Cooperating partners provide guided and self-guiding visitor opportunities within a designated area.
FACILITIES	Visitor facilities are developed that support interpretation, visitor safety and port security; enhance historic or scenic views; or are necessary to provide controlled and guided access through a site.

Historic Backdrop Area	
VISION FOR THIS PARK AREA	Park sites and structures retain their World War II home front-era exterior appearance. Visitors might not have access to the historic resources other than to see them and learn about them from locations outside the sites and structures. The interiors of historic structures are used for contemporary purposes.
RESOURCE CONDITION	Historic characteristics of structures' exterior and landscape features retain their World War II-era appearance. Interior spaces of historic structures are adapted to accommodate various contemporary uses.
VISITOR EXPERIENCE/ OPPORTUNITIES	Generally, visitors do not have direct access to the sites and structures that are in this park area. The historic features provide scale and contribute to the historic landscapes that are interpreted from outside the area.
FACILITIES	Visitor facilities are located outside the park area and might include interpretive markers, signs, benches, and viewpoints.
Historic Engagement Area	
VISION FOR THIS PARK AREA	All or portions of the historic sites and structures reflect their World War II-era appearance and use. These sites and structures provide visitors with a sense of what life in Richmond (and by extension, throughout the United States) was like during World War II.
RESOURCE CONDITION	Much of the interior, exterior, and immediate setting of the historic sites and structures reflect Richmond's World War II home front era.
VISITOR EXPERIENCE/ OPPORTUNITIES	Visitors are engaged in a historic World War II home front historic setting. They have opportunities for guided and self-guiding tours. A variety of hands-on activities make historic sites come alive and involve visitors in activities of the past. Visitors experience many sights, sounds, and activities that reflect the World War II time period.
FACILITIES	Visitor facilities blend into the historic fabric of the World War II-era sites and structures. Facilities support the visitor experience while maintaining World War II-era features and characteristics.
Exhibits/Education Area	
VISION FOR THIS PARK AREA	The historic sites, structures, or landscapes are adaptively used for interpretation, exhibits, education, and visitor information and orientation, while reflecting some of their World War II-era characteristics.
RESOURCE CONDITION	Selected historic characteristics of the exteriors of Richmond's World War II-era structures are maintained. The interior spaces might be adapted to accommodate interpretive activities, museum exhibits, curatorial needs, administrative offices, visitor services, and other contemporary park-related activities and programs.
VISITOR EXPERIENCE/ OPPORTUNITIES	Visitors have a variety of learning opportunities that accommodate a wide range of interests and age groups. Examples include, but are not limited to, the following: interactive exhibits, films, interpretive activities, formal educational courses, and seminars.
FACILITIES	Facilities are provided that support visitor access and participation in the interpretive and educational programs. In addition, visitor-oriented services, such as food services, retail outlets, and touring services could be provided to complement park programming.

User Capacity

INTRODUCTION

General management plans are required to include identification of and implementation commitments for user capacities for all areas of the park. The National Park Service defines user capacity as the type and level of visitor use that can be accommodated while sustaining the quality of park resources and visitor opportunities consistent with the purposes of the park. It is not necessarily a set of numbers or limits, but rather it is a process that involves establishing desired conditions, monitoring, evaluating, and taking actions (managing visitor use) to ensure that park values are protected.

The premise behind this approach to user capacity is that with any use of park resources comes some level of impact that must be accepted. At Rosie the Riveter/World War II National Historical Park, it is the goal of the National Park Service working with cooperating partners to preserve the historic resources that are important to telling the stories of the World War II home front.

Instead of solely tracking and controlling user numbers, the National Park Service and its cooperating partners could manage the levels, types, behaviors, and patterns of visitor use and other public uses as needed to maintain the condition of the resources and quality of the visitor experience. The suggested monitoring component of the user capacity process helps test the effectiveness of management actions and provides a basis for informed adaptive management of visitor use.

DECISION-MAKING PROCESS

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

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

The foundation for user capacity decision making is in this general management plan's qualitative descriptions of desired resource conditions, visitor experience opportunities, and general levels of development and management.

America's Promise

New Opportunities for Women and Minorities

The idea of America's promise includes new opportunities for all classes of citizens. The role women played during wartime afforded them increased self-confidence and independence that was an unforeseen by-product of the demands their country placed on them.

"With the group of women that I worked with to start with, I felt that this was sort of a whole new field for some of them, and they were beginning to know that they could be respected citizens of this country. You could almost see some of these women blossom. They had jobs that were meaningful and they felt needed. …I do think that the shipyard days gave women a whole new outlook on life: that I am an individual and I am important, and I can earn my own living. And I think that was a big thing that happened during the war."

--Patricia Buls,
Junior Engineer,
Kaiser Shipyards,
Richmond, CA

Women working on B-17 bomber 1942

The general management plan also includes the identification of potential indicators that could be monitored as needed in the future to help identify if desired conditions are not being met due to unacceptable impacts from public use. An indicator is a measurable variable that can be used to track changes in conditions related to human activity, so that progress towards desired conditions can be assessed. In the future, when the park selects an indicator to monitor, a corresponding standard will be identified. A standard is the management decision about the minimum acceptable condition for an indicator. In addition, this plan suggests a general range of actions that may be taken, as needed, to avoid and minimize unacceptable impacts from public use.

The last steps of user capacity decision making, which continue indefinitely, are monitoring the park's indicators and standards and, when needed, taking management actions to minimize impacts.

The suggested strategy of addressing user capacity at Rosie the Riveter/World War II Home Front National Historical Park is a tiered approach that would keep a general eye on use levels and patterns while focusing more specific monitoring and management on areas where action is most likely needed to achieve desired conditions.

• Constraints

In addition to defining desired conditions and related indicators and standards, there are certain constraints on visitor use levels, activities, and patterns that are inherent in managing cultural resources at the national historical park because of their size and past industrial uses. These facilities/resources have finite space to accommodate visitors and also have potential hazardous areas, requiring a high degree of control on visitor access and freedom. For instance, the SS *Red Oak Victory* is a historic ship in the process of rehabilitation, with small spaces, uneven surfaces, narrow stairs, and other constraints that require visitors to be guided throughout their visit to ensure safety. These types of constraints are found primarily at historic Shipyard No. 3 and throughout the historic buildings and structures in addition to the SS *Red Oak Victory*.

• Potential Indicators

Table 3 outlines possible resource and visitor experience concerns that might result from public use (both parkwide and by sites within the park) and the associated indicators that may be monitored, as needed, to assess those impacts. Also, a general range of potential management actions is identified for each indicator.

Table 3. Concerns, Indicators, and Possible Management Actions

Concerns	Indicators	Possible Management Action
Parkwide		
Parking in undesignated locations	Number of cars parked in undesignated locations	Increase no-parking signs; encourage non-vehicular access to the park via trails, water access, and shuttles; increase enforcement of no-parking areas; increase parking opportunities in alternate locations (if appropriate); etc.
Conflicts between commercial/industrial traffic and visitor traffic	Number of complaints regarding traffic conflicts between different user types or Percent of time (or number of incidences) that commercial/industrial traffic is delayed due to visitor traffic, or level of service of roadways or number of accidents related to traffic conflicts between different user types	Encourage non-vehicular access to the park via trails, water access, and shuttles; change visitor access points and associated traffic patterns; work with commercial/industrial stakeholders along the road corridor to retime or redistribute commercial/industrial traffic patterns; etc.
Water Front Park Area		
Trampling of vegetation	Total area denuded of vegetation	Increase education to visitors to stay on designated pathways, limit access to certain areas with fencing or other barriers, use more resilient vegetation; etc.
Graffiti on interpretive panels	Number of incidences of graffiti per month/year on interpretive panels	Educate visitors about the damage and cost of graffiti, increase enforcement, change interpretive panels to designs that minimize incidences and/or replacement costs, etc.
Conflicts between different user groups on trails or in open space areas	Number of complaints regarding user conflicts on trails or number of accidents between user groups on trails	Educate visitors on trail etiquette, educate visitors to redistribute use to off-peak days or times of day, restrict certain uses on trails or in open-space areas, make some trails for single-use only, etc.

Concerns	Indicators	Possible Management Action
Historic Engagement Area		
Damage to exhibits	Number of incidences of damage to exhibits per month/year	Educate visitors on the damage and cost of depreciative behavior and vandalism, reduce contact between visitors and exhibits with barriers and signs, increase enforcement, change exhibit designs to minimize incidences and/or replacement costs, etc.
Crowding inside historic sites that leads to obstructed views of exhibits and programs	Percent of time that exhibits or program opportunities are inaccessible to visitors or Number of complaints related to crowding and/or inability to see exhibits/programs	Education to encourage visitors to visit on off-peak times during the week or day, direct visitors to alternate locations in the park, instituting a reservation/permit system to redistribute and/or limit use, retiming or redistributing exhibits and/or program opportunities, etc.
Waiting time to gain access to major attractions or programs	Number of minutes needed to access major attraction or programs	Education to encourage visitors to visit on off-peak times during the week or day, directing visitors to alternate locations in the park, instituting a reservation/permit system to redistribute and/or limit use, etc.
Intrusive human-created sounds that interfere with educational opportunities	Number of complaints related to intrusive human-caused sounds or Proportion of time that human-caused sounds are above a certain decibel level	Education on keeping sounds levels low, group size limits, redistribution of large groups and/or organized groups to off-peak times, etc.
Exhibits/Education Area		
Damage to exhibits	Number of incidences of damage to exhibits per month/year	Education on the damage and cost of depreciative behavior, reduction in contact between visitors and exhibits with barriers and signs, increased enforcement, changes to exhibit designs to minimize incidences and/or replacement costs, etc.
Industrial/Port Landscape Area		
User capacity indicators are not applicable because visitor use would be restricted or highly controlled via guided tours.		
Historic Backdrop Area		
User capacity indicators are not applicable because visitor use would be restricted.		

Alternative A: "No Action"

Rosie the Riveter/World War II Home Front National Historical Park is a partnership park that includes many public and private entities working collaboratively with the National Park Service to preserve historic World War II resources and tell America's home front stories.

The collaborative nature of the park requires a commitment to building and sustaining relationships with individuals, neighbors, cooperating partners, and other communities of interest. Partners include citizens, communities, and private, governmental, and nonprofit entities that—through agreements and shared common goals—work together to achieve the mission of the national historical park.

Under the no-action alternative, current park management would continue and the National Park Service would continue to facilitate and develop partnerships to provide for mutual benefit among participants and to achieve the park's legislated mandates.

The National Park Service would provide opportunities for individuals and groups to tell their own stories at park sites and would encourage the telling of home front stories throughout the greater Richmond community and across America. The goal of these activities is to nurture stewardship of the multilayered World War II home front experience and legacy and to facilitate conversations that lead to a shared understanding of the full meaning and contemporary relevance of the World War II home front.

CURRENT MANAGEMENT DIRECTION – ALTERNATIVE A

The national historical park offers self-guiding opportunities for visitors to view surviving fabric of Richmond's World War II sites and structures. Visitors have access to a small home front exhibit at Richmond City Hall. The map on page 72, entitled Alternative A, displays the existing conditions as described below.

VISITOR EXPERIENCE IN ALTERNATIVE A

Visitors, using self-guiding brochures or on National Park Service guided tours, see the exteriors of some of Richmond's World War II historic sites and structures.

Visitors start their tour at a small self-service visitor orientation center located in Richmond City Hall South. Exhibits help

America's Promise

A Nation Benefits

During wartime, our nation's potential as a world manufacturing leader was realized in part because of the inclusion of women and minorities in skilled labor positions and positions of authority.

"Much of the job involved consulting with the men on how to build those things from the blueprints we drew. Eventually, I was promoted to the position of Assistant to the Manager of the Tool Design Department. I never made much of it all until business, government, and schools made a big deal and fuss over the potential in competent workers. All I knew is that I did love it. What's the difference where I'm a woman or a man if I'm doing a man's job?

In spite of our nation's circumstances, it was one of the most interesting parts of my life, showing me things I never knew existed. It taught me that if there's something you think you should do, then do it. How did the war change my life? You couldn't even go into it, but it did give me a better value of life."

-- Frieda Loretta Calvano, Draftsman, Sperry Gyroscope Company, Brooklyn, N.Y

introduce visitors to Richmond's World War II resources. In addition, visitors can get orientation information from the park's website.

The Rosie the Riveter Memorial and numerous other open space parks along with the Bay Trail provide views of many of the major World War II historic sites located along the waterfront associated with the Kaiser shipyards. Wayside panels tell the Richmond and national home front stories.

Visitors have limited, controlled access to a portion of historic Richmond Shipyard No. 3 in order to visit the SS *Red Oak Victory* and see the whirley crane.

Visitation to the park is estimated to be low in this alternative because only a few sites and structures would be accessible and there would be limited programs available for visitors (see Chapter 4, "Table 11: Visitation Estimates"). National homefront stories are available to the pulbic on the NPS cultural resoruce website (www.cr.nps.gov).

HISTORIC RESOURCE CONDITIONS IN ALTERNATIVE A

Cooperating partners who own and manage park resources are exploring opportunities to rehabilitate or retain their buildings' historic World War II-era façades and landscapes. Most of the park's historic buildings and structures are used for contemporary public and private purposes not related to Rosie the Riveter/World War II Home Front National Historical Park. National Park Service staff pursue opportunities to add historic markers and interpretive signs at designated park sites.

MANAGEMENT OF INDIVIDUAL PARK SITES IN ALTERNATIVE A

• Ford Assembly Building

Visitor Experience

Visitors view the exterior of the building and, through interpretive signs, learn of its significance to Richmond's home front. Locations around the building offer views of historic Richmond Shipyard No. 3 and the SS *Red Oak Victory*, which is berthed at the south end of shipyard.

Resource Conditions

The exterior façade of the Ford Assembly Building maintains its 1940s appearance and is preserved to retain its historic qualities as required by the Federal Preservation Tax Incentives Program, while the interior is adapted to accommodate contemporary uses.

The Federal Historic Preservation Tax Incentives program is one of the nation's most successful and cost-effective community revitalization programs. The program fosters private sector rehabilitation of historic buildings and promotes economic revitalization. The Federal Historic Preservation Tax Incentives are available for buildings that are National Historic Landmarks, that are listed in the National Register of Historic Places, and that contribute to National Register Historic Districts and certain local historic districts. Properties must be income-producing and must be rehabilitated according to standards set by the secretary of the interior.

Visitors Service and Facilities

Some of the commercial opportunities within the Ford Assembly Building may support visitor use at the site. On-site and street parking are available at this site. At some time in the future, visitors would have access to the craneway—the area over water that is owned by the City of Richmond—where they may encounter limited interpretation of the historical park.

• Richmond Shipyard No. 3 / SS *Red Oak Victory*

Visitor Experience

In the no-action alternative, visitors have limited access to Richmond Shipyard No. 3 to explore the SS *Red Oak Victory* and see the whirley crane. The majority of the shipyard is closed to public access. By seeing the contemporary industrial port operations up close, visitors are provided an opportunity to better understand the size and scale of the port's historic and contemporary use.

Panoramic views of Shipyard No. 3 and over the San Francisco Bay are available from aboard the SS *Red Oak Victory,* providing visitors with a better understanding of the layout of the historic shipyard and the importance of the land-sea connection in Richmond.

Since there is a mix of port and visitor activities in this alternative, cooperating partners continue to work with the Port of Richmond to address issues that include visitor access, safety, and changing standards of city and port security.

Resource Conditions
Richmond Shipyard No. 3 is a National Register Historic District that contains six World War II-era historic buildings (Sheet Metal Shop, General Warehouse, Machine Shop, Forge Shop, First Aid Station, and Cafeteria) and five graving basins/dry docks. (see aerial view on page 77).

In alternative A, the majority of the historic buildings and structures are used for contemporary industrial port purposes. While the exterior of the historic structures retain their World War II-era appearance, the interior spaces could be modified and adapted for contemporary purposes unrelated to the national historical park.

The Richmond Museum Association would continue to rehabilitate the SS *Red Oak Victory* to highlight its World War II historic values and provide for visitor access to the ship.

Visitor Services and Facilities
Visitor facilities include interpretive signs, on-site parking, and a controlled access route to portions of Richmond Shipyard No. 3, SS *Red Oak Victory*, and a whirley crane.

• Child Development Centers

Visitor Experience
Visitors on guided tours or with self-guiding brochures can visit the exteriors of the Maritime Child Development Center and Ruth C. Powers Child Development Center. Through interpretive brochures, or with the help of tour guides, they learn about these buildings and their contributions to World War II-era Richmond.

Resource Conditions
Although modernized for contemporary uses, the character-defining historic architectural features of the child development centers could be maintained.

Visitor Services and Facilities
Self-guiding brochures and street parking are available to park visitors.

• World War II Worker Housing

Visitor Experience
With a self-guiding brochure or on a scheduled guided tour, visitors see surviving examples of World War II-era worker housing, including Atchison Village, and learn about the housing challenges facing a wartime boomtown like Richmond.

America's Promise
Legacy

Women and minorities who rose to the challenge posed by a nation at war elevated the opportunities for generations that would follow.

"All that I have written is as clear to me today as it was on that fateful day of the attack on Pearl Harbor. I am now the only living one of my family left from that time. I wanted to tell my daughters how it was for me back then, and to help them to know that they 'can do' anything they put their minds, hearts, and bodies to!"

--Susan E. Page,
Welder,
Western Pipe and Steel,
San Francisco, CA

Vaneese Allred Barrett, supervisor of parachute manufacture at the Rocky Mountain Plant of the Reliance Manufacturing Company in Manti, Utah, 1943-1946

Resource Conditions
The surviving World War II-era worker housing is being maintained by private owners, homeowner associations, cooperatives, and the Richmond Housing Authority. The National Park Service provides limited technical assistance in historic preservation to owners of World War II-era housing in retaining the1940s-era appearance of these houses.

Visitor Services and Facilities
Historical markers could be located at selected sites, as owners allow.

• Kaiser Permanente Field Hospital

Visitor Experience
Visitors with a self-guiding brochure or on a guided tour can see the former Kaiser Permanente Field Hospital from the sidewalk or street.

Resource Conditions
The facility is privately owned. The historic structure of the Kaiser Permanente Field Hospital is being adapted to accommodate contemporary uses unrelated to the park.

Visitor Services and Facilities
Self-guiding brochures and street parking are available to park visitors.

• National Park Service Museum Collection

Visitor Experience
Visitors have access to a portion of the park's collection through conducted tours and the park's website.

Resource Conditions
The National Park Service continues its nationwide effort to collect and maintain oral histories and associated objects, artifacts, and images relating to the World War II home front and Rosie the Riveter.

Visitor Services and Facilities
The National Park Service maintains the park museum collection at park headquarters.

• National Park Service Headquarters

Visitor Experience
The administrative and staff offices would continue to be open during normal business hours and visitor access would continue to be controlled.

Resource Conditions
The National Park Service headquarters is co-located with the City of Richmond offices.

Visitor Services and Facilities
Visitors receive orientation to the park at a small self-service visitor orientation center located in the Richmond City Hall South building.

ROLE OF THE NATIONAL PARK SERVICE IN ALTERNATIVE A

Rosie the Riveter/World War II Home Front National Historical Park is a partnership park that includes many public and private entities working in collaboration with the National Park Service for the preservation of the historic World War II-era resources while providing for visitor access and interpretation. In working with other cooperating partners to implement alternative A over the 15- to 20-year term of this plan, the National Park Service would pursue the following actions:

- Provide self-guiding tour brochures to visitors at Richmond City Hall and at designated park sites.
- Operate a small self-service visitor orientation center at interim Richmond City Hall South.
- Provide occasional tours and programs, by appointment, that engage limited numbers of visitors and residents with Richmond's World War II home front resources.
- Provide technical assistance and support for interpretive waysides at sites and structures that represent the home front story in Richmond.
- Coordinate and encourage individuals and groups to develop World War II home front interpretive opportunities such as community and regional events, signs, and educational programs.
- Develop interpretation standards and provide technical assistance and training in telling Rosie the Riveter and World War II home front stories.
- Maintain a National Park Service website that can link to and from other websites that tell American World War II home front stories.
- Assist with studies and reports, and, when possible, provide professional/technical assistance that supports preservation of the character-defining features of World War II-era

home front sites and structures named in the park's legislation.

- Collect and preserve World War II home front oral and written histories and their associated artifacts and archives.
- Continue to maintain the park museum collection at park headquarters.
- Continue to co-locate the administrative office for Rosie the Riveter/World War II Home Front National Historical Park with the offices of the City of Richmond.

ESTIMATED COSTS: ALTERNATIVE A

The estimated costs in table 4 reflect only those costs associated with the actions of the National Park Service in implementing the "no-action" alternative A. These costs do not include costs that might be incurred by cooperating partners. Costs associated with the actions of cooperating partners are not easily predictable, given the various goals, multiple nonpark-related uses, and levels of effort and commitment.

The cost figures shown here and throughout the plan are intended only to provide an estimate of the relative costs of alternatives. NPS and industry cost estimating guidelines were used to develop the costs to the extent possible, but the estimates should not be used for budgeting purposes. Most of the specifics about development and management actions will be decided in subsequent, more detailed planning and design exercises, and will consider the design of facilities, identification of detailed resource protection needs, and changing visitor expectations. Actual costs to the National Park Service will vary depending on if and when the actions are implemented, and on contributions by partners and volunteers.

The implementation of the approved plan, no matter which alternative, will depend on future NPS funding levels and Servicewide priorities, and on partnership funds, time, and effort. The approval of a general management plan does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan could be many years in the future.

America's Promise
Unions

One by-product of World War II was the increased power of unions.

"They had told me before I went to Ford, that Ford wasn't hiring blacks at all. There wasn't but a few blacks there when I first went there. But then they start. UAW-CIO [United Automobile Workers Comittee for Industrial Organization] come in.

Wasn't no such thing as blacks being a foreman or nothing like that. But the UAW broke up all that even before I left. They started blacks to doing any type of work that they had available that blacks could do. So before I left there, blacks was all over the place doing anything that they was qualified to do."

-- Frank Stevenson,
Factory Worker,
Ford Assembly Plant,
Richmond, CA

Double Bottom Assembly, Kaiser Cargo Inc., Richmond Shipyard No. 4, day shift

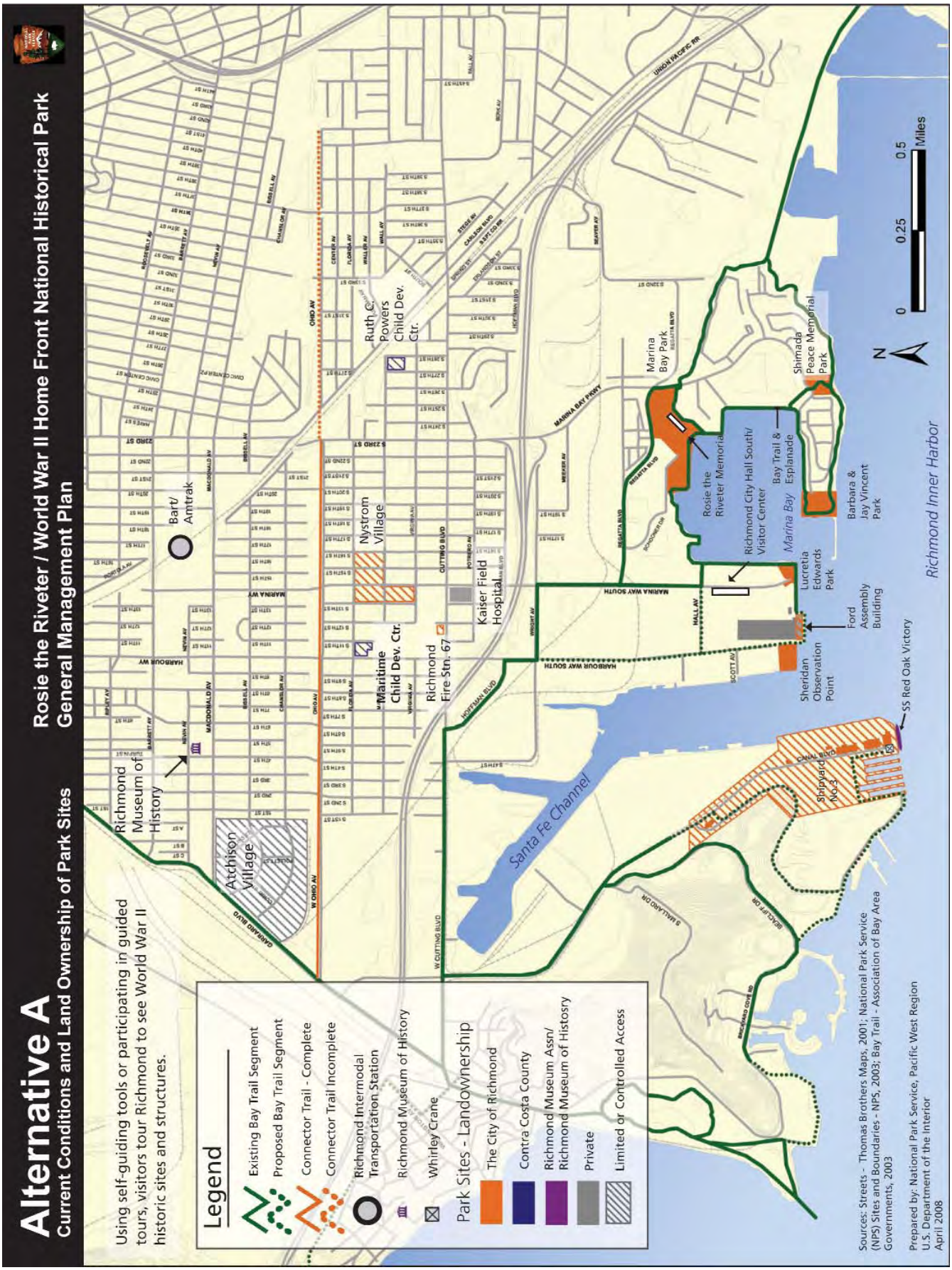

Alternative A
Current Conditions and Land Ownership of Park Sites
Rosie the Riveter / World War II Home Front National Historical Park
General Management Plan
Using self-guiding tools or participating in guided tours, visitors tour Richmond to see World War II historic sites and structures.
Legend
Existing Bay Trail Segment
Proposed Bay Trail Segment
Connector Trail - Complete
Connector Trail Incomplete
Richmond Intermodal Transportation Station
Richmond Museum of History
Whirley Crane
Park Sites - Landownership
The City of Richmond
Contra Costa County
Richmond Museum Assn/ Richmond Museum of Histosry
Private
Limited or Controlled Access
Richmond Museum of History
Bart/ Amtrak
Atchison Village
Nystrom Village
Maritime Child Dev. Ctr.
Richmond Fire Stn. 67
Kaiser Field Hospital
Ruth C. Powers Child Dev. Ctr.
Santa Fe Channel
Marina Bay Park
Rosie the Riveter Memorial
Richmond City Hall South/ Visitor Center
Marina Bay
Bay Trail & Esplanade
Shimada Peace Memorial Park
Barbara & Jay Vincent Park
Lucretia Edwards Park
Ford Assembly Building
Sheridan Observation Point
SS Red Oak Victory
Shipyard No. 3
Richmond Inner Harbor
0 0.25 0.5 Miles
N
Sources: Streets - Thomas Brothers Maps, 2001; National Park Service (NPS) Sites and Boundaries - NPS, 2003; Bay Trail - Association of Bay Area Governments, 2003
Prepared by: National Park Service, Pacific West Region
U.S. Department of the Interior
April 2008

Table 4: Estimated Costs to the National Park Service (NPS) – Alternative A

Alternative A: No Action	
Annual Operations	
NPS Annual Operating Costs[1]	$700,000
NPS Staffing Levels[2] (Full Time Equivalent)	6.5
Total Estimated Annual Costs	$700,000
One Time Costs	
NPS Facility Construction (interpretive exhibits/signs)[3]	$200,000
Non-Facility Costs (not covered by Annual Operating Costs listed above)[4]	$0
Total Estimated One-Time Costs	$200,000

[1] Annual operating costs are the total annual costs for NPS maintenance and operations associated with each alternative, including: maintenance, utilities, supplies, staff salaries and benefits, leasing, and other materials.

[2] Total FTEs are the number of full time equivalent employees required to maintain the NPS role and operations, provide technical assistance with resource protection and in telling the park stories, and for other support. In alternative A, the current staff of this new park is shared among the four East Bay national park sites.

[3] One-time facility costs include those for the design, construction, rehabilitations, administrative facilities, interpretive exhibits/signs, visitor and educational facilities, maintenance facilities, museum collection facilities, and other visitor support facilities.

[4] One-time non-facility costs include actions for the preservation of cultural or natural resources not related to facilities, the development of visitor use tools not related to facilities, and other park management activities.

Alternative B: Explore Richmond to Understand the National Home Front Story (The NPS Preferred Alternative)

Rosie the Riveter/World War II Home Front National Historical Park is a partnership park that includes many public and private entities working collaboratively with the National Park Service to preserve historic World War II resources and tell America's home front stories.

The collaborative nature of Rosie the Riveter/World War II Home Front National Historical Park requires a commitment to building and sustaining relationships with individuals, neighbors, cooperating partners, and other communities of interest.

This section describes the vision of how the park could evolve if alternative B were implemented. Implementation of this vision would take the commitment and coordination of many cooperating partners. These partners include citizens, communities, and private, governmental, and nonprofit entities that—through agreements and shared common goals—work together to achieve the mission of the national historical park. The National Park Service would continue to facilitate and develop these partnerships to provide for mutual benefit among participants and to achieve the park's legislated mandates.

The National Park Service would provide opportunities for individuals and groups to tell their own stories at park sites and would encourage the telling of home front stories throughout the greater Richmond community and across America. The goal of these activities is to nurture stewardship of the multilayered World War II home front experience and legacy and to facilitate conversations that lead to a shared understanding of the full meaning and contemporary relevance of the World War II home front.

VISION FOR ALTERNATIVE B

In alternative B, Rosie the Riveter/World War II Home Front National Historical Park would provide visitors with opportunities to explore Richmond's World War II-era historic sites and structures to experience the scale and diversity of the American home front story. In this alternative, visitors would be able to view the exteriors and access some rehabilitated interiors of structures where artifacts, exhibits, and programs would connect visitors with park themes. The World War II Home Front Visitor/Education Center, located at the Ford Assembly Building, would interpret the national home front effort and orient visitors to Richmond's sites and stories.

VISITOR EXPERIENCE IN ALTERNATIVE B

In alternative B, park visitors would have opportunities throughout the City of Richmond to explore World War II home front sites, structures, and stories. The many aspects of the Richmond home front experience are representative of other World War II home front experiences from across the nation; by exploring Richmond's stories, visitors could gain an understanding and appreciation of the national World War II home front effort.

Visitors could access selected interior and exterior portions of Richmond's World War II-era historic sites and structures. These historic resources are evocative of the World War II era and would provide the opportunity for the Richmond community to tell their own home front stories and to share their city's legacy with park visitors.

In Alternative B, visitors would have access to Shipyard No. 3, the Ford Assembly Building, and the waterfront—to better understand the scope and scale of the wartime industries of Richmond. In addition, visitors would have access to many community sites related to home front life, including housing areas and child care facilities. At these sites, visitors could gain a better understanding of the social aspects of Richmond's home front.

At the visitor/education center, visitors could see, hear, and reflect on the national stories, events, and contributions of Americans who experienced the World War II years. The visitor/education center would link the Richmond sites to each other and to stories and sites throughout the United States.

Visitation to the park is estimated to be high in this alternative because many park sites would be accessible and a diversity of on-site programs would be available (see chapter 4, Table 11: Visitation Estimates).

HISTORIC RESOURCE CONDITIONS IN ALTERNATIVE B

In alternative B, many of Richmond's World War II sites and structures would be rehabilitated to reflect their historic appearance, contributing to the stories that they represent. Some portions of the historic sites and structures would be accessible to the public, even if the structures were used for contemporary purposes unrelated to the park. World War II artifacts that contribute to the historic appearance and stories of Richmond's home front would be collected and used at the appropriate park sites.

America's Promise

Wages

Even though women and minorities were paid less than white men, their salaries increased beyond what they had made before the war. Unfortunately, after the war ended, the positions that women had trained for and had worked so hard in, were given back to the returning servicemen. This knowledge and skill was lost from the workplace. However, expectations of higher wages and increased job opportunities did not fade for the women who had stepped up to the challenge of learning new skills during the war.

"We were all scheduled to work in certain departments. Mine was in the flask department (torpedo head) where tested torpedoes had to be taken apart and then cleaned, reassembled, and then filled with air. …My plans were to stay in Washington, even after the war was over, but my mother needed help at home as my dad fell and broke his hip, so I went home. I was offered a job, working at Wells Dairy in LeMars, a week after I got home. It is still going strong and is now known as the ice cream capital of the world. I couldn't believe that I was starting out at $0.40 an hour when I was getting $1.87 at Keyport, Washington.

--Jean Dreckman,
Torpedo Head Assembly,
US Naval Torpedo
Station, Keyport, WA

VISIONS FOR INDIVIDUAL PARK SITES IN ALTERNATIVE B

In addition to the elements described under the heading "Elements Common to All Alternatives," near the beginning of this chapter, the following narrative describes the future vision for each individual park site and resource. Because Rosie the Riveter/World War II Home Front National Historical Park is a partnership park, implementation of these visions will take the commitment and coordination of many park partners. The map on page 83, entitled Alternative B, displays the park areas as described below.

• Ford Assembly Building

In alternative B, two park areas have been identified for the Ford Assembly Building. The characteristics of these desired future park areas are described in table 2. The World War II Home Front Visitor/Education Center and the walkway along the building's waterfront would be in the Exhibit Education Area, where visitors would receive information, interpretation, and orientation to Richmond's home front stories. The remainder of the site and associated structures would be in the Historic Backdrop Area, where the exteriors would help visitors understand the size, scale, and historic characteristics of Richmond's home front.

Visitor Experience

The World War II Home Front Visitor /Education Center, located in the waterfront portion of the Ford Assembly Building that is referred to as the craneway, would be the gateway for visitors to Rosie the Riveter/World War II Home Front National Historical Park. At the visitor/education center, visitors could 1) be introduced to the park purpose, themes, and the opportunities to explore the Richmond World War II home front; 2) view exhibits, artifacts, and documented histories that link the historic sites of Richmond with each other and with home front stories and sites throughout the nation; 3) explore the World War II stories and activities that the Ford Assembly Building represents; 4) learn from community members about Richmond's World War II home front stories and experiences; and 5) use evolving Internet and digital technology to explore World War II home front sites throughout the United States.

Visitors to the Ford Assembly Building could explore the World War II stories that are represented in this structure. Walking along the outside of the building to experience its length, viewing the historic architecture, and experiencing the spatial relationships of this site in comparison to Shipyard No. 3 and other park sites, would help visitors understand Richmond's wartime industrial home front. The views from the Ford Assembly Building to various park sites and communities around San Francisco Bay would provide visitors with a central overview that illustrates the importance of Richmond's World War II home front effort.

Historic Resource Conditions

In Alternative B, the exterior of the building is preserved to retain its historic qualities as defined by the Federal Preservation Tax Incentive Program. The interior of the Ford Assembly Building is adaptively used for contemporary purposes. A portion of the interior is rehabilitated to reflect its World War II use and to highlight the architectural features of this structure designed by Albert Kahn.

Visitor Services and Facilities

The World War II Home Front Visitor/Education Center would consist of an information station, observation areas, exhibits and models, and access to the park's oral and written history collections and artifacts. The Rosie the Riveter Trust would provide additional visitor support and retail services within the visitor/education center. Some commercial opportunities within the other parts of the Ford Assembly Building, such as food vendors and retail services, could accommodate visitors as well.

• Richmond Shipyard No. 3 / SS *Red Oak Victory*

In alternative B, there would be two park areas for Shipyard No. 3. The characteristics of these desired future park areas are described in table 2. The historic district along the waterfront and the SS *Red Oak Victory* would be in the Historic Engagement Area to enable visitors to experience many sights and sounds associated with World War II-era shipyard operations. The remaining area of Shipyard No. 3 would be in the Industrial/Port Landscape Area—while allowing for contemporary port activities, this area would provide visitors with a sense of size and scale represented by the open industrial landscape. Over the next 25 years, the

Historic Engagement Area could be enlarged upon reevaluation of the needs and goals of the Port of Richmond.

Visitor Experience

In alternative B, visitors could explore some of the World War II sites and structures in the historic district of Shipyard No. 3 including the two southernmost graving basins/dry docks, general warehouse, sheet metal shop, whirley crane(s), and Berth 6A, where the SS *Red Oak Victory* is docked. The remaining structures and areas of Richmond Shipyard No. 3 would continue to support contemporary port operations.

If port operations change in the future, additional areas of the historic district may become available for visitor opportunities. Future expansions could include portions of the six remaining Kaiser Shipyard buildings (including the cafeteria, the first aid station, and the machine shop) and other areas that would help visitors understand the operations and scale of a World War II shipyard.

Historic Shipyard No. 3, ca 2000. National Park Service

To better interpret Shipyard No. 3, some interiors of the historic structures could be modified to reflect their World War II uses. In addition, in alternative B, visitors could explore the historic Kaiser shipyard through models, artifacts, exhibits, demonstrations, and other interpretive programming. Park visitors to Shipyard No. 3 would have opportunities to learn from community members about Richmond's World War II home front stories and experiences.

In alternative B, the mooring of the SS *Red Oak Victory* at Berth 6A in Shipyard No. 3 would provide another means for visitors to appreciate the scale and immensity of the shipyard operations; visitors would have an opportunity to tour a surviving Victory ship that was built and launched in Richmond in 1944.

The views of Shipyard No. 3 from the SS *Red Oak Victory* would provide visitors with a comprehensive understanding of the historic shipyards layout. In addition, visitors would have views of the City of San Francisco and the San Francisco Bay. These views could help visitors understand the importance of the land and sea connection and the shipyard's relationship to the international war effort.

The cooperating partners would continue to work with the Port of Richmond to address issues that include visitor access, safety, and changing standards of port security.

Historic Resource Conditions

Richmond Shipyard No. 3 is a National Register Historic District that contains six World War II-era historic buildings (sheet metal shop, general warehouse, machine shop, forge shop, first aid station, and cafeteria), whirley crane, and five graving basins/dry docks. In alternative B, the historic shipyard and its World War II structures would provide the setting for visitors to experience and explore the fabric of a wartime shipyard: its scale, how it operated, and its role within the context of the nation's war effort. In this alternative, historic structures would be managed to retain their World War II-era appearance. Some of the interiors of historic structures would be rehabilitated and used to illustrate World War II shipyard uses. Interiors of other historic structures would continue to be used for contemporary uses by cooperating partners and port operations.

In alternative B, the SS *Red Oak Victory* would continue to be moored at Berth 6A in Shipyard No. 3. The Richmond Museum Association would continue the rehabilitation of the ship to operational condition, reflecting many of its World War II-era attributes, and would continue to provide for visitor access.

Visitor Services and Facilities

Visitor facilities that would be provided by cooperating partners would support visitor use at this site. These facilities may include on-site parking, restrooms, food service, and retail opportunities related to the visitor experience and understanding of the park interpretive themes.

• Child Development Centers

In alternative B, a small portion of the Maritime Child Development Center would be in the Historic Engagement Area to provide visitors with sights, sounds, and activities experienced by the children of war workers. The remainder of the site and structure would be in the Historic Backdrop Area to provide visitors with a visual context for exploring the issues of family life during World War II. The Ruth C. Powers Child Development Center would be in the Historic Backdrop Area, as well. The characteristics of these desired future park areas are described in table 2.

Visitor Experience

Maritime Child Development Center. In alternative B, visitors could explore a portion of the Maritime Child Development Center that reflects its 1940s use and appearance. They could learn about the social aspects of the American home front and the necessity of providing 24-hour child care for the families of the war workers. Since the Maritime Child Development Center is surrounded by World War II-era housing, the visitors would receive orientation here to the larger war worker community. In addition, visitors could explore the historic child development center through artifacts, exhibits, and other interpretive programming.

Ruth C. Powers Child Development Center. In this alternative, visitors with self-guiding brochures or participating on guided tours could visit the site of the Ruth C. Powers Child Development Center. They could learn about its role in World War II

Richmond through interpretive signs, brochures, and guides.

Historic Resource Conditions

Maritime Child Development Center. In alternative B, cooperating partners would reconstruct the Maritime Child Development Center for contemporary uses while preserving some portion of the interior to reflect the center's World War II character. The façade and landscape of the Maritime Child Development Center would be rehabilitated to a condition that reflects the center's World War II heritage.

Ruth C. Powers Child Development Center. Cooperating partners would rehabilitate the Ruth C. Powers Child Development Center for contemporary uses not related to the park. The façade and landscape of the Ruth C. Powers Child Development Center would be rehabilitated to a condition that reflects the center's World War II heritage

Visitor Services and Facilities

Maritime Child Development Center. In alternative B, visitor facilities would include an interpretive facility, restrooms, and interpretive signs. Street parking and local bus service would be available to visitors.

Ruth C. Powers Child Development Center. Visitor facilities at this child development center would include interpretive signs. Street parking and local bus service would be available to visitors.

• World War II Worker Housing and the Home Front Community

In alternative B, the sites and structures that contribute to World War II worker housing and home front community would be included in the Historic Backdrop Area, allowing for contemporary use yet providing visitors with a visual setting to better understand the community life of a war worker.

Visitor Experience

In alternative B, visitors could learn about the World War II home front housing in the context of the home front community. Visitors would have the opportunity, within easy walking distance of the Maritime Child Development Center, to walk a home front neighborhood; the Maritime Child Development Center would serve as the gateway to the war worker community and provide orientation and programming information. Beginning at this location, visitors could learn about the housing challenges and different types of war worker housing before exploring the historic sites in the surrounding neighborhood and commercial district. Guided and self-guiding tours and interpretive signs would allow visitors to learn what life might have been like for a wartime worker in Richmond. and other parts of the country.

America Today
The Home Front Legacy

Today's society benefits from many social and industrial innovations made during World War II. The prepaid health care plans and the efficiency and speed at which our industrial products are made were forged during wartime. Some innovations made weaponry more efficient.

"My wartime work was with Magnolia Petroleum Company in Dallas, Texas. The company later became a part of Exxon-Mobil Corporation. I worked in the Podbielniak Laboratory project to take the lead out of gasoline to reduce the downtime of military portable generators, vehicles, and other gasoline-powered equipment. As a "Rosie," I was chosen for this work because I had studied chemistry at the University of Texas. My title was that of laboratory technician."

--Rosemary Jarvis Wilkes,
Laboratory Technician,
Magnolia Petroleum Company,
Dallas, Texas

A laboratory assistant at a tin smelter performs analysis to determine the amounts of pure metal remaining in slags from the furnaces

Visitor opportunities could expand in the future to include other aspects of life in World War II-era Richmond. If cooperating partners and entrepreneurs embrace this vision, World War II-era movie houses, dance halls, and retail shops could be developed to enhance the visitor experience.

Historic Resource Conditions
Sites and structures within this area would reflect their World War II-era appearance while accommodating contemporary uses.

Visitor Services and Facilities
In alternative B, a small orientation center would be located in the Maritime Child Development Center and self-guiding brochures would be available there. Interpretive signs would be located at some of the historic sites and structures. Street parking and local bus service would be available to visitors.

• Kaiser Permanente Field Hospital

The historic Kaiser Permanente Field Hospital is privately owned and is being adapted for contemporary use unrelated to the park.

In alternative B, it is envisioned that a small portion of the World War II-era structure would be in the Historic Engagement Area while the remainder of the site would be in the Historic Backdrop Area. The Historic Engagement Area would involve visitors with the work of health care providers and the health care issues of war workers during World War II. The Historic Backdrop Area would provide a visual 1940s-era backdrop for telling the story.

Visitor Experience
The vision in alternative B is for park visitors to explore a portion of the former Kaiser Permanente Field Hospital to learn about the three-tier Kaiser health system, why Kaiser decided to provide health care to shipyard workers, and how that program evolved to influence contemporary health care programs.

Historic Resource Conditions
In alternative B, a small portion of the World War II structure's interior would be rehabilitated to reflect its 1940s appearance while continuing to accommodate contemporary uses. The façade and landscape could be rehabilitated to reflect its World War II-era heritage.

Visitor Services and Facilities
Facilities that support visitor uses at this park site could include a small interpretive facility and signs. Street parking and local bus service would be available to visitors.

• National Park Service Museum Collections

Visitor Experience
In alternative B, visitors would have the opportunity to learn, through access to oral and written histories and programs evolving from them, about Rosie the Riveter and the American World War II home front directly from individuals who experienced those years. Many artifacts (and their reproductions) would be incorporated into the historic scenes of selected park sites as a means to help visitors understand their World War II use and context.

Historic Resource Conditions
The National Park Service would collect and preserve oral and written home front histories as identified in the legislation. In this alternative, the National Park Service also would collect and preserve objects, artifacts, documents, and images that are directly related to the interpretive themes and park sites and that could be used to create and preserve the historic setting in Richmond, California. The park museum collection would be acquired, accessioned and cataloged, preserved, protected, and made available for use and interpretation according to NPS standards and guidelines.

The park museum collection would be protected and preserved while allowing for visitor access and interpretation. Making use of various technologies and reproductions of authentic items would allow the collection to support and enhance visitor experience and understanding of the World War II home front.

Visitor Services and Facilities
In alternative B, the National Park Service would locate and maintain a permanent curatorial facility in Richmond that consolidates the museum collections of four national park sites: Rosie the Riveter/World War II Home Front National Historical Park, Eugene O'Neill National Historic Site, John Muir National Historic Site, and Port Chicago Naval Magazine National Memorial.

Visitors would have controlled access to these museum collections and to the digital museum accessed through the park's website.

• National Park Service Headquarters

In alternative B, the National Park Service administrative office for Rosie the Riveter/World War II Home Front National Historical Park would be located in one of the historic structures in Richmond, California. It would provide space for administration, technical assistance services, stewardship activities, and civic engagement.

ROLE OF THE NATIONAL PARK SERVICE IN ALTERNATIVE B

Rosie the Riveter/World War II Home Front National Historical Park depends on its many partners working in collaboration for the preservation of the historic World War II resources while providing for visitor access and interpretation. In working with other cooperating partners to implement the vision of alternative B over the 15- to 20-year term of this plan, the National Park Service would pursue the following actions:

- Establish and operate the World War II Home Front Visitor/Education Center in the Ford Assembly Building that provides the context to link Richmond sites with each other and with home front stories and sites throughout the nation.
- Develop interpretive exhibits for the World War II Home Front Visitor/Education Center.
- Provide visitors with orientation to park resources and interpretive themes at the World War II Home Front Visitor/Education Center.
- Develop and coordinate visitor programs at the World War II Home Front Visitor/Education Center that provide opportunities for Richmond communities to tell their home front stories.
- Provide regularly scheduled walking and bus tours that originate at the World War II Home Front Visitor/Education Center and at other sites in Richmond.
- Provide self-guiding tour brochures to visitors at Richmond City Hall and at designated park sites.
- Provide technical assistance and support for interpretive waysides at sites and structures that represent the home front story in Richmond.
- Coordinate and encourage individuals and groups to develop World War II home front interpretive opportunities such as community and regional events, signs, and educational programs.
- Develop interpretation standards and provide technical assistance and training in telling Rosie the Riveter and World War II home front stories.

America Today
Advances in Technology

Prefabrication that promoted speed in shipbuilding has helped to advance efficiency in today's manufacturing industries.

"The hulls of the ships were built in our shipyards, and the deckhouses were built separately in the Pre-Fab yard and hauled over by cranes and put in place onto nearly completed hulls. …It was a wonderful engineering feat that speed-ed up the whole process.

Bringing the almost completed deckhouses over from the Pre-Fab yard was impressive, and scary to those like me who didn't know much about the process. Picture it if you can: an almost completed hull sitting on the ways, and a pre-constructed deckhouse, a huge steel fabrication, held in the air by cranes and brought from one yard to another. The deckhouse is held suspended above the hull and slowly, gently, lowered into place."

-- Elaine Lolos Lackey,
Burner,
Kaiser Shipyards,
Richmond, CA

Whirley Crane, Kaiser Shipyard #3, used to move pre-fabricated ship pieces

- Provide technical assistance, in collaboration with cooperating partners, in the planning and development of a vision for the preservation of a World War II worker community historic area.
- Work with other cooperating partners to interpret the known home front resources – Maritime Child Development Center, Nystrom Village, Atchison Village, Fire Station 67A, and Richmond Field Hospital – as part of a home front community.
- In addition to maintaining a website, develop and manage interpretive and educational programs for electronic access from across the nation using new technologies that include, but are not limited to, web-based access to the park's themes and stories, connections to other World War II home front sites from park sites in Richmond, California, and a digital Rosie the Riveter/World War II Home Front museum.
- Provide studies, reports, and professional/technical assistance that contribute to the preservation of the character-defining features of the World War II-era home front sites and structures named in the park's legislation and the landscapes in the vicinity of these sites and structures; agreements could be established between owners/cooperating partners for the National Park Service to assist with providing access for visitors and creating exhibits that interpret the sites' connections to the home front themes.
- Collect and preserve World War II home front oral and written histories and their associated artifacts and archives; as feasible, allow visitors to connect to stories and artifacts at park sites that support interpretive themes.
- Collect and preserve objects, artifacts, documents, and images that directly relate to the park's interpretive themes and that can be used in exhibits at the park's sites to interpret the national home front story.
- Locate and maintain a curatorial and research facility in a World War II-era historic structure in Richmond, California, that allows for the consolidation of the museum collections of four East Bay national park sites: Rosie the Riveter/World War II Home Front National Historical Park, Eugene O'Neill National Historic Site, John Muir National Historic Site, and Port Chicago Naval Magazine National Memorial.
- Locate the administrative office for Rosie the Riveter/World War II Home Front National Historical Park at a World War II-era historic structure in Richmond, California.

• ESTIMATED COSTS: ALTERNATIVE B

The estimated costs in table 5 reflect only those costs associated with the actions of the National Park Service in implementing the vision for alternative B. These costs do not include costs that might be incurred by cooperating partners. Costs associated with the actions of cooperating partners are not easily predictable, given the various goals, multiple non-park related uses, and levels of effort and commitment.

The cost figures shown here and throughout the plan are intended only to provide an estimate of the relative costs of alternatives. NPS and industry cost estimating guidelines were used to develop the costs to the extent possible, but the estimates should not be used for budgeting purposes. Most of the specifics about development and management actions will be decided in subsequent, more detailed planning and design exercises, and will consider the design of facilities, identification of detailed resource protection needs, and changing visitor expectations. Actual costs to the National Park Service will vary depending on if and when the actions are implemented, and on contributions by partners and volunteers.

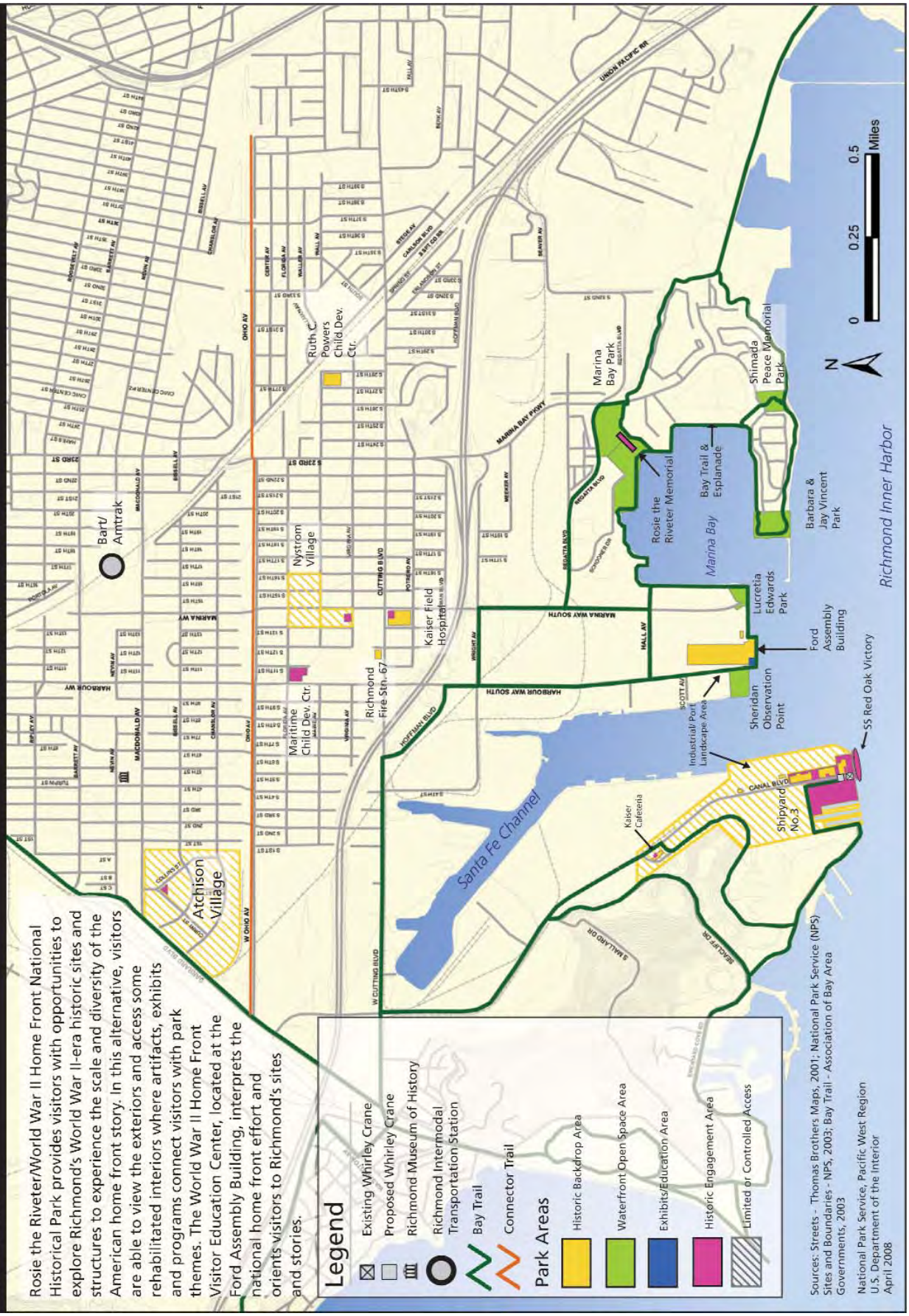
The implementation of the approved plan, no matter which alternative, will depend on future NPS funding levels and Servicewide priorities, and on partnership funds, time, and effort. The approval of a general management plan does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan could be many years in the future.

Alternative B

Park Areas

Rosie the Riveter / World War II Home Front National Historical Park
General Management Plan

Rosie the Riveter/World War II Home Front National Historical Park provides visitors with opportunities to explore Richmond's World War II-era historic sites and structures to experience the scale and diversity of the American home front story. In this alternative, visitors are able to view the exteriors and access some rehabilitated interiors where artifacts, exhibits and programs connect visitors with park themes. The World War II Home Front Visitor Education Center, located at the Ford Assembly Building, interprets the national home front effort and orients visitors to Richmond's sites and stories.



Sources: Streets - Thomas Brothers Maps, 2001; National Park Service (NPS) Sites and Boundaries - NPS, 2003; Bay Trail - Association of Bay Area Governments, 2003

National Park Service, Pacific West Region
U.S. Department of the Interior
April 2008

Table 5: Estimated Costs to the National Park Service (NPS) – Alternative B

Alternative B: NPS Preferred Alternative	
Annual Operations	
NPS Annual Operating Costs[1]	$2,500,000
NPS Curatorial Facility Lease	$50,000
NPS Staffing Levels[2] (Full Time Equivalent) (This represents an increase in staffing for a larger role in providing park interpretation and technical support in historic preservation.)	26.25
Total Estimated Annual Costs	$2,550,000
One Time Costs	
NPS Facility Construction – Visitor Center – wayfinding, interpretive exhibits/signs at individual park sites, interior construction and furnishings of curatorial facility and administrative office[3]	 $7,000,000 $900,000
Non-Facility Costs – acquisition and preservation of museum collections – web-based World War II home front stories and links[4]	 $1,100,000
Total Estimated One-Time Costs	$9,000,000
There are no NPS deferred maintenance costs since the National Park Service does not currently own any park assets.	

[1] Annual operating costs are the total annual costs for NPS maintenance and operations associated with each alternative, including: maintenance, utilities, supplies, staff salaries and benefits, leasing, and other materials.

[2] Total number of full time equivalent (FTE) employees required to maintain the NPS role and operations, provide technical assistance with resource protection and in telling park stories, and for other support. Alternative B requires staffing at many of the individual park sites to provide interpretive services and visitor access as well as staffing the visitor/education center. This alternative also requires planning and technical assistance staff to support the owners of historic properties with historic preservation and interpretation. This figure includes a temporary team of potenitally 5 people, who would work to collect, interview, process, and make available oral histories relating to the WWII Home Front. The museum collection staff would support the needs of the four East Bay national park sites.

[3] One-time facility costs include those for the design, construction, rehabilitation, administrative facilities, interpretive exhibits/signs, visitor and educational facilities, maintenance facilities, museum collection facilities, and other visitor support facilities.

[4] One-time non-facility costs include actions for the preservation of cultural or natural resources not related to facilities, the development of visitor use tools not related to facilities, and other park management activities. Examples include: developing interpretive programs using new technologies and, collecting and preserving artifacts that can be used in park exhibits.

Alternative C: The Home Front Visitor/Education Center Tells The National Home Front Story

Rosie the Riveter/World War II Home Front National Historical Park is a partnership park that includes many public and private entities working collaboratively to preserve historic World War II resources and tell America's home front stories.

The collaborative nature of Rosie the Riveter/World War II Home Front National Historical Park requires a commitment to building and sustaining relationships with individuals, neighbors, cooperating partners, and other communities of interest.

This section describes the vision of how the park could evolve if alternative C were implemented. Implementation of this vision would take the commitment and coordination of many cooperating partners. These partners include citizens, communities, and private, governmental, and nonprofit entities that—through agreements and shared common goals—work together to achieve the mission of the national historical park. The National Park Service would continue to facilitate and develop these partnerships to provide for mutual benefit among participants and to achieve the park's legislated mandates.

The National Park Service would provide opportunities for individuals and groups to tell their own stories at park sites and would encourage the telling of home front stories throughout the greater Richmond community and across America. The goal of these activities is to nurture stewardship of the multilayered World War II home front experience and legacy and to facilitate conversations that lead to a shared understanding of the full meaning and contemporary relevance of the World War II home front.

VISION FOR ALTERNATIVE C

In alternative C, the World War II Home Front Visitor/Education Center and the SS *Red Oak Victory*, both located at and adjacent

America Today
Advances in Health Care

Kaiser offered many incentives to attract and maintain its workforce in the highly competitive labor market of World War II. The nation's first large-scale prepaid health care program began with Kaiser's Permanente Health Plan.

Dr. Sidney Garfield, MD, in conjunction with Harold Hatch, an engineer turned insurance agent, established the foundation for Permanente Medicine, a prepaid health care plan to serve workers constructing the Los Angeles Aqueduct in the 1930s. The hallmark of this plan was preventive medicine, aimed at preventing disease rather than curing it,keeping workers healthier and therefore more productive. Industrialist Henry J. Kaiser was intrigued with the potential for healthcare coverage of a large number of employees and hired Dr. Sidney Garfield to create a plan for 6,500 workers and their families at the Grand Coulee Dam project in Washington State.

In 1941 Garfield had a new challenge to provide healthcare for the 30,000 workers in Kaiser's Richmond, California shipbuilding industry. Kaiser obtained special permission from President Franklin D. Roosevelt to release Garfield from active military duty to organize a prepaid group practice system. The healthcare plan burgeoned to 90,000 employees and then dropped to 13,000 after the war ended. Both Kaiser and Garfield wanted the plan to continue, and on October 1,1945, the Permanente Health Plan officially opened to the public.

to the Ford Assembly Building, would serve as the primary focus of the park. The other park sites would serve as a community backdrop; their historic appearance would be preserved while they provide for contemporary uses. The visitor/education center would present a diversity of stories from different communities across America and provide in-depth educational and research opportunities to advance the understanding of this chapter of American history. Using self-guiding brochures and other opportunities, visitors could view Richmond's World War II home front sites and structures.

VISITOR EXPERIENCE IN ALTERNATIVE C

In alternative C, the visitor would be directed to the Richmond waterfront where the World War II Home Front Visitor/Education Center, the SS *Red Oak Victory,* and the views of Shipyard No. 3 would provide a historic setting in which to learn about the American World War II home front stories. At the visitor/education center, visitors could explore in-depth World War II home front stories and events from communities all across America. Collaboration between the National Park Service and other partners, including educational and cultural institutions, would provide visitors with an array of interpretive exhibits, demonstrations of home-front life, models of wartime production, and opportunities for formal educational and seminar programs.

In alternative C, the World War II Home Front Visitor/Education Center also would provide visitors with access to primary source material about the American World War II home front, both at the center itself and through coordinated links with resources at institutions throughout the country. Also in this alternative, a coordinated national research program would be developed to expand knowledge and understanding of the American World War II home front.

With the SS *Red Oak Victory* located at Sheridan Point Observation Park adjacent to the visitor/education center at the Ford Assembly Building, park visitors would be able to explore a wartime ship that was produced in one of Kaiser's shipyards. The views from the SS *Red Oak Victory* and the World War II Home Front Visitor/Education Center would provide visitors with a sense of the size and scope of the war effort.

As with alternative A, visitors would have the opportunity for self-guiding tours to view the exteriors of preserved World War II structures and sites throughout Richmond.

Visitation to the park is estimated to be moderate in this alternative because while a diversity of educational and interpretive programs would be available, they would be located at Sheridan Observation Point and the Ford Assembly Building. Other sites and structures would have limited access and no on-site programs (see chapter 4, Table 11: Visitation Estimates).

HISTORIC RESOURCE CONDITIONS IN ALTERNATIVE C

In alternative C, the façades of World War II structures would reflect their historic characteristics while the interiors provide for contemporary uses. The primary focus of this alternative would be the World War II Visitor/Education Center. The emphasis would be in the collection, preservation, and public access to World War II home front artifacts and other primary source materials that would provide visitors and scholars with in-depth knowledge about the American World War II home front.

VISIONS FOR INDIVIDUAL PARK SITES IN ALTERNATIVE C

In addition to the management actions described under the heading "Elements Common to All Alternatives" (described near the beginning of this chapter), the following narrative describes the future vision for each individual park site and associated resources in alternative C. Because Rosie the Riveter/World War II Home Front National Historical Park is a partnership park, implementation of these visions will take the commitment and coordination of many park partners. The map on page 93, entitled Alternative C, displays the park areas as described below.

• Ford Assembly Building / SS *Red Oak Victory*

In alternative C, two park areas have been identified for different portions of the Ford Assembly Building. The characteristics of these desired future park areas are described in table 2. The World War II Home Front Visitor/Education Center and the walkway along the building's waterfront would be in the Exhibit Education Area, where visitors would have many and varied opportunities to explore the home front stories of Richmond and the nation. The remainder of the site and structures would be in the Historic Backdrop Area, where the exteriors would help visitors understand the size and scale of Richmond's wartime industries.

The SS *Red Oak Victory* would be in the Historic Engagement Area, where visitors can become engaged in the activities associated with shipbuilding and the role of Victory and Liberty ships during World War II.

Visitor Experience

The World War II Home Front Visitor/Education Center, located in the waterfront portion of the Ford Assembly Building referred to as the craneway, would be the primary destination for visitors to Rosie the Riveter/World War II Home Front National Historical Park. Visitors to the center would be surrounded by historic resources of Richmond's World War II home front, including the historic Ford Assembly Building, SS *Red Oak Victory* moored at the adjacent Sheridan Observation Point Park, views across the Santa Fe Channel to the historic structures of Shipyard No. 3, and views of Richmond's inner harbor. The concentration of these historic structures and views would provide a setting that supports the in-depth exploration of the stories and events of America's home front at the visitor/education center.

The World War II Home Front Visitor/Education Center would provide visitors with the opportunity to 1) learn about the park purpose and themes, and to explore, in-depth, the national World War II home front stories and events from communities all across America; 2) view exhibits, artifacts, and documented histories of the American home front: 3) through demonstrations and models learn about wartime production; 4) participate in formal educational and seminar programs sponsored by partners representing other cultural and educational institutions from throughout the country; 5) research primary source materials about the American home front; 6) participate in research programs that further expand the knowledge and understanding of the American World War II home front.

Using evolving Internet and digital technology, visitors to the visitor/education center and to its web-based extension could learn about World War II home front sites throughout the United

America Today

Advances in Health Care

Under the Kaiser Plan, workers paid a nominal amount by today's standards for their medical care from their weekly paychecks.

"I really felt that I benefit(ed), from the opportunity to get my health cares taken care of for 25¢. I think it was 25¢ a week or maybe two weeks. It was good health care. We went to the Kaiser hospital in Oakland when we needed to have a doctor. When my job at the shipyard stopped, we went on an independent contract with Kaiser, independent coverage."

--Patricia Buls,
Junior Engineer,
Kaiser Shipyards,
Richmond, CA

Kaiser also had mobile healthcare units on the job site.

"If you had a cold or wasn't feeling good, Kaiser had something like a paramedic truck that they picked you up in. If you didn't feel well, they would put you to bed for that day. What I liked about them so well is they, when a woman found that she was pregnant, instead of dismissing you from your job, they would find lighter work, like office work and things. I always speak very graciously and proud of Kaiser. They've done a wonderful job with us."

--Mary Peace Head,
Welder,
Kaiser Shipyards,
Richmond, CA

States and could explore uplinks of selected interpretive and educational programs originating at the park.

Historic Resource Conditions

In alternative C, the exterior of the Ford Assembly Building would be preserved to retain its historic qualities as defined by the Federal Preservation Tax Incentive Program. The interior of the Ford Assembly Building would be adaptively used for contemporary purposes. A portion of the interior would be rehabilitated to reflect its World War II use and to highlight the architectural features of this structure designed by Albert Kahn.

The SS *Red Oak Victory* would be moored adjacent to the visitor/education center. The Richmond Museum Association would continue to rehabilitate the ship to its operational condition reflecting many of its World War II-era attributes and would continue to provide for visitor access.

The views of the historic structures in Shipyard No. 3 from the SS *Red Oak Victory* and the visitor/education center would contribute to the historic World War II home front setting.

Visitor Services and Facilities

In alternative C, the World War II Home Front Visitor/Education Center would provide comprehensive interpretive and educational opportunities to explore and research American World War II home front stories. The visitor/education center would use both interior and exterior spaces of the Ford Assembly Building, including coordinated access to the SS *Red Oak Victory*.

In alternative C, the Rosie the Riveter Trust would provide visitor support and retail services within the visitor/education center. Some commercial opportunities within the Ford Assembly Building, such as food vendors and retail services, could accommodate visitors as well.

Cooperating partners would develop the permanent infrastructure to support the SS *Red Oak Victory* mooring and operations. Visitor parking would be provided on-site and along the street.

• Richmond Shipyard No. 3

In alternative C, Shipyard No. 3 would be in the Industrial/Port Landscape Area. While visitors would have access to this area only during scheduled guided tours, observing contemporary port activities from a safe distance would provide them with a sense of size and scale represented by the open industrial landscape. The characteristics of the Industrial/Port Landscape Area are described in table 2.

Visitor Experience

In this alternative, the World War II sites and structures of the Richmond Shipyard No. 3 would provide the historic backdrop for interpreting the Kaiser shipyard and home front stories. Periodic guided tours of the shipyard would be offered but visitors also could view and learn about the former Kaiser shipyard from the World War II Home Front Visitor/Education Center at the Ford Assembly Building and from designated viewing areas located outside Richmond Shipyard No. 3 and along the Bay Trail.

Historic Resource Conditions

Richmond Shipyard No. 3 is a National Register Historic District that contains six World War II historic buildings (sheet metal shop, general warehouse, machine shop, forge shop, first aid station, and cafeteria), whirley crane, and five graving basins/dry docks.

The preservation of the façades of the historic shipyard buildings would provide visitors with distant views of the historic district and help them to understand the scale and impact that Kaiser and his shipyards had during Richmond's World War II home front effort. The historic district would include the World War II sites and structures that illustrate the shipyard's historic operations; these would be interpreted off-site. While the historic structures and their features would continue to retain their World War II-era appearance, the interior spaces of the structures would be used for contemporary port uses and would be closed to park visitors.

Visitor Services and Facilities

In alternative C, visitor facilities would include viewing areas with parking and interpretive signs; all visitor facilities would be located outside the

boundaries of Richmond Shipyard No. 3.

• Child Development Centers

In alternative C, the Maritime and Ruth C. Powers child development centers would be in the Historic Backdrop Area. In this alternative, visitors would not have access to the interiors of these buildings, but the structures would provide visitors with a visual context for exploring the issues of family life during World War II.

Visitor Experience

In alternative C, both the Maritime and the Ruth C. Powers child development centers would share the same visitor experience goals. Park visitors with self-guiding brochures or those participating in guided tours would visit the exterior of both child development centers. Through interpretive signs, brochures, and guide books, visitors would learn about the aspects of the World War II home front that are represented by the two child development centers, including the social aspects of the American home front and the necessity of providing 24-hour child care for families of war workers.

Historic Resource Conditions

Cooperating partners would rehabilitate the Maritime and Ruth C. Powers child development centers in order to provide for contemporary uses. The façades and landscaping of both centers would be maintained in a condition that reflects their World War II heritage.

Visitor Services and Facilities

In alternative C, park visitors would have access to interpretive signs at both child development centers where they would learn about the World War II home front stories and events related to the child development centers.

Interpretive signs would be incorporated so as not to disrupt the contemporary uses occurring at the child development centers. Street parking and local bus service would be available for visitors.

• World War II Worker Housing

In alternative C, the identified World War II worker housing, including Atchison Village, would be in the Historic Backdrop Area, allowing for contemporary use, yet providing visitors with a visual setting of 1940s Richmond.

Visitor Experience

Park visitors with self-guiding brochures or those participating in guided tours would visit examples of war worker housing to learn about major social impacts resulting from the boom and bust story of wartime Richmond.

America Today

Women in Pants

The new work roles that women took on during wartime and the challenge of finding rationed nylons changed the acceptable dress code for women.

"...Women worked actually doing men's work in the shipyards. Also, some of the other firms hired them in industry like operators for Standard Oil and so on. Still in office work, you wouldn't think of wearing slacks. We wore suits and tailored dresses, heels, and hose. They would wear out and you couldn't really get anymore. Then we'd have to paint our legs, and that was such a mess because, you know, every morning you'd have to put your leg up on a stool and get this stuff, pour it in your hands, rub it all over your legs, be careful not to get it on your clothes until it dried, and then wash your hands, you know. …Some gals were so careful that they'd even had a special pencil. They'd draw a line up the back of their legs and make it look as if it was a seam, because we never, never wore slacks in the office. But, out of the war I think came, afterwards…a lot of women had worn slacks in their work, in the industrial type of work, and it just affected the styles of people. They wore them to church and even weddings. Pant suits, you see them all over."

--Lucille Ziessenhenne,
War Manpower
Commission,
Richmond, CA

Historic Resource Conditions
The surviving World War II-era worker housing would continue to be maintained by private owners, homeowner associations, cooperatives, and the Richmond Housing Authority. The National Park Service would provide limited technical assistance in historic preservation to owners of World War II-era housing in retaining the1940s-era appearance of these houses.

Visitor Services and Facilities
Historical markers could be located at selected sites, as owners allow.

• Kaiser Permanente Field Hospital
The historic Kaiser Permanente Field Hospital is privately owned and is being adapted for contemporary use unrelated to the park. In alternative C, the Kaiser Permanente Field Hospital would be in the Historic Backdrop Area, providing a visual 1940s-era backdrop for telling the story of war worker health care.

Visitor Experience
In alternative C, park visitors with self-guiding brochures or those participating in guided tours would visit the exterior of the Kaiser Permanente Field Hospital. Through interpretive signs, brochures, and guide books, visitors would learn about the three-tier Kaiser health system, why Kaiser decided to provide health care to shipyard workers, and how that program evolved to contemporary health care programs.

Historic Resource Conditions
The façade and landscape would be rehabilitated to reflect their World War II-era heritage.

Visitor Services and Facilities
In alternative C, visitor facilities would include interpretive signs and street parking.

• National Park Service Museum Collections
Visitor Experience
In alternative C, visitors would have the opportunity to learn about Rosie the Riveter and the American World War II home front through oral and written histories collected directly from the individuals who experienced the war years and through associated artifacts. In addition, the park museum collection would include primary source material of the American World War II home front that contributes to the programming and research available through the visitor/education center. Visitor could access the park collection through the digital museum and other educational programming available through the park's website.

Historic Resource Conditions
The National Park Service would collect and preserve oral and written home front histories as identified in the legislation. In this alternative, the National Park Service also would collect and link to primary source material of the American World War II home front. The park museum collections would be acquired, accessioned and cataloged, preserved, protected, and made available for use and interpretation according to NPS standards and guidelines.

The park museum collection would be protected and preserved while allowing for visitor access and interpretation. By using various technologies the collection would support and enhance visitor understanding of the American World War II home front.

Visitor Services and Facilities
The National Park Service could locate and maintain a permanent curatorial facility at the World War II Home Front Visitor/Education Center through a lease arrangement with the owner. Visitors could have access to this collection and, through Internet links, to collections at other cultural and educational institutions throughout the United States.

This facility could support the collections of four national park sites: Rosie the Riveter/World War II Home Front National Historical Park, Eugene O'Neill National Historic Site, John Muir National Historic Site, and Port Chicago Naval Magazine National Memorial.

• National Park Service Headquarters
The National Park Service administrative office for Rosie the Riveter/World War II Home Front National Historical Park could be located in the World War II Home Front Visitor/Education Center through a lease arrangement with the owner. It could provide space for NPS administration,

technical assistance services, stewardship activities, and civic engagement.

ROLE OF THE NATIONAL PARK SERVICE IN ALTERNATIVE C

Rosie the Riveter/World War II Home Front National Historical Park is a partnership park that includes many public and private entities working in collaboration for the preservation of the historic World War II resources while providing for visitor access and interpretation. In working with other cooperating partners to implement the vision of alternative C over the 15- to 20-year term of this plan, the National Park Service would pursue the following actions:

- Establish and operate the World War II Home Front Visitor/Education Center in the Ford Assembly Building that would be the primary destination for visitors to Rosie the Riveter/World War II Home Front National Historical Park.
- Develop interpretive exhibits for the World War II Home Front Visitor/Education Center.
- Provide visitors with orientation to park resources and interpretive themes, as well as opportunities for in-depth exploration of Rosie the Riveter and the American World War II home front at the World War II Home Front Visitor/Education Center.
- Develop and coordinate visitor programs at the World War II Home Front Visitor/Education Center that provide opportunities for Richmond communities to tell their home front stories.
- Develop and coordinate visitor programs at the World War II Home Front Visitor/Education Center that link to cultural and educational institutions throughout the nation that tell other World War II home front stories.
- Provide visitor programming at the World War II Home Front Visitor/Education Center that includes interpretive, educational, and research opportunities to expand the knowledge and understanding of the American World War II home front.
- Provide self-guiding tour brochures to visitors at Richmond City Hall and at designated park sites.
- Provide technical assistance and support for interpretive waysides at sites and structures that represent the home front story in Richmond.
- Coordinate and encourage individuals and groups to develop World War II home front interpretive opportunities such as community and regional events, signs, and educational programs.
- Develop interpretation standards and provide technical assistance and training in telling Rosie the Riveter and World War II home front stories.

America Today
Childcare

Industry was slow to associate the need for childcare with working women. However, given the increasingly competitive climate for workers, Kaiser recognized that providing childcare would help to maintain profit and meet war production deadlines. The childcare centers that Kaiser built in Richmond, California, and Portland, Oregon, represent an important landmark in American social history.

Construction and operation of the childcare centers were funded through the United States Maritime Commission, established 24-hour childcare centers. At the end of the war, these centers, along with 3,100 other federal- and state-funded centers serving from 600,000 to 1.6 million children, were closed. California is the only state where publicly funded centers continued after the war.

Your children and what to do with them

As important as it is to build ships, and as urgently as women are needed to help build them, no part of the war production program justifies the neglect of small children. However, excellent provisions have been made for the proper care of children whose mothers want to work in the shipyards.

So, if you have small children, and you also want to do your part helping build ships, you may be assured that you can get the right kind of care for them. The important thing to remember is to make the arrangements BEFORE you start to work, or even before you start training for your job.

Here's what to do. First, talk over your problems with the Child Care Counsellor. The telephone number is BRoadway 8411. This service is provided by the Children's Department of the Multnomah County Public Welfare Commission. The women you will talk to here are experts, and

page nineteen

Handbook for New Women Shipyard Workers *produced by Portland, Oregon, Public Schools, 1943*

- In addition to maintaining a website, develop and manage interpretive and educational programs for electronic access from across the nation using new technologies that include, but are not limited to, web-based access to the park's themes and stories, connections to other World War II home front sites, and a digital Rosie the Riveter/World War II Home Front museum.
- Assist with studies and reports, and, when possible, provide professional/technical expertise that supports preservation of the character-defining features of World War II home front sites and structures named in the park's legislation.
- Collect and preserve World War II home front oral and written histories and their associated artifacts and archives.
- Collect and preserve objects, artifacts, documents, and images that directly relate to the American World War II home front and can be used to support interpretation at the World War II Home Front Visitor/Education Center.
- Locate and maintain curatorial and research facilities for the four East Bay national park sites at the World War II Home Front Visitor/Education Center.
- Locate the administrative office for Rosie the Riveter/World War II Home Front National Historical Park at the World War II Home Front Visitor/Education Center in Richmond, California through a lease arrangement with the owner.

ESTIMATED COSTS: ALTERNATIVE C

The estimated costs in table 6 reflect only those costs associated with the actions of the National Park Service in implementing the vision for alternative C. These costs do not include costs that might be incurred by cooperating partners. Costs associated with the actions of cooperating partners are not easily predictable, given the various goals, multiple nonpark-related uses, and levels of effort and commitment.

The cost figures shown here and throughout the plan are intended only to provide an estimate of the relative costs of alternatives. NPS and industry cost estimating guidelines were used to develop the costs to the extent possible, but the estimates should not be used for budgeting purposes. Most of the specifics about development and management actions will be decided in subsequent, more detailed planning and design exercises, and will consider the design of facilities, identification of detailed resource protection needs, and changing visitor expectations. Actual costs to the National Park Service will vary depending on if and when the actions are implemented, and on contributions by partners and volunteers.

The implementation of NPS role, no matter which alternative, will depend on future NPS funding levels and Servicewide priorities, and on partnership funds, time, and effort. The approval of a general management plan does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan could be many years in the future.

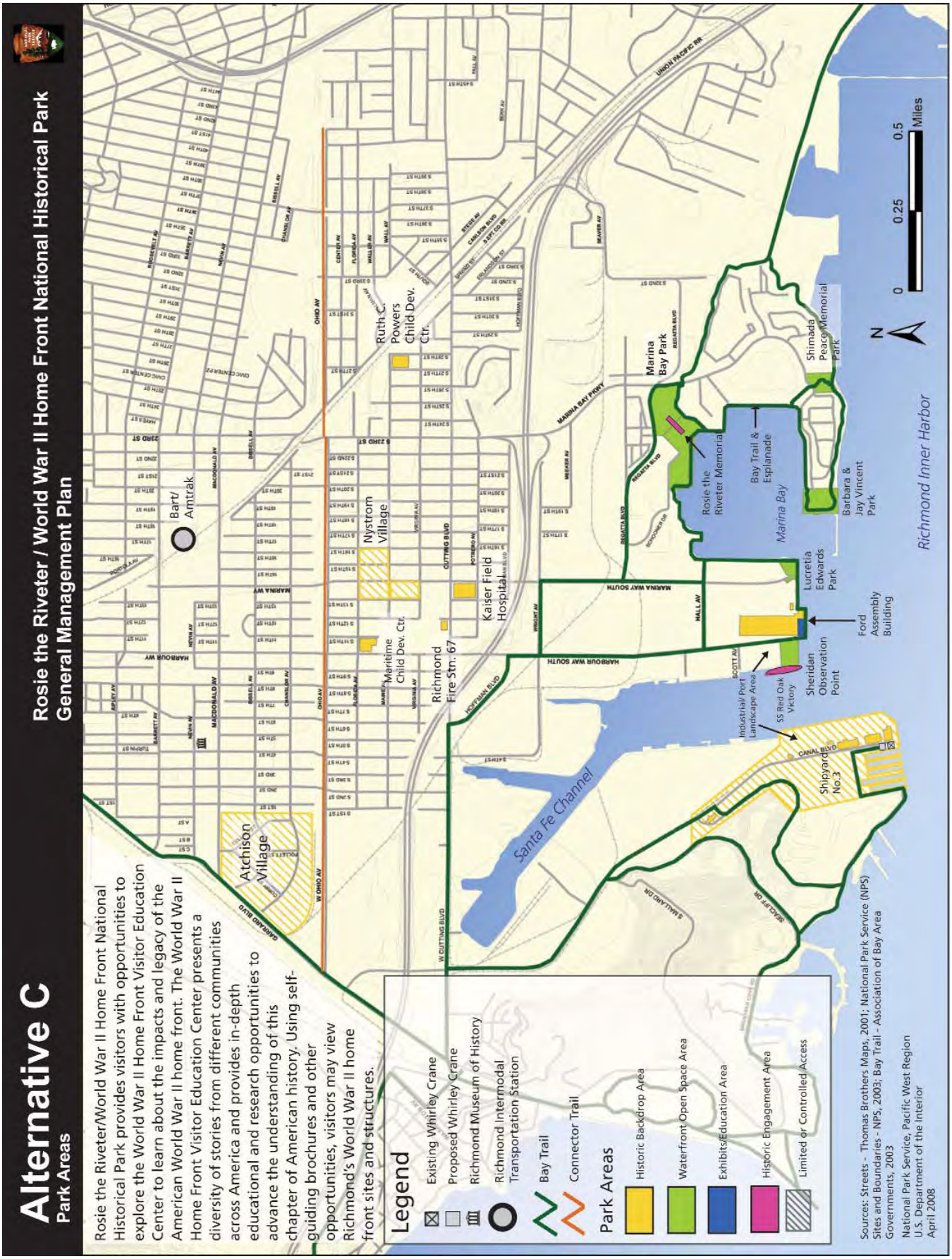

Alternative C
Park Areas
Rosie the Riveter / World War II Home Front National Historical Park
General Management Plan
Rosie the Riveter/World War II Home Front National Historical Park provides visitors with opportunities to explore the World War II Home Front Visitor Education Center to learn about the impacts and legacy of the American World War II home front. The World War II Home Front Visitor Education Center presents a diversity of stories from different communities across America and provides in-depth educational and research opportunities to advance the understanding of this chapter of American history. Using self-guiding brochures and other opportunities, visitors may view Richmond's World War II home front sites and structures.
Legend
Existing Whirley Crane
Proposed Whirley Crane
Richmond Museum of History
Richmond Intermodal Transportation Station
Bay Trail
Connector Trail
Park Areas
Historic Backdrop Area
Waterfront Open Space Area
Exhibits/Education Area
Historic Engagement Area
Limited or Controlled Access
Sources: Streets - Thomas Brothers Maps, 2001; National Park Service (NPS) Sites and Boundaries - NPS, 2003; Bay Trail - Association of Bay Area Governments, 2003
National Park Service, Pacific West Region
U.S. Department of the Interior
April 2008
Bart/ Amtrak
Atchison Village
Nystrom Village
Maritime Child Dev. Ctr.
Richmond Fire Stn. 67
Kaiser Field Hospital
Ruth C. Powers Child Dev. Ctr.
Santa Fe Channel
Industrial/ Port Landscape Area
SS Red Oak Victory
Sheridan Observation Point
Shipyard No.3
Lucretia Edwards Park
Ford Assembly Building
Rosie the Riveter Memorial
Bay Trail & Esplanade
Marina Bay
Marina Bay Park
Barbara & Jay Vincent Park
Shimada Peace Memorial Park
Richmond Inner Harbor
UNION PACIFIC RR
0 0.25 0.5 Miles
N

Table 6: Estimated Costs to the National Park Service (NPS) – Alternative C

Alternative C	
Annual Operations	
NPS Annual Operating Costs[1]	$2,300,000
NPS Curatorial Facility Lease	$60,000
NPS Staffing Levels[2] (Full Time Equivalent) (This represents an increase in staffing for a larger role in visitor center operations, educaction and curation.)	21.5
Total Estimated Annual Costs	$2,360,000
One Time Costs	
NPS Facility Construction – Visitor/Education Center – wayfinding, interior construction and furnishings of curatorial facility and administrative office[3]	 $9,200,000 $200,000
Non-Facility Costs – acquisition and preservation of museum collections – web-based World War II home front stories and links[4]	$1,200,000
Total Estimated One-Time Costs	$10,600,000
There are no NPS deferred maintenance costs since the National Park Service does not currently own any park assets.	

[1] Annual operating costs are the total annual costs for NPS maintenance and operations associated with each alternative, including: maintenance, utilities, supplies, staff salaries and benefits, leasing, and other materials.

[2] Total number of full time equivalent (FTE) employees required to maintain the NPS role and operations, provide technical assistance with resource protection and in telling park stories, and for other support. In Alternative C the visitor/education center and SS *Red Oak Victory* would serve as the primary focus of the park. This alternative requires staffing at the visitor/education center while only a few field interpreters would be required. Planning and technical assistance to owners of historic properties is required by the level of effort is reduced from alternative B. This figure includes a temporary team of potentially 5 people, who would work to collect, interview, process, and make available oral histories relating to the WWII Home Front. The museum collection staff would support the needs of the four East Bay national park sites.

[3] One-time facility costs include those for the design, construction, rehabilitations, administrative facilities, interpretive exhibits/signs, visitor and educational facilities, maintenance facilities, museum collection facilities, and other visitor support facilities.

[4] One-time non-facility costs include actions for the preservation of cultural or natural resources not related to facilities, the development of visitor use tools not related to facilities, and other park management activities. Examples include: developing interpretive programs using new technologies and, collecting and preserving artifacts that can be used in park exhibits.

Alternatives and Actions Considered but Dismissed

Early in the development of the alternatives, an alternative D was developed. The concept for alternative D was to expose the visitor to a Richmond World War II home front setting that is preserved through adaptive use of the historic structures and settings. This would be accomplished by providing a high density of contemporary activities relating to commerce, culture, arts, education, and community services.

To allow the public to explore the four proposed alternatives for the general management plan, the planning team prepared and distributed a newsletter that described each alternative. Then the National Park Service hosted five public workshops in the San Francisco Bay Area that provided the public with an opportunity to discuss and give feedback to the planning team regarding their likes and dislikes of each alternative.

Feedback from the public involvement activities affirmed that alternatives A, B, and C provided an appropriate range of future park visions. As alternative D was explored, it became evident that it entailed actions that were outside of the park purpose and beyond the ability of the National Park Service to enact. Therefore it was dismissed from further consideration in the plan.

Environmentally Preferable Alternative

The environmentally preferable alternative is defined by the Council on Environmental Quality as "the alternative that will promote the nation's environmental policy as expressed in the National Environmental Policy Act [Section 101 (b)]." Section 101 (b) defines the environmentally preferable alternative through the application of the six criteria listed below. Generally, the environmentally preferable alternative is the alternative that causes the least damage to the biological and physical environment and that best protects, preserves, and enhances historic, cultural, and natural resources. Each criterion is presented below, followed by a discussion of how well the proposed alternatives meet that crierion.

Richmond, California
The Home Front Today

Diane Holmes, 2006

"My family has been in Richmond for 62 years. My parents and three older brothers came from Louisiana. My dad came first to find work, and then sent for my mother and three brothers. The war was still on at that time. My mother often would tell me the story of how she boarded the train with three boys-eight, six and four-with everything they were going to bring with them. She said the trains were so packed with people migrating from the South….What bothers me is when history is lost, you don't pass it on. Then you don't know the struggles that went on for you to have what you have or be where you are. So you have to pass on the history.One of the things I don't want to happen in Richmond is for the history to be lost. I have a big concern about maintaining our history, even in the buildings. You have to leave a significant amount behind so people can understand how it evolved."

The National Park Service does not own the park sites and historic structures of Rosie the Riveter/World War II Home Front National Historical Park and therefore has limited ability to affect the environment. The National Park Service role is to support interpretation and education, provide technical assistance, and collaborate with other public and private partners in preserving historic resources and providing for visitor services.

Rosie the Riveter/World War II Home Front National Historical Park is a park consisting primarily of cultural resources. The alternatives in the general management plan describe actions that influence the protection and preservation of the historic and cultural resources. The park has few natural resources since it consists of historic resources within the built environment of the City of Richmond, California.

1. **Fulfilling the responsibilities of each generation as trustees of the environment for succeeding generations.** Under alternative A, the no-action alternative, the cooperating partners, including the National Park Service, would continue to provide minimal support services for visitors, but the level of services would be less than under either action alternative. Alternatives B and C would enhance the National Park Service's ability to meet this criterion by allowing greater levels of service, increased levels of technical support for rehabilitation of historic structures, improved curatorial capability, and expanded potential for new visitor experiences. While both action alternatives would provide these additional services, alternative B would provide a greater level of on-site visitor access and service.

2. **Ensuring for all generations safe, healthful, productive, and aesthetically and culturally pleasing surroundings.** Under alternative A, the no-action alternative, the national historical park would strive to provide safe, healthful, productive, and aesthetically pleasing surroundings for its visitors in areas that are the focus of the national historical park. Alternatives B and C would take steps to improve the safety and aesthetics in more areas of the park as new sites and opportunities are developed. Alternative B has the potential to provide greater opportunities for aesthetically pleasing surroundings because of a greater emphasis in retaining the historic appearance of more park sites and structures than provided for in alternatives A and C.

3. **Attaining the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences.** While the no-action alternative would continue to provide minimal uses, alternatives B and C would improve the park's ability to meet this criterion. By providing support for more rehabilitation efforts, allowing for greater use of historic resources, and providing expanded opportunities for visitor experiences, alternatives B and C would provide more choices and a more accessible program. Of the two action alternatives, alternative B has the potential to meet the criterion throughout a greater area of the park than alternative C.

4. **Preserving important historic, cultural, and natural aspects of our national heritage and maintaining, wherever possible, an environment that supports diversity and variety of individual choice.** Under the no-action alternative, alternative A, the National Park Service would continue to maintain a support role to the other cooperating partners in the preservation of the park resources. Both action alternatives would allow for expansion of the National Park Service role in providing technical assistance to cooperating partners for preservation of important historic and cultural resources and in interpretation of park resources. Alternative B allows for a greater National Park Service role by providing additional support personnel for historic preservation.

5. **Achieving a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities.** The cooperating partners strive to achieve a balance between population and resource use at Rosie the Riveter/World War II Home Front National Historical Park. Under the no-action alternative, the park would continue to meet this criterion. Both action

alternatives would meet this criterion by improving visitor services with new interpretation, greater potential for rehabilitation, and overall improved visitor services. Because of the greater level of preservation and access to a majority of park areas, alternative B meets this criterion better than alternative A or C.

6. **Enhancing the quality of renewable resources and approaching the maximum attainable recycling of depletable resources.** Under the no-action alternative, there is limited opportunity to enhance sustainability of the park sites. Under the action alternatives, there would be greater opportunity to provide the technical expertise in historic building rehabilitation that could effect greater conservation of resources. Alternative B would have a slightly greater potential than alternative C for enhancing resource conservation in the park due to the greater level of preservation and anticipated community involvement.

Based on the analysis provided in the environmental assessment and the discussion above, alternative B is the environmentally preferable alternative. Although all of the alternatives meet the above criteria to some degree, alternative B surpasses the other alternatives in fulfilling expectations outlined by the Council on Environmental Quality. Although alternatives A and C meet all of the criteria to some level, they do not fulfill them to the level that alternative B does.

Richmond, California
The Home Front Today

Ed Paasch, 2006

"My great-grandfather was the fire captain in Point Richmond, and worked at the first fire station in Richmond. Several members of my family worked for the fire department. My uncle worked in the shipyards. When they saw how good of a welder he was, they put him in charge of teaching the girls how to weld. And that's what he did during the war….Now, I live in Atchison Village; I've been there since 1990. Most people don't even have a clue that Atchison Village is related to the Kaiser Shipyards. In fact, a lot of the people that move in don't really know much about that history. Any way that the history can be told would be good. A lot of our youngsters have no idea about this city's history and what the Kaiser Shipyards did during the war. They were putting out two or three ships a week. My mom and dad talk about it from time to time. It was truly amazing what they did during the war with a handful of men and a bunch of women."

Summary Tables

The following three tables summarize the alternatives. Table 7 presents the alternatives as they apply to various park sites, table 8 presents the role of the National Park Service in each of the alternatives, and table 9 summarizes the key impacts of implementing the alternatives. For a complete understanding of each alternative, see the discussion of the individual alternatives elsewhere in this chapter.

Table 7: Summary of the Alternatives by Park Site

	ALTERNATIVE A No Action	ALTERNATIVE B Explore Richmond to Understand the National Home Front Story (Preferred Alternative)	ALTERNATIVE C The Home Front Visitor/Education Center Tells the National Home Front Story
Vision	Using self-guiding tools or participating in guided tours, visitors would tour Richmond to see World War II historic sites and structures.	Visitors would have opportunities to explore Richmond's World War II-era historic sites and structures to experience the scale and diversity of the American home front story. Visitors are able to view the exteriors and access some rehabilitated interiors where artifacts, exhibits, and programs connect visitors with park themes. The World War II Home Front Visitor/Education Center, located at the Ford Assembly Building, interprets the national home front effort and orients visitors to Richmond's sites and stories.	Visitors would have opportunities to explore the World War II Home Front Visitor/Education Center to learn about the impacts and legacy of the American World War II home front. The World War II Home Front Visitor/Education Center presents a diversity of stories from different communities across America and provides in-depth educational and research opportunities to advance the understanding of this chapter of American history. Using self-guiding brochures and other opportunities, visitors may view Richmond's World War II home front sites and structures.
Ford Assembly Building	Visitors would learn about the home front story through brochures and interpretive signs.	Visitors would be introduced to park interpretive themes and oriented to Richmond's historic sites, structures and stories at the World War II Home Front Visitor/Education Center.	At the World War II Home Front Visitor/Education Center, visitors could explore a diversity of World War II home front stories from different communities across America and are provided with in-depth educational and research opportunities to advance the understanding of this chapter of American history.
	The exterior facade of the Ford Assembly Building maintains its 1940s appearance while the interior is adapted to accommodate contemporary uses.	Same as Alternative A.	Same as Alternative A.

	ALTERNATIVE A No Action	ALTERNATIVE B Explore Richmond to Understand the National Home Front Story (Preferred Alternative)	ALTERNATIVE C The Home Front Visitor/Education Center Tells the National Home Front Story
Shipyard No. 3	Visitors would have access to explore the SS *Red Oak Victory*. The majority of the historic district of Richmond Shipyard No. 3 would be closed to the public and used for industrial port purposes.	Visitors would explore the interior and exteriors of a number of the World War II sites and structures in the historic district of Shipyard No. 3. A larger portion of the historic district would be open for park visitors under controlled conditions. The balance of Shipyard No. 3 would be used for industrial port purposes.	Visitors would have no access, other than through periodically scheduled guided tours, to the historic district of Shipyard No. 3. Instead, the shipyard would serve as a backdrop to be viewed from the Ford Assembly Building area and the San Francisco Bay Trail.
	The exteriors of the historic structures would retain their World War II-era appearance.	The exteriors of the historic structures would retain their World War II-era appearance. Selected interiors would be rehabilitated to reflect their World War II-era uses.	Same as alternative A.
SS Red Oak Victory	Visitors would be provided controlled access to Berth 6A in Shipyard No. 3 in order to tour the SS *Red Oak Victory.*	Visitors would have greater access to tour the SS *Red Oak Victory* at Berth 6A in addition to exploring other World War II-era sites and structures in the historic district of Shipyard No. 3.	Visitors would have access to tour the SS *Red Oak Victory* at Sheridan Observation Point Park, adjacent to the World War II Home Front Visitor/Education Center, located at the Ford Assembly Building.
Child Development Center	Visitors on guided tours or with self-guiding brochures would visit the exteriors of the centers.	In addition to alternative A, visitors would explore a portion of the Maritime Child Development Center that reflects its 1940s use and appearance. The Maritime CDC also would serve as an orientation center for the exploration of the larger war worker community that surrounds it.	Same as Alternative A.
World War II Worker Housing	With a self-guiding brochure or on a scheduled guided tour, visitors would see remaining examples of the exterior of World War II worker housing sites.	Guided and self-guiding tours and interpretive signs would enable visitors to explore sites and structures near the Maritime Child Development Center, allowing them to learn what life might have been like for a wartime worker in Richmond.	Same as Alternative A.

	ALTERNATIVE A No Action	ALTERNATIVE B Explore Richmond to Understand the National Home Front Story (Preferred Alternative)	ALTERNATIVE C The Home Front Visitor/Education Center Tells the National Home Front Story
Kaiser-Permanente Field Hospital	Visitors with a self-guiding brochure or on a guided tour would be able to see the exterior of the former Kaiser Permanente Field Hospital.	In addition to alternative A, visitors would explore a selected small portion of the Kaiser Permanente Field Hospital that reflects its 1940s use and appearance.	Same as alternative A.
National Park Service Museum Collection	Visitors would have access to a portion of the park's collection through conducted tours and the park's website.	In addition to alternative A, many of the artifacts (and reproductions) in the collection would be incorporated into the historic scenes of selected park sites to help visitors understand their World War II use.	Visitors would have access to oral and written histories and associated artifacts. The park museum collection would include primary source material of the American World War II home front. Visitor could access the park collection through the digital museum and other educational programming available through the park's website.
National Park Service Headquarters	The headquarters would be co-located with the City of Richmond offices. The offices would be open during normal business hours and visitor access would be controlled.	The headquarters would be located in one of the historic structures in Richmond.	The headquarters would be located in World War II Home Front Visitor/Education Center.

ESTIMATED COSTS TO THE NATIONAL PARK SERVICE (NPS)

	ALTERNATIVE A (see page 74 for details)	ALTERNATIVE B (see page 85 for details)	ALTERNATIVE C (see page 95 for details)
NPS Annual Operations Total Estimated Annual Costs	**$700,000**	**$2,550,000**	**$2,360,000**
NPS Staffing Levels Full time Equivalent	**6.5**	**26.25**	**21.5**
NPS One Time Facility Costs	**$200,000**	**$7,900,000**	**$9,400,000**
NPS One Time Non-facilities Costs	**$0**	**$1,100,000**	**$1,200,000**
Deferred Maintenance	There are no NPS deferred maintenance costs since the National Park Service does not currently own any park assets.		

Table 8: Summary of the Role of the National Park Service in the Alternatives

ALTERNATIVE A No Action	ALTERNATIVE B Explore Richmond to Understand the National Home Front Story (Preferred Alternative)	ALTERNATIVE C The Home Front Visitor/Education Center Tells the National Home Front Story
Provide self-guiding tour brochures to visitors at Richmond City Hall and at designated park sites.	Same as alternative A.	Same as alternative A.
Operate a small self-service visitor orientation center at Richmond City Hall.	Establish and operate the approximately 5,000- to10,000-square-foot World War II Home Front Visitor/ Education Center in the Ford Assembly Building that provides the context to link Richmond sites with each other and with home front stories and sites throughout the nation.	Establish and operate the approximately 7,000- to12,000-square-foot World War II Home Front Visitor/Education Center in the Ford Assembly Building that is the primary destination for visitors to Rosie the Riveter/World War II Home Front National Historical Park.
	Develop interpretive exhibits for the World War II Home Front Visitor/Education Center.	Same as alternative B.
	Provide visitors with orientation to park resources and interpretive themes at the World War II Home Front Visitor/Education Center.	In addition to alternative B, provide visitors to World War II Home Front Visitor/Education Center with opportunities for in-depth exploration of Rosie the Riveter and the American World War II home front.
	Develop and coordinate visitor programs at the World War II Home Front Visitor/Education Center that provide opportunities for Richmond communities to tell their home front stories.	Same as alternative B.
Provide occasional tours and programs, by appointment, that engage limited numbers of visitors and residents with Richmond's World War II home front resources.	Provide regularly scheduled walking and bus tours that originate at the World War II Home Front Visitor/Education Center and at other sites in Richmond.	In addition to alternative B, provide visitor programming at the World War II Home Front Visitor/Education Center that includes interpretive, educational, and research opportunities to expand the knowledge and understanding of the American World War II home front.

ALTERNATIVE A No Action	ALTERNATIVE B Explore Richmond to Understand the National Home Front Story (Preferred Alternative)	ALTERNATIVE C The Home Front Visitor/Education Center Tells the National Home Front Story
Provide technical assistance and support for interpretive waysides at sites and structures that represent the home front story in Richmond.	Same as alternative A.	Same as alternative A.
Coordinate and encourage individuals and groups to develop World War II home front interpretive opportunities such as community and regional events, signs, and educational programs.	Same as alternative A.	Same as alternative A.
Develop interpretation standards and provide technical assistance and training in telling Rosie the Riveter and World War II home front stories.	Same as alternative A.	Same as alternative A.
Maintain a National Park Service website that can link to and from other websites that tell national World War II home front stories.	In addition to alternative A, develop and manage interpretive and educational programs for electronic access from across the nation using new technologies that include, but are not limited to, web-based access to the park's themes and stories, connections to other World War II home front sites from park sites in Richmond, California, and a digital Rosie the Riveter/World War II Home Front museum.	Develop and coordinate visitor programs at the World War II Home Front Visitor/Education Center that link to cultural and educational institutions throughout the nation that tell other World War II home front stories.
Assist with studies and reports, and, when possible, provide professional/technical expertise that supports preservation and interpretation of the exteriors of World War II-era home front sites and structures named in the park's legislation.	Provide studies, reports, and professional/technical expertise that contribute to the preservation of the interiors and exteriors of the World War II-era home front sites and structures named in the park's legislation and the landscapes in the vicinity of these sites and structures. Agreements could be established between owners/cooperating partners for the National Park Service to assist with providing access for visitors and creating exhibits that interpret the sites' connections to the home front themes.	Same as alternative A.

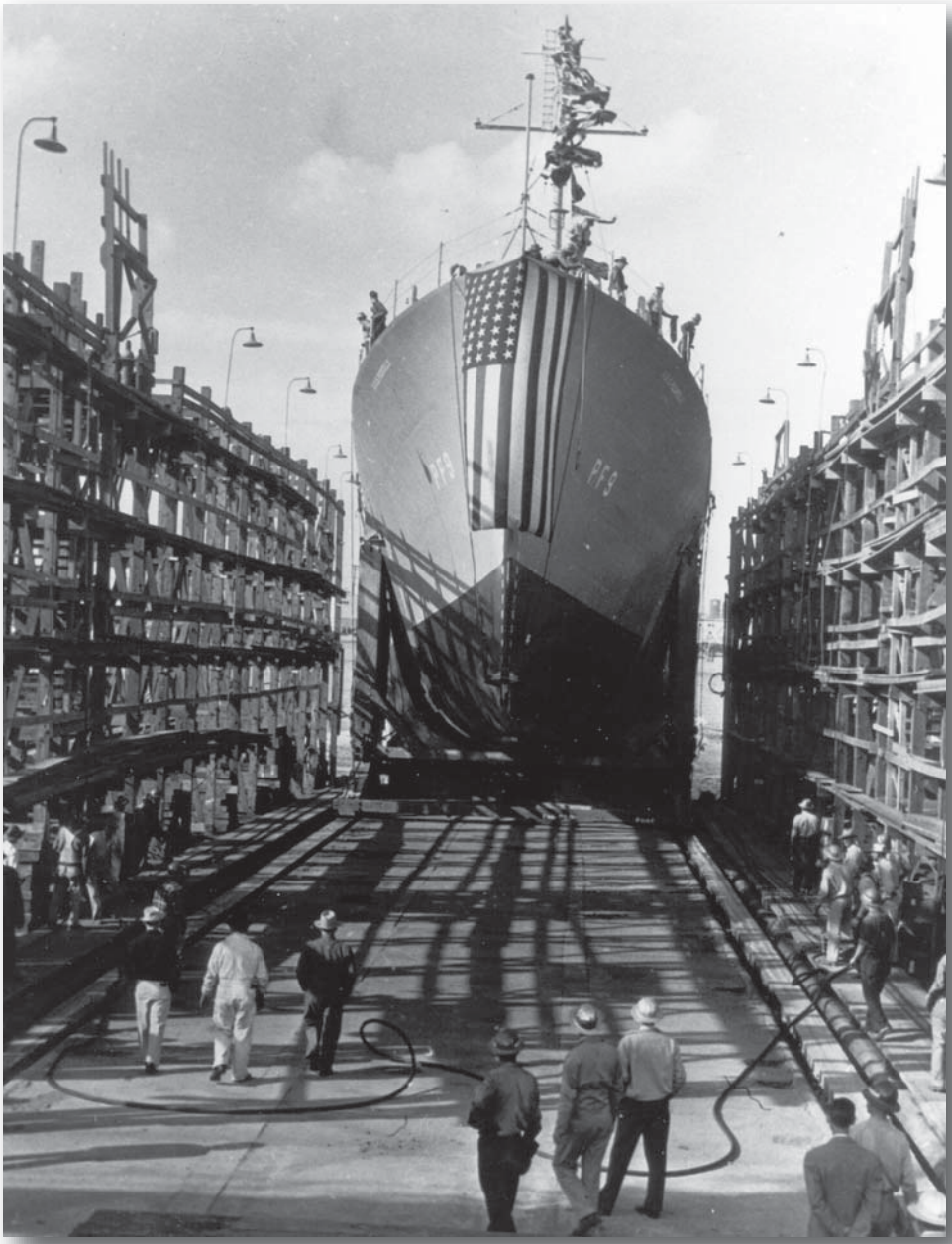
ALTERNATIVE A No Action	ALTERNATIVE B Explore Richmond to Understand the National Home Front Story (Preferred Alternative)	ALTERNATIVE C The Home Front Visitor/Education Center Tells the National Home Front Story
Collect and preserve World War II home front oral and written histories and their associated artifacts and archives.	Collect and preserve World War II home front oral and written histories and their associated artifacts and archives. As feasible, allow visitors to connect to stories and artifacts at park sites that support interpretive themes.	Same as alternative A.
	Collect and preserve objects, artifacts, documents, and images that directly relate to the park's interpretive themes and that can be used in exhibits at the park's sites to interpret the home front story in Richmond, California.	Collect and preserve objects, artifacts, documents, and images that directly relate to the American World War II home front and can be used to support interpretation at the World War II Home Front Visitor/Education Center.
Continue to maintain the park museum collection at park headquarters.	Locate and maintain a curatorial and research facility in a World War II-era historic structure in Richmond, California, that allows for the consolidation of the collections of four East Bay national park sites in Richmond: Rosie the Riveter/World War II Home Front National Historical Park, Eugene O'Neill National Historic Site, John Muir National Historic Site, and Port Chicago Naval Magazine National Memorial.	Locate and maintain curatorial and research facilities for the four East Bay national park sites at the World War II Home Front Visitor/Education Center.
Continue to co-locate the administrative office for Rosie the Riveter/World War II Home Front National Historical Park with the offices of the City of Richmond.	Locate the administrative office for Rosie the Riveter/World War II Home Front National Historical Park at a World War II-era historic structure in Richmond, California.	Locate the administrative office for Rosie the Riveter/World War II Home Front National Historical Park at the World War II Home Front Visitor/Education Center in Richmond, California.

Table 9: Summary of Key Impacts of Implementing the Alternatives

IMPACT TOPIC	ALTERNATIVE A No Action	ALTERNATIVE B Explore Richmond to Understand the National Home Front Story (Preferred Alternative)	ALTERNATIVE C The Home Front Visitor/Education Center Tells the National Home Front Story
Archeological Resources	Continuation of current actions would result in long-term adverse impacts of minor intensity. The overall cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be small.	Actions under alternative B could result in long-term adverse impacts of minor to moderate intensity. The overall cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be small.	Continuation of current actions would result in long-term adverse impacts of minor intensity. The overall cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be small.
Historic Structures	Continuation of current actions would result in adverse, long-term and moderate to major intensity. The overall cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be small.	Actions under alternative B could result in long-term, minor to moderate, beneficial impacts. The overall cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be beneficial.	Actions under alternative C could result in adverse, long-term impacts of moderate intensity. Implementation of alternative C would be expected to contribute only minimally to the adverse, long-term and minor to moderate cumulative impact.
Cultural Landscape	Continuation of current actions would result in adverse, long-term impacts of minor intensity. The overall cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be small.	Actions under alternative B would result in beneficial, long-term impacts of minor to moderate intensity. The overall cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be beneficial.	Actions under alternative C could result in beneficial, long-term impacts of minor intensity. The overall cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be small.
Museum Collections	Overall, actions under alternative A would result in adverse, long-term impacts of minor to moderate intensity; although the park would work toward meeting professional and National Park Service standards for managing its collections. The overall cumulative impacts would be adverse; however this alternative would not contribute adverse impacts to the cumulative impact.	Overall, actions under alternative B would have beneficial long-term and minor to moderate intensity. The overall cumulative impacts would be adverse; however this alternative would not contribute adverse impacts to the cumulative impact.	Overall, actions under alternative C would have beneficial, long-term impacts of moderate intensity. The overall cumulative impacts would be adverse; however this alternative would not contribute adverse impacts to the cumulative impact.

IMPACT TOPIC	ALTERNATIVE A No Action	ALTERNATIVE B Explore Richmond to Understand the National Home Front Story (Preferred Alternative)	ALTERNATIVE C The Home Front Visitor/Education Center Tells the National Home Front Story
Visitor Use and Experience	The continuation of current actions would result in long-term, minor to moderate adverse impacts on visitor use and experience. The overall cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be small.	The actions under alternative B would have beneficial, long-term, moderate impacts on visitor use and experience. The overall cumulative impact would be beneficial, long term and moderate; actions in this alternative would contribute substantially to the overall cumulative impact.	Actions under alternative C would have beneficial, long-term minor impacts on visitor use and experience. The overall cumulative impact would be beneficial; however, this alternative's contribution to the cumulative impact would be small.
Social and Economic Environment	The continuation of current actions would have negligible, long-term impacts on the social and economic environment. Cumulative impacts would be beneficial; however, the actions of alternative A would provide a small contribution to the beneficial cumulative impact.	The actions under alternative B would have beneficial, long-term, minor impacts on the social and economic environment. The beneficial impacts of alternative B would provide a small contribution to the beneficial cumulative impact.	The actions under alternative C would have beneficial, long-term, minor impacts on the social and economic environment. The beneficial impacts of alternative C would provide a small contribution to the beneficial cumulative impact.
Transportation	The continuation of current actions would result in negligible, long-term impacts on transportation. The overall cumulative impact would be adverse, long term, and minor.	Actions under alternative B would have adverse, long-term, minor impacts on transportation. The overall cumulative impact would be adverse, long term, and minor to moderate.	Actions under alternative C would have adverse, long-term, minor impacts on transportation. The overall cumulative impact would be adverse, long term, and minor.

Chapter 4
Impact Topics and the Affected Environment



Introduction

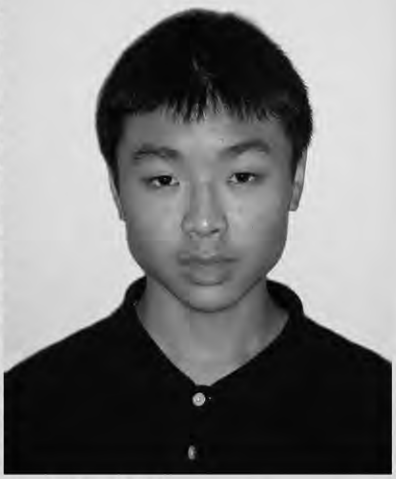
This chapter begins with a discussion of the planning issues and concerns that were identified during the planning process. The chapter then discusses impact topics—those resources, including people, that might be affected by National Park Service actions proposed in the alternatives. This discussion includes explanations of why some of those topics were retained for further evaluation and some were dismissed from further analysis.

The major portion of the chapter describes the existing environment of Rosie the Riveter/World War II Home Front National Historical Park. It presents baseline information about the Richmond, California area that is potentially relevant to the implementation of any of the alternatives for Rosie the Riveter/World War II Home Front National Historical Park.

The narratives include a description of the cultural and historic resources, existing and potential visitor use, the social and economic environment, and the existing transportation facilities in the area. Because the park is in the San Francisco Bay Area, the transportation discussion has been broken out into land transportation and water transportation.

In some cases, facilities that are being proposed by various entities are also addressed, as these facilities have the potential to affect or be affected by implementation of any of the alternatives.

Richmond, California
The Home Front Today



Enoch Yee, 2006

"History, that's what we are. If we don't have history, we won't know our past, we won't know our heritage, our culture. It's vital to preserve….It's amazing that for such a long time that art has been coming through East Bay Center for the Performing Arts [at the Winter's building] and it's important because it keeps kids out of trouble. Seeing all these kids here, they're actually doing something good."

Planning Issues

IDENTIFICATION OF ISSUES

The National Park Service hosted public and government agency meetings and workshops to gather stories and ideas for the future of the national historical park. Public opinions and ideas were generated locally and nationally through newsletters, comment cards, letters, and responses to the Ford Motor Company's campaign to collect Rosie the Riveter and World War II home front stories and artifacts.

ISSUES TO BE ADDRESSED IN THIS GENERAL MANAGEMENT PLAN

• World War II Historic Sites and Structures

The World War II-era historic sites and structures in Richmond, California are maintained and managed by different public and

private owners. The National Park Service does not own any of the historic sites and structures. Many of these park resources are losing their World War II qualities and attributes while accommodating contemporary uses. What elements of the park's sites and structures need to be preserved in order to tell the World War II home front stories?

• Museum Collections

A large amount of World War II home front historic objects, artifacts, works of art, documents, drawings, and letters are located throughout the nation's attics and basements and in formal collections. What is the purpose of the park's museum collection and how will it guide future acquisitions?

The growing museum collection at Rosie the Riveter/World War II Home Front National Historical Park requires an appropriate curatorial and research facility the meets the secretary of the interior's standards. Where should the curatorial and research facility be located?

• Visitor Experience

Rosie the Riveter/World War II Home Front National Historical Park is a newly established partnership park. Currently, visitor opportunities to explore and learn about the World War II home front stories are not available at many of the park sites and structures. The national historical park lacks a unified identity among the many park sites that could help guide park visitors. Most visitors explore the national historical park on their own, using self-guiding brochures. There are few scheduled talks and guided tours. Visitor orientation and information are available through the park's website and self-service information station. What level and type of park services, orientation, and education are necessary in order for visitors to experience and learn about the themes of the national historical park?

• SS *Red Oak Victory*

The Richmond Museum Association owns, manages, and is restoring the SS *Red Oak Victory*. There are potential alternative locations in which to berth the SS *Red Oak Victory* in Richmond, California. What is the best location to berth the SS *Red Oak Victory* in order to integrate it with the World War II home front stories and the visitor experience of the national historical park?

• Role of the National Park Service

The National Park Service maintains a small staff and is leading the planning effort in establishing the national historical park. The National Park Service has limited financial resources and does not own or manage the primary historic resources of the national historical park. What role and contributions could the National Park Service provide to this partnership park?

Impact Topics – Resources and Values at Stake in the Planning Process

An important part of planning is seeking to understand the consequences of making one decision over another. This environmental assessment identifies the anticipated impacts of possible actions on resources and on park visitors and neighbors. The impacts are organized by topic, such as "impacts on the cultural resources" or "impacts on visitor use and experience." Impact topics serve to focus the environmental analysis and to ensure the relevance of impact evaluation.

Rosie the Riveter/World War II Home Front National Historical Park is a partnership park where the resources are owned and the visitor opportunities are managed primarily by other public and private entities. The impact topics will focus the discussion of environmental consequences that are described in chapter 5. That discussion will be focused on the actions of the National Park Service and the influence of those actions and not on actions of the non-federal cooperating partners of the park.

The impact topics identified for this general management plan are outlined in this section. They were identified based on federal laws and other legal requirements, Council on Environmental Quality (CEQ) guidelines, management policies, staff subject-matter expertise, and the input of staff from other agencies and the public who identified issues and concerns during the planning process. Also included in this section is a discussion of some impact topics that are commonly addressed in general management plans but that are dismissed in this plan for the reasons given.

IMPACT TOPICS TO BE CONSIDERED

• Cultural Resources

Cultural resource impact topics were selected on the basis of significant values identified in the park's enabling legislation, major values identified during the plan's scoping process, and applicable laws, executive orders, and regulations as well as management policies and guidelines. The National Historic Preservation Act, Archeological Resources Protection Act, Native American Graves Protection and Repatriation Act, National

Richmond, California
The Home Front Today

Torm Nompraseurt, Laotian Organizing Project of Asian Pacific Environmental Network, 2006

"Our city's environment and its resources must be protected in order to keep it beautiful and healthy for current and future generations to enjoy and benefit from. A lot of Laotians enjoy Richmond especially because of its shoreline. Our people do a lot of fishing. They enjoy the shoreline for picnics -Point Pinole or Point Richmond. Laotian people especially like to fish, not only for consumption but because it is a cultural practice. It's also a generational practice that you live by water. Over here we have the Bay. The Laotians who live in Richmond appreciate the shoreline. It is where people fish and enjoy time with their families."

Environmental Policy Act, and other legislation require that the effects of any federal undertakings on cultural resources be examined and analyzed. Also, NPS *Management Policies 2006*, Director's Order 28: *Cultural Resource Management Guideline* and Director's Order 24: *Museum Collections Management Guideline* call for consideration of the effects of planning proposals on cultural resources. Actions proposed in each of the alternatives considered in this planning document could affect four categories of cultural resources as defined in NPS *Management Policies*: archeological (historic) resources, structures (historic), cultural landscapes, and museum collections (objects).

• Visitor Use and Experience

Enjoyment of the historic resources by visitors is part of the fundamental purpose of the new national historical park. The visitor experience is an important issue that could be appreciably affected under the alternatives. The Organic Act and NPS *Management Policies 2006* direct the National Park Service to provide enjoyment opportunities that are uniquely suited and appropriate to the resources found in the national historical park. Two major aspects of visitation and enjoyment are evaluated: diversity of opportunities for exploration, and comprehensiveness of interpretation and education.

• Social and Economic Environment

A community such as Richmond, California, could notice changes brought about by a new national historical park depending on the degree of actions implemented by the cooperating partners. The impact topic relating to the social and economic environment of Richmond includes the influence of the national historical park on the economic environment, community infrastructure (such as police and fire), quality of life for residents, and opportunities for visitor support services.

• Transportation

There is the potential for the new national historical park to become an attraction that results in a change or additional use to the local land and water transportation infrastructure. The effects of park visitation could influence traffic patterns and transportation modes. Because the park is located in the Bay Area, the discussion of transportation is divided into transportation by land and transportation by water.

IMPACT TOPICS DISMISSED FROM FURTHER CONSIDERATION

Some impact topics that commonly are considered during the planning process were not relevant to the development of this general management plan because (a) implementing the alternative visions would have either no effect or a negligible effect on the topic or resource, or (b) the resource does not occur in the national historical park. Those topics include ethnographic resources; geologic resources; soils; prime and unique farmland; paleontological resources; natural shoreline and coastal processes; air quality; water resources; wetlands; floodplains; vegetation and wildlife; essential fish habitat; coral reef protection; marine protected areas; threatened, endangered, and candidate species and species of special concern; soundscape management; lightscape management; wild and scenic rivers; wilderness; environmental justice; energy requirements and conservation potential; and natural or depletable resource requirements and conservation potential. A discussion of why these topics were dismissed follows.

• Ethnographic Resources

The topic of ethnographic resources was dismissed as an impact topic because an ethnographic overview and assessment has not been undertaken for Rosie the Riveter/World War II Home Front National Historical Park. Thus, no ethnographic resources or sites of cultural significance have been identified in or near the park, and no traditional cultural properties have been listed, or determined eligible for listing, in the National Register of Historic Places.

Some historic sites, such as the Harbor Gate Homes defense housing project where the Richmond branch of the National Association for the Advancement of Colored People was established in 1944, have been demolished. However, some known historic buildings and sites associated with Richmond's World War II-era ethnic communities remain extant. These include

- Galileo Club (Italian American social and cultural organization)
- Japanese American nurseries (Cohesive community/commercial sector that was eradicated during the war and partially rebuilt afterwards)

- Mexican Baptist Church (Center for Mexican American community and source of information for migrants during wartime)

Little or no ethnographic research has been conducted on these groups or their cultural relationships to sites and resources in or near the park area.

It is recommended that an ethnographic overview and assessment be conducted to provide comprehensive background data on types, uses, and users of ethnographic resources in or near the park. While it is thought that the national historical park would have a negligible impact on any ethnographic resources that were identified, the information generated by the study would enable the National Park Service to provide a platform for ethnic communities to tell their stories.

• Natural Resources

Following is a general overview of the area that includes the noncontiguous sites of Rosie the Riveter/World War II Home Front National Historic Park. The information provided is pertinent to the dismissal of several natural resource impact topics.

In the 19th century, much of the area that is the present-day location of several waterfront sites associated with the park (Sheridan Observation Point Park, Ford Assembly Building, Lucretia Edwards Park, Bay Trail and Esplanade, Barbara and Jay Vincent Park, Shimada Peace Memorial Park, and Rosie the Riveter Memorial) was a tidal basin and mudflats. During the early decades of the 20th century this area was dredged and reclaimed to create a deep-water port and waterfront. By the late 1920s the area was fully developed.

At the outset of the 1940s the site of Shipyard No. 3—the only surviving shipyard of the four Richmond shipyards constructed during World War II and today an integral part of the park—was predominantly a series of small hills and tidal mudflats. Beginning in January 1942, the hills were graded flat and about 2.2 million cubic yards of soil and rock were dredged and/or moved to accommodate the construction of the shipyard. Much of the excavated soil and rock was used as fill to create acres of storage and parking on what were once tidal mudflats.

Since the 1940s the park shoreline has been a developed waterfront, hardened, and/or covered with riprap. There are no natural or artificial water courses within the park boundaries, and there are no stream or creek outlets along the shoreline of the park.

Richmond, California
The Home Front Today

Fredericka Bryant, 2006

"Until three or four years ago I didn't even know about the 'Rosie the Riveters.' I didn't know all the history of the city. You just don't hear a lot about it. Older people in Richmond know about the war, but the youth don't really know about the history of Richmond. I think it is important because our city has been degraded a lot and has been gentrified. Or people just look at our city and all the negative things that are portrayed in the media about our city. And people think that Richmond is just a dumping ground. It's so negative and there are no positive images. And Richmond is not like that. Our city has history and is rich in spirit."

Some of the present-day waterfront areas that contain park sites are current or former brownfield sites. Brownfields are former industrial and commercial sites where reuse or redevelopment is complicated by the presence of hazardous substances, pollutants, or contaminants. During World War II, activities related to shipbuilding, ship repair, ship scrapping, and metal recycling contaminated soils throughout the area. Contaminants that have been detected include asbestos, polychlorinated biphenyls, polycyclic aromatic hydrocarbons, total petroleum hydrocarbons, and heavy metals. Much of the waterfront area is, or will be, reclaimed (remediation primarily includes the consolidation and capping of contaminated soils and, in some cases, the establishment of covenants restricting use to commercial and industrial development).

The inland park sites (Maritime and Ruth C. Powers child development centers, Kaiser Permanente Field Hospital, Richmond Fire Station 67A) are in long-standing urban or commercial neighborhoods of Richmond. Each site is a developed and/or landscaped environment.

Geologic Resources. According to NPS management policies, the National Park Service will (1) assess the impacts of natural processes and human-related events on geologic resources, (2) maintain and restore the integrity of existing geologic resources, (3) integrate geologic resource management into National Park Service operations and planning, and (4) interpret geologic resources for park visitors. Examples of important geologic resources in parks include rocks and minerals; geysers and hot springs in geothermal systems; cave and karst systems; canyons and arches in erosional landscapes; sand dunes, moraines, and terraces in depositional landscapes; and dramatic or unusual rock outcrops and formations.

Rosie the Riveter/World War II Home Front National Historical Park neither protects and preserves nor interprets important geologic resources. Therefore, the topic of geologic resources was dismissed from further analysis.

Soils. According to its management policies, the National Park Service actively seeks to understand and preserve the soil resources of parks, and to prevent, to the extent possible, the unnatural erosion, physical removal, or contamination of the soil, or its contamination of other resources.

Rosie the Riveter/World War II Home Front National Historical Park comprises lands that are classified by the Natural Resource Conservation Service as urban lands. Urban land is nonagricultural land comprising soil material that was disturbed and manipulated by human activities in an urban environment. Urban soils are extensively disturbed, displaced, and compacted, which creates a soil material unlike its natural counterpart. This can be due to (1) the mixing of soil material when soil is scraped away, stockpiled, and re-spread, or transported to another location and spread; (2) the dumping and spreading of soil material from diverse sources over existing surfaces; and (3) the contamination resulting from deposition, mixing, and filling of materials not found in the natural soil, or found at concentrations greater than those usually found in natural soils. Such disturbance and manipulation results in changes to the physical, chemical, and biological properties of these soils; these changes make them generally less favorable as a rooting medium than soils in a natural landscape.

The magnitude of earth that was moved to create the deepwater port and waterfront, as well as to accommodate the construction of Shipyards No. 2 and 3 during World War II, permanently altered the topography of the land and natural soil regimes. Since the 1940s much of the lands associated with the park, both along the waterfront and further inland, have been either developed or covered with impermeable surfaces (asphalt and concrete); this has eliminated much of the direct inflow of water to the soil and has altered soil moisture, chemistry, and landscape.

Construction associated with implementation of the alternatives primarily involves the rehabilitation of existing structures, which would have no additional impact on soils. Because the soils in Shipyard No. 3 were extensively disturbed by the construction of the shipyard in the 1940s, any short- or long-term adverse impacts on soils associated with excavation, grading, and resurfacing with concrete or asphalt would be negligible. Existing topography and elevations would not be altered during construction, and the potential for soil erosion would be minimal

because much of the surrounding park land is developed or covered with impermeable surfaces and appropriate soil erosion control measures would be implemented for any excavated or exposed soils.

Because the topography and natural soil regimes of the park lands were permanently altered by construction of a deepwater port and waterfront, as well as by decades of industrialization and urbanization, and because any construction-related adverse impacts on soils would be negligible, the topic of soils was dismissed from further analysis.

Prime and Unique Farmland. In August, 1980, the Council on Environmental Quality (CEQ) directed that federal agencies assess the effects of their actions on farmland soils classified as prime or unique by the U.S. Department of Agriculture's Natural Resource Conservation Service. Prime farmland is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses. Unique farmland is land other than prime farmland that is used for the production of specific high-value food and fiber crops (e.g., citrus, tree nuts, olives, cranberries, fruit, and vegetables).

According to the Natural Resources Conservation Service, there are no prime and unique farmlands in Rosie the Riveter/World War II Home Front National Historical Park. The soil within the land-based sites of the park is classified as urban land (see description of urban land under "**Soils**"). The park sites were extensively disturbed by decades of industrialization and urbanization, and much of the land is covered with impermeable surfaces. Because there are no prime and unique farmlands in the park, the topic of prime and unique farmlands was dismissed from further analysis.

Paleontological Resources. Paleontological resources are the remains of ancient plants and animals—both organic and mineralized remains in body or trace form—that provide information about earth's ancient environment. According to NPS management policies, paleontological resources will be protected, preserved, and managed for public education, interpretation, and scientific research.

There are no known paleontological resources in Rosie the Riveter/World War II Home Front National Historical Park, and it is extremely unlikely that any would be discovered. The land-based park sites are extensively disturbed by decades of industrialization and urbanization, and many of the waterfront sites were constructed on tons of fill material. Therefore, the topic of paleontological resources was dismissed from further analysis.

Richmond, California
The Home Front Today

Patricia Mizuhara-Gangwer and her Uncle, Rey Sonoda, 2006

"I moved to Richmond in 1981, but my uncle's family was here before the war. They ran the Sonoda Shoe Repair Shop at Harbour Way and Macdonald Avenue. His family, like all of Richmond's Japanese American residents, were forced to leave home for internment camps during WWII and never came back.

I have taught in Richmond schools for 22 years now. I currently teach kindergarten at Washington School. I think it is very important for children to know the history of their communities."

Natural Shoreline/Coastal Processes. According to NPS management policies, natural shoreline processes (such as erosion, deposition, dune formation, overwash, inlet formation, and shoreline migration) will be allowed to continue without interference in order to maintain the integrity of associated biological and physical systems. Disruption of natural shoreline physical processes directly impacts the species that depend upon them, usually resulting in diminished biodiversity.

During the early 20th century the natural shoreline in the area of the park was obliterated. The park's waterfront sites and their immediate environs are developed and landscaped environments. The shoreline is a developed waterfront, or is hardened or covered with riprap. There are no stream or creek outlets along the park shoreline, and there are no estuarine resources within or near park boundaries.

Decades of industrialization and urbanization have permanently altered the natural shoreline and coastal processes of the lands comprising the park. Therefore, the topic of natural shoreline/coastal processes was dismissed from further analysis.

Air Quality. Section118 of the 1963 Clean Air Act (42 U.S.C. 7401 et seq.) requires a national park unit to meet all federal, state, and local air pollution standards. Rosie the Riveter/World War II Home Front National Historical Park is a class II air quality area under the Clean Air Act, as amended. A class II designation indicates the maximum allowable increase in concentrations of pollutants over baseline concentrations of sulfur dioxide and particulate matter as specified in Section163 of the Clean Air Act. Further, the Clean Air Act provides that the federal land manager has an affirmative responsibility to protect air quality-related values (including visibility, plants, animals, soils, water quality, cultural resources, and visitor health) from adverse pollution impacts.

The Clean Air Act requires the Environmental Protection Agency to identify national ambient air quality standards to protect public health and welfare. Standards were set for the following pollutants: ozone (O3), carbon monoxide (CO), nitrogen dioxide (NO2), sulfur dioxide (SO2), inhalable particulate matter less than 10 microns (PM10) and less than 2.5 microns (PM2.5), and lead (Pb). These pollutants are designated criteria pollutants because the standards satisfy criteria specified in the act. An area where a standard is exceeded more than three times in three years can be considered a nonattainment area.

The California Clean Air Act of 1988, as amended, sets ambient air quality standards that are stricter than the federal standards and requires local air districts to promulgate and implement rules and regulations to attain those standards. Under the act, California Ambient Air Quality Standards (CAAQS) are set for all pollutants covered under national standards, as well as vinyl chloride, hydrogen sulfide, sulfates, and visibility-reducing particulates. If an area does not meet the California standards, it is designated as a state nonattainment area.

In 1993 the Environmental Protection Agency adopted regulations implementing Section 176 of the Clean Air Act as amended. Section 176 requires that federal actions conform to state implementation plans for achieving and maintaining the national standards. Federal actions must not cause or contribute to new violations of any standard, increase the frequency or severity of any existing violation, interfere with timely attainment or maintenance of any standard, delay emission reduction milestones, or contradict state implementation plan requirements. Federal actions that are subject to the general conformity regulations are required to mitigate or fully offset the emissions caused by the action, including both direct and indirect emissions that the federal agency has some control over.

Rosie the Riveter/World War II Home Front National Historical Park is in the San Francisco Bay Area Air Basin, which consists of San Francisco, San Mateo, Santa Clara, Alameda, Contra Costa, Napa, and Marin counties, as well as portions of Sonoma and Solano counties. The Bay Area Air Quality Management District is the air quality agency responsible for the entire basin. The agency monitors criteria pollutants continuously at stations throughout the Bay Area.

Overall, air quality in the basin is better than in other urban areas of California despite widespread urbanization and extensive industrial and mobile source (vehicular) emissions. The Bay Area's coastal

location and favorable meteorological conditions help keep pollution levels low much of the year, primarily due to the area's relatively cooler temperatures and better ventilation. However, when temperatures are hot and there are no ocean breezes, levels of ozone and other pollutants can exceed federal and state air quality standards.

The San Francisco Bay Area is designated a federal nonattainment area for ozone and a state nonattainment area for ozone and inhalable particulate matter. Ozone is a principal component of smog. It is caused by the photochemical reaction of ozone precursors (reactive organic compounds and nitrogen oxides). Ozone levels are highest in the Bay Area during days in late spring through summer when meteorological conditions are favorable for the photochemical reactions to occur, i.e., clear warm days and light winds.

The precursors for ozone are primarily generated by fuel combustion, and one of the primary sources of ozone in the San Francisco Bay Area is mobile source emissions. Rosie the Riveter/World War II Home Front National Historical Park comprises noncontiguous sites that in an urban/commercial/industrial area of Richmond. Two heavily traveled highways—Interstate 580 and Interstate 80—are nearby. Richmond has an approximate population of 100,000 and is located within the Bay Area with a population that exceeds six million; adverse impacts on air quality associated with vehicle use by the current four-person park staff would be imperceptible above existing background conditions. Park staffing levels are expected to increase only gradually and minimally in the foreseeable future, and any adverse impacts (direct, indirect, or cumulative) on air quality related to park staff use of vehicles during the life of the general management plan would be negligible.

The number of visitor vehicles operating in the park could potentially be correlated to the number of annual visitors to the park. However, visitation statistics for Rosie the Riveter/World War II Home Front National Historical Park are estimates based upon comparable park units and are therefore questionable.

The park is a relatively new unit of the national park system (created October 25, 2000), and the sites associated with the park are noncontiguous. In addition, the park is a commuter park—it would be difficult, if not impossible, to differentiate between those heading to park sites and those traveling through the area or to another destination because there are no fee stations or designated access points to park sites. However, due to the location of the 13 noncontiguous park sites—in an approximately 14-square-mile urban/ commercial/industrial area bisected by the well-traveled Interstate 580—emissions from visitor vehicles would be a tiny percentage of the overall emissions generated by

Richmond, California
The Home Front Today

Sharon Fuller, 2006

"This city was so important to us because we had access to so many things. My father taught us all seven of us kids to swim out that shoreline. We really grew up connected to the shoreline. That is where we usually gathered and had family Sunday picnics, and fished. It was very easy to walk from the Southside, dig up some worms, stick them on the cane pole, and just fish right off the shoreline. We really looked at the Bay as a way of sustaining. And I'm not talking about subsistence. I'm talking about it being the same type of culture that folks brought in from the South, where they fish in the bayous and where they fish in the streams, and where they really looked at the land and the water to sustain them. It wasn't something that was taken for granted. It was something that we really acknowledged and honored and appreciated."

mobile and stationary sources in Richmond and the San Francisco Bay Area. Similarly, any emissions associated with park operated land- or water-based shuttles would be imperceptible above existing background conditions. In addition, continued mobile source emission reductions due to technological improvements in engines and fuels would benefit air quality. Any adverse impacts (direct, indirect, or cumulative) on air quality related to park visitation would be negligible.

Structures in the park that would undergo rehabilitation would be surveyed for asbestos-containing materials before any construction activities. If asbestos-containing materials are present, the Bay Area Air Quality Management District would be notified and appropriate work practice requirements would be developed to prevent the emission of asbestos into the atmosphere. The work practice requirements would specify appropriate removal, handling, clean-up procedures, and time schedules, as well as the appropriate storage, disposal, and land-filling requirements for asbestos-containing waste materials. All operators would be required to maintain records, including waste shipment records, and would be required to use appropriate warning labels, signs, and markings.

Construction activities, including equipment operation and the hauling of material, could result in temporarily increased vehicle exhaust and emissions, as well as inhalable particulate matter. Construction dust associated with exposed soils would be controlled with the application of water or other approved dust palliatives. Also, dust-creating activities would be suspended when winds are too great to prevent visible dust clouds from affecting sensitive receptors (houses, schools, hospitals). In addition, any hydrocarbons, nitrogen or sulfur dioxide emissions, and airborne particulates created by fugitive dust plumes would be rapidly dissipated because the location of the park and prevailing winds allows for good air circulation. Overall, there could be a local, short-term, negligible degradation of local air quality during construction activities; however, no measurable effects outside of the immediate construction site would be anticipated. Any construction-related adverse effects on air quality would be temporary, lasting only as long as the construction.

None of the actions described in the general management plan would violate any air quality standard or result in a cumulatively considerable net increase of any criteria pollutant for which the Bay Area is in nonattainment under federal or state ambient air quality standards. Implementation of any of the alternatives described in the general management plan would have negligible effects on air quality, and Rosie the Riveter/World War II Home Front National Historical Park's class II air quality would be unaffected. Therefore, the topic of air quality was dismissed from further analysis.

Water Resources. NPS management policies require protection of water quality consistent with the Clean Water Act. Section 404 of the Clean Water Act authorizes the U.S. Army Corps of Engineers to prohibit or regulate, through a permitting process, discharge of dredged or fill material or excavation in U.S. waters.

Rosie the Riveter/World War II Home Front National Historical Park comprises noncontiguous sites that are in an urban/commercial/industrial area of Richmond. All park sites except for the SS *Red Oak Victory* (which is currently moored in Berth 6A in Richmond Shipyard No. 3) are developed or landscaped environments that have been disturbed by more than a century of intense manipulation and use. There are no natural, artificial, permanent, or intermittent watercourses within park boundaries, and there are no stream or creek outlets along the shoreline of the park. Groundwater does not occur near the surface of the park sites. There are no estuarine resources within park boundaries. The park shoreline is either a developed waterfront or hardened and/or covered with riprap.

The park's domestic water needs are, and would continue to be, provided by the City of Richmond, which is expected to meet the present and predictable water needs of the park for any potable and fire suppression water needs. Wherever possible, water conservation features would be used throughout the park to reduce consumption.

Wastewater treatment services for the park sites are provided by the City of Richmond, which has sufficient capacity to indefinitely handle park flows. Precipitation that falls on buildings, roads, and other impervious structures, which could contain

pollutants such as hydrocarbons and heavy metals from vehicles, would continue to be diverted to existing sewer systems. No water or waste generated by park activities would be discharged into the Richmond Inner Harbor, and all chemicals used in the park, e.g. pesticides, solvents, paints, and wood preservatives, would be properly disposed of so as not to pose a threat to human or aquatic health.

The SS *Red Oak Victory* would be moored either at Berth 6A, or in the Santa Fe Channel adjacent to Sheridan Observation Point Park. To accommodate the berthing of the SS *Red Oak Victory* in the Santa Fe Channel, a small pier in the channel adjacent to Sheridan Observation Point Park would be extended a short distance from shore but out of the shipping way. Pilings for the pier would be driven using a barge-based steam or diesel pile driver. Operation of the barge and driving the pilings would disturb bottom sediments, temporarily increasing the turbidity of the water, but any impacts would be negligible—any suspended solids would be rapidly dissipated by normal ship traffic in the channel, and construction-associated turbidity would cease once the pier was erected. All appropriate state and/or national permits would be obtained before construction.

Because the Santa Fe Channel and adjacent inner harbor are hardened, littoral processes (interactions among waves, currents, winds, tides, sediments, and other materials near a shoreline that transport coastal materials to and away from beaches) are nonexistent, and the pilings associated with the pier would have no effect on littoral processes. In addition, no sources of point pollution (e.g., pipes or other discrete sources) would be created as a result of the pier extension.

Mooring the SS *Red Oak Victory* in the Santa Fe Channel would have no impacts on the water quality of the Richmond Inner Harbor because no water or waste would be discharged from the berthed ship into the waters of the channel or inner harbor. Neither the short extension from Sheridan Observation Point Park nor mooring the SS *Red Oak Victory* in the Santa Fe Channel or Richmond Inner Harbor waters would affect the water chemistry and related physiochemical properties (pH, temperature, dissolved oxygen, turbidity) of nearby coastal waters, the nature of their aquatic habitats, or contribute to increased silt loads or nutrient enrichment of coastal waters.

Because implementation of the actions described in the general management plan would have either no effect or negligible effects upon water resources, the topic of water resources was dismissed from further analysis.

Wetlands. Executive Order 11990, "Protection of Wetlands," requires federal agencies to avoid, where possible, adversely impacting wetlands. The goal of NPS wetlands management is to strive for a no net loss of wetlands as defined by both acreage and function. Proposed actions that have the potential to adversely impact wetlands must be addressed in a statement of findings.

There are no wetlands within or adjacent to park boundaries. There would be no impacts on wetlands under any of the alternatives, and a statement of findings for wetlands will not be prepared. Therefore, the topic of wetlands was dismissed from further analysis.

Floodplains. Executive Order 11988, "Floodplain Management," requires all federal agencies to avoid construction within the 100-year floodplain unless no other practicable alternative exists. Certain construction within a 100-year floodplain requires preparation of a statement of findings.

There are no natural, artificial, permanent, or intermittent water courses in the park, and there are no stream or creek outlets along the shoreline of the park. The chances of a 100-year or 500-year flood in the park are inconsequential.

Four park sites—the southern end of Shipyard No. 3 (primarily the graving basins/dry docks), the western edge of Sheridan Observation Point Park, Barbara and Jay Vincent Park, and Shimada Peace Memorial Park—are in the 100-year coastal floodplain. None of the park sites is in the 500-year floodplain.

In the 19th century much of the area that is the present-day location of the park's waterfront sites was predominantly a tidal basin and mudflats. Any natural floodplain values associated with this area—wildlife habitat, groundwater recharge, hydrologic balance or buffering of flood flows—have been

altered by more than a century of modification and occupation, and it is contrary to the park's purpose and significance to reestablish an environment in which the natural ecological systems associated with floodplains could function.

There are no park-related administrative, residential, warehouse, or maintenance buildings, and no nonexcepted parking lots in the 100-year floodplain, and there are no outdoor education and recreation values associated with the floodplain. Any new park-related buildings associated with Richmond Shipyard No. 3 would be constructed outside the floodplain. In addition, the potential short extension tie-up adjacent to Sheridan Observation Point Park, to accommodate the berthing of the SS *Red Oak Victory* in the Santa Fe Channel, would affect neither the capacity nor function of the 100-year floodplain.

None of the proposed actions in the general management plan would put life at risk; potential harm to any property would be negligible. A statement of findings for floodplains will not be prepared, and the impact topic of floodplains is dismissed from further analysis.

Vegetation and Wildlife. The National Environmental Policy Act of 1969 (42 USC 4321 et seq.) calls for an examination of the impacts on all components of affected ecosystems. According to its management policies, the National Park Service strives to maintain all components and processes of naturally evolving park unit ecosystems, including the natural abundance, diversity, and ecological integrity of plants and animals.

None of the park sites included in Rosie the Riveter/World War II Home Front National Historical Park is a natural ecosystem. Other than the SS *Red Oak Victory*, the sites are developed or landscaped environments, or both. There are no natural, artificial, permanent, or intermittent watercourses in any of the park sites. There are no stream or creek outlets along the shoreline of the park, and no wetlands inside park boundaries. The waterfront shoreline is either developed or comprised of hardened, bare soil, riprap, or concrete. There are no rock reefs, tide pools, marshes, kelp beds, subtidal sand flats, or estuarine resources within park boundaries.

Vegetation along the waterfront is either ruderal or characteristic of a designed and landscaped habitat. Ruderal vegetation includes coyote brush (*Baccharis pilularis*), fennel (*Foeniculum vulgare*), yellow sweet clover (*Melilotus indica*), mustard (*Brassica* sp.), and pampas grass (*Cortaderia selloana*). Landscaped vegetation along the Bay Trail/Esplanade and at the Ford Assembly Building and oil house include grasses/lawn (*festuca* sp.), ice plant (*carpobrotus chilense*), Pride of Maderia (*echium fastuosum*), lavender cotton (*santolina* sp.), eucalyptus (*eucalyptus* sp.), and rockrose (*cistus* sp.).

Shipyard No. 3 is dominated by large structures and open spaces that are predominantly surfaced with impermeable material (concrete or asphalt). Minimal landscaped vegetation (trees and evergreen shrubs) is found near the cafeteria and first aid station. Eucalyptus and photinia (*photinia x fraseri*) are common examples. The remaining park sites (Richmond Fire Station 67A, Kaiser Permanente Field Hospital, and the Maritime and Ruth C. Powers child development centers) are developed and landscaped. Vegetation includes grasses/lawn, sycamore (*plantanus racemosa or plantanus x acerifolia*), eucalyptus, and pines (*pinus* sp.).

Decades of urbanization and industrialization have destroyed any natural habitat available to wildlife in the park. The absence of natural habitat and surface water preclude the presence of any land mammals except those common to urban habitats throughout the Bay Area, e.g., rodents, ground squirrels, and rabbits. Common avian species observed in the park or general vicinity include the Canada goose (*Branta canadensis*), mallard (*Anas platyrhynchos*), common raven (*Corvus corax*), song sparrow (*Melospiza melodia*), western gull (*Larus occidentalis*), European starling (*Sturnus vulgaris*), house finch (*Carpodacus mexicanus*), common loon (*Gavia immer*), double-crested cormorant (*Phalacrocorax avritus*), black-crowned night heron (*Nyctiocorax nyctiocorax*), and black-necked stilts (*Himantopus mexicanus*). None of the species are afforded special status by either state or federal agencies. There are no seabird rookeries in the park, and park lands are not critical for nesting or breeding. In addition, none of the actions proposed in the general management plan would affect transient birds.

Harbor seals (*Phoca vitulina*), California sea lions

(*Zalophus californicus*), and occasional northern elephant seals (*Mirounga angustirostris*) are known to occur in San Francisco Bay.

The park sites are urban and industrial in character and lack natural habitat. Therefore, preserving and restoring the natural abundances, diversities, dynamics, and distributions of native animal populations are not appropriate within the park. The topic of biotic communities was dismissed from further analysis.

Essential Fish Habitat. In accordance with the 1996 amendments to the Magnuson-Stevens Fishery Conservation and Management Act, federal agencies that fund, permit, or carry out activities that may adversely impact essential fish habitat are required to consult with the National Marine Fisheries Service (NMFS) regarding the potential adverse effects of their actions on essential fish habitat; such agencies must also respond in writing to NMFS recommendations.

Essential fish habitat is defined as "those waters and substrate necessary to fish for spawning, breeding, feeding, or growth to maturity." Waters include aquatic areas and their associated physical, chemical, and biological properties. Substrate includes sediment underlying the waters. Necessary means the habitat required to support a sustainable fishery and the species' contribution to a healthy ecosystem. Spawning, breeding, feeding, or growth to maturity covers all habitat types used by a species throughout its life cycle. The conservation of essential fish habitat is an important component of building and maintaining sustainable fisheries.

Table 10 shows the species distributions for essential fish habitat in San Francisco Bay (from the Bay Bridge to San Rafael Bridge), according to the National Marine Fisheries Service.

Loss or degradation of essential fish habitat is primarily the result of activities such as point and nonpoint water pollution, livestock grazing, mining, road construction, estuarine or marine habitat alteration, creation of migration barriers or hazards, increases or decreases in sediment delivery, and alteration of stream banks, shorelines, wetlands, and floodplains.

Table 10: ESSENTIAL FISH HABITAT – SPECIES AND RELATIVE ABUNDANCE

SPECIES	RELATIVE ABUNDANCE
Northern anchovy	Abundant
Jack mackerel	Present
Pacific sardine	Rare
English sole	Abundant
Starry flounder	Abundant
Brown rockfish	Abundant
Pacific sanddab	Present
Lingcod	Present
Sand sole	Present
Big skate	Present
Pacific whiting	Present
Kelp greenling	Present
Soupfin shark	Present
Curlfin sole	Present
Bocaccio	Rare
Cabezon	Few
Spiny dogfish	Present
Leopard Shark	Present

None of the actions described in the general management plan would contribute to a reduction in the quality or quantity of essential fish habitat or depress fish populations in San Francisco Bay. Therefore, the topic of essential fish habitat was dismissed from further analysis.

Coral Reef Protection. Executive Order 13089, "Coral Reef Protection," calls for research aimed at identifying the major causes and consequences of degradation of coral reef ecosystems, reduction of impacts to coral reefs, and coral reef restoration.

There are no coral reef ecosystems in the Richmond Inner Harbor or general vicinity of Rosie the Riveter/World War II Home Front National Historical Park. Therefore, the topic of coral reef protection was dismissed from further analysis.

Marine Protected Areas. Executive Order 13158, "Marine Protected Areas," defines marine protected areas as any area of the marine environment that has been reserved by federal, state, territorial, tribal, or local laws or regulations to provide lasting protection for part or all of the natural and cultural resources therein. The executive order requires every federal agency to identify its actions that affect

the natural or cultural resources that are protected by a marine protected area and, to the extent permitted by law and the maximum extent practicable, to avoid harming these resources.

There are no marine protected areas in the Richmond Inner Harbor or general vicinity of Rosie the Riveter/World War II Home Front National Historical Park. Therefore, the topic of marine protected areas was dismissed from further analysis.

Threatened, Endangered, and Candidate Species and Species of Special Concern. The Endangered Species Act (1973) requires an examination of impacts on all federally listed threatened or endangered species. NPS policy also requires examination of the impacts on federal candidate species, as well as state-listed threatened, endangered, candidate, rare, declining, and sensitive species, known collectively as species of concern.

The National Park Service must conference or informally consult with the U. S. Fish and Wildlife Service and/or the National Marine Fisheries Service pursuant to Section 7 of the Endangered Species Act to (1) clarify whether and what listed, proposed, and candidate species or designated or proposed critical habitats may be in the project area; (2) determine what effect proposed actions may have on these species or critical habitats; and (3) determine the need to enter into formal consultation for listed species or designated critical habitats, or conference for proposed species or proposed critical habitats. Formal consultations begin when it is determined that a proposed action(s) is likely to adversely affect a threatened or endangered species or critical habitat.

On May 16, 2003 the U. S. Fish and Wildlife Service provided a list of threatened or endangered species, candidate species, and species of special concern that may be potentially found in Contra Costa County (appendix D). For each threatened or endangered species, candidate species, or species of concern, the National Park Service must decide if the actions described in the general management plan would result in a determination of

***No effect*—**The proposed actions would not affect listed species or critical habitat.

***May affect but not likely to adversely affect*—**Any effects on listed species or critical habitat would be expected to be discountable, insignificant, or completely beneficial. (Insignificant effects relate to the inability to meaningfully measure, detect, or evaluate effects and discountable effects are those extremely unlikely to occur.) A may affect but not likely to adversely affect determination requires informal section 7 consultation.

***May affect but likely to adversely affect*—**Any adverse effect on listed species or critical habitat may occur as a direct or indirect result of the actions proposed or its interrelated or interdependent actions, and the effect is not discountable, insignificant, or beneficial. In the event the overall effect of the proposed action is beneficial to the listed species, but also is likely to cause some adverse effects, then the proposed action is likely to adversely affect the listed species. A may affect but likely to adversely affect determination requires formal section 7 consultation.

***Is likely to jeopardize proposed species/ adversely modify proposed critical habitat*—**The proposed action(s) is likely to jeopardize the continued existence of a species or adversely modify the critical habitat.

Appendix D lists the threatened or endangered species, candidate species, and species of special concern potentially found in Contra Costa County. The analysis indicates the potential for occurrence of each species in or near park sites and identifies the effect proposed actions would have upon each species. As described in appendix D, the National Park Service determined that the actions described in the general management plan would have no effect on any of the threatened or endangered species, candidate species, and species of special concern for the following reasons:

- The park sites are either outside the known range of the species or the sites lack suitable habitat. Decades of urbanization and industrialization have destroyed any natural habitat within park boundaries and, other than

the SS *Red Oak Victory,* the park sites are developed or landscaped environments. There are no natural, artificial, permanent, or intermittent watercourses in the park. There are no stream or creek outlets along the shoreline of the park, and there are no wetlands in the park. The park shoreline is a developed waterfront or covered with riprap, with no rock reefs, tide pools, marshes, kelp beds, or subtidal sand flats. There are no estuarine resources within park boundaries.

- None of the listed birds roost in park sites, and none of the actions proposed would disturb or endanger transient birds or result in habitat loss.
- The San Francisco Bay, a migratory corridor between riverine habitat and the Pacific Ocean, is designated critical habitat for several listed fish species. Habitat loss and degradation is primarily the result of overfishing, timber harvest, point and nonpoint water pollution, livestock grazing, mining, road construction, diking and stream bank stabilization, and dredge and fill activities. None of the actions proposed in the general management plan would contribute to habitat loss or degradation.
- None of the listed plant species occur in the park.
- None of the listed invertebrates live in the park due to the lack of suitable habitat (sand dunes, streams, ponds, marshes, vernal pools, grasslands, woodlands, and coastal scrub).

The National Park Service has determined that implementation of the actions described in the general management plan would have no effect on threatened or endangered species, candidate species, and species of special concern that may potentially be found in Contra Costa County. This environmental assessment will be forwarded to the U. S. Fish and Wildlife Service and the National Marine Fisheries Service for review and comment, pursuant to Section 7 of the Endangered Species Act, as amended. The topic of threatened, endangered, and candidate species and species of special concern was dismissed from further analysis.

Soundscape Management. In accordance with NPS management policies and Director's Order 47: *Sound Preservation and Noise Management,* an important part of the NPS mission is preservation of natural soundscapes associated with national park system units.

Natural soundscapes exist in the absence of human-caused sound. The natural ambient soundscape is the aggregate of all the natural sounds that occur in park units, together with the physical capacity for transmitting natural sounds. Natural sounds occur within and beyond the range of sounds that humans can perceive and can be transmitted through air, water, or solid materials. The frequencies, magnitudes, and durations of human-caused sound considered acceptable varies among national park system units. Acceptable human-caused sound can vary within each park unit as well, generally with greater acceptance in developed areas and lesser acceptance in undeveloped areas.

Rosie the Riveter/World War II Home Front National Historical Park is in a highly urbanized industrial and commercial area where the protection of a natural ambient soundscape and the opportunity for visitors to experience natural sound environments is outside the influence of the national historical park.

Lightscape Management. In accordance with NPS management policies, the National Park Service strives to preserve natural ambient lightscapes, which are natural resources and values that exist in the absence of human-caused light. Due to its highly urbanized industrial and commercial setting, and the small size of the park, the preservation of natural ambient lightscapes cannot be significantly influenced by action taken by the National Park Service. The National Park Service would encourage, however, limiting the use of artificial outdoor lighting to that which is necessary for basic safety requirements. It would also ensure that all outdoor lighting is shielded to the maximum extent possible, keeping light on the intended subject and out of the night sky to minimally contribute to surrounding light sources of Richmond and the greater Bay Area. Thus, the topic of lightscape management was dismissed from further analysis.

Wild and Scenic Rivers. According to NPS management policies, parks containing one or more river segments that are listed in the national rivers inventory maintained by the National Park Service, or that have characteristics that might make them eligible for the national wild and scenic rivers

system, must comply with Section 5(d) (1) of the Wild and Scenic Rivers Act. This act instructs each federal agency to assess whether those rivers are suitable for inclusion in the system. Such assessments, and any resulting management requirements, may be incorporated into a park's general management plan or other management plan. No management actions may be taken that could adversely affect the values that qualify a river for inclusion in the national wild and scenic rivers system. Because there are no rivers in Rosie the Riveter/World War II Home Front National Historical Park, the topic of wild and scenic rivers was dismissed from further analysis.

Wilderness. According to NPS management policies, the National Park Service will manage wilderness areas for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness. The management of wilderness areas includes the protection of such areas, the preservation of their wilderness character, and the gathering and dissemination of information regarding their use and enjoyment as wilderness.

Rosie the Riveter/World War II Home Front National Historical Park is an urban park with no wilderness values. Therefore, the topic of wilderness was dismissed from further analysis.

• Environmental Justice

Executive Order 12898, "General Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing any disproportionately high and/or adverse human health or environmental effects of their programs and policies on minorities and low-income populations and communities. According to the Environmental Protection Agency, environmental justice is the

> *fair treatment and meaningful involvement of all people, regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations and policies. Fair treatment means that no group of people, including a racial, ethnic, or socioeconomic group, should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies.*

The goal of fair treatment is not to shift risks among populations, but to identify potential disproportionately high and adverse effects and identify alternatives that may mitigate these impacts.

Richmond, California, contains both minority and low-income populations and communities; however, environmental justice is dismissed as an impact topic for the following reasons:

- The park staff and planning team actively solicited public participation as part of the planning process and gave equal consideration to all input from persons regardless of age, race, income status, or other socioeconomic or demographic factors. The park staff and planning team members will continue to consult and work in a cooperative effort to improve communications and resolve any problems that occur during the general management planning process and any later implementation planning.
- The developments and actions of the proposed alternatives would not result in any identifiable adverse human health effects. Therefore, there would be no direct or indirect adverse effects on any minority or low-income population or community.
- The impacts on the natural environment that occur due to any of the alternatives would not disproportionately affect any minority or low-income population or community.
- The alternatives would not result in any identified effects that would be specific to any minority or low-income community.
- Any impacts to the social and economic environments due to the implementation of the alternatives would be negligible to minor adverse impacts or beneficial impacts. These impacts would not occur all at one time but would be spread over a number of years. In addition, the park staff and planning team do not anticipate that the impacts on the social and economic environments would appreciably alter the physical and social structure of the nearby communities.

• Energy Requirements and Conservation Potential

The *Council on Environmental Quality (CEQ) Guidelines for Implementing the National Environmental Policy Act* requires the examination of energy requirements and conservation potential as a possible impact topic in environmental assessments.

The National Park Service would encourage incorporating the principles of sustainable design and development into all facilities and park operations at Rosie the Riveter/World War II Home Front National Historical Park. Sustainability can be described as the result achieved by doing things in ways that do not compromise the environment or its capacity to provide for present and future generations. Sustainable practices minimize the short- and long-term environmental impacts of developments and other activities through resource conservation, recycling, waste minimization, and the use of energy-efficient and ecologically responsible materials and techniques.

The NPS *Guiding Principles of Sustainable Design* (1993) provides a basis for achieving sustainability in facility planning and design, emphasizes the importance of biodiversity, and encourages responsible decisions. The guidebook for the design and management of visitor facilities describes principles that emphasize environmental sensitivity in construction, use of nontoxic materials, resource conservation, and recycling. Park staff at Rosie the Riveter/World War II Home Front National Historical Park would encourage owners of park sites to reduce energy costs, eliminate waste, and conserve energy resources by using energy-efficient and cost-effective technology wherever possible. Energy efficiency would also be incorporated into any NPS decision-making process during the design or acquisition of facilities, as well as all decisions affecting NPS park operations.

Value analysis and value engineering, including life-cycle cost analysis, would be performed to examine energy, environmental, and economic implications of proposed NPS development. In addition, the park staff would encourage suppliers, permittees, and contractors to follow sustainable practices and address sustainable practices (relating to both park and nonpark situations) in interpretive programs.

Consequently, any adverse impacts relating to energy use, availability, or conservation would be negligible. Therefore, the topic of energy requirements and conservation potential is dismissed from further consideration.

• Natural or Depletable Resource Requirements and Conservation Potential

The *Council on Environmental Quality (CEQ) Guidelines for Implementing the National Environmental Policy Act* require examination of natural or depletable resource requirements and conservation potential as a possible impact topic in environmental assessments.

Rosie the Riveter/World War II Home Front National Historical Park is in an urban commercial and industrial area of Richmond. As described above, there are no natural resource values associated with the park, and park lands are devoid of depletable resources such as minerals and other energy resources. As stated above, any adverse impacts relating to energy use, availability, or conservation would be negligible. Therefore, the topic of natural or depletable resource requirements and conservation potential is dismissed from further consideration.

Cultural Resources

An overview of World War II home front and Rosie the Riveter is presented in chapter 2 and provides the local and national context for understanding the historic and cultural resources of the national historical park. The National Park Service has identified four categories of cultural resources that apply to the national historical park: archeological resources, cultural landscapes, structures, ethnographic resources, and museum objects. These resource types are used in the following discussion regarding resources at Rosie the Riveter/World War II Home Front National Historical Park.

ARCHEOLOGICAL RESOURCES

Archeological resources are the physical evidence of past human activity, including evidence of the effects of that activity on the environment. Archeological resources represent both prehistoric and historic time periods. They are found above and below ground and under water. They include prehistoric and historic period sites, materials found in museum collections, and the records associated with these sites and materials. Information revealed through the study of archeological resources is critical to understanding and interpreting prehistory and history.

• Archeological Resources in the Park

Consultations were conducted with the Richmond Museum of History, the East Bay Regional Park District, Richmond Redevelopment Agency, and the National Park Service, including personnel at the Pacific West Region. Based on these consultations, no archeological surveys, studies, or assessments, other than an initial cursory inventory of cultural resources, have been conducted for lands and properties listed in the enabling legislation for Rosie the Riveter/World War II Home Front National Historical Park. That cursory inventory was prepared by California Archeological Consultants, Inc. in 1979.

Although the National Park Service currently owns no land, the National Historic Preservation Act and other laws, as well as National Park Service policies, require that potential impacts to archeological resources be considered at the earliest possible stage of planning to determine (1) whether and at what level the proposed project area has been surveyed archeologically, (2) whether archeological resources eligible for the national register have been identified in the area, and (3) whether such resources would be affected by the proposed project. All feasible measures would be taken to avail impacting archeological resources, minimize damage to them, or recover data that otherwise would be lost. Any required data recovery would be designed in consultation with the California state historic preservation officer and would conform to NPS and professional standards.

The lands on which the City of Richmond is located have been disturbed and manipulated by urban, industrial, and harbor development activities since the 19th century. Thus, natural landforms have been altered substantially and many or most prehistoric archeological resources have been disturbed or removed from their original location. It is likely that the only archeological resources that might be discovered at the national historical park sites would relate to historic urban, industrial, and harbor developments of the 19th and 20th centuries.

CULTURAL LANDSCAPES

According to the National Park Service's Cultural Resource Management Guideline (NPS -28), a cultural landscape is

> …a reflection of human adaptation and use of natural resources and is often expressed in the way land is organized and divided, patterns of settlement, land use, systems of circulation, and the types of structures that are built. The character of a cultural landscape is defined both by physical materials, such as roads, buildings, walls, and vegetation, and by use reflecting cultural values and traditions.

Thus cultural landscapes are the result of the long interaction between people and the land; they reflect the influence of human beliefs and actions over time

upon the natural landscape. Shaped through time by historical land-use and management practices—as well as politics and property laws, levels of technology, and economic conditions—cultural landscapes provide a living record of an area's past and a visual chronicle of its history. The dynamic nature of modern human life, however, contributes to the continual reshaping of cultural landscapes; this makes them a good source of information about specific times and places, but at the same time renders their long-term preservation a challenge.

• Cultural Landscapes in the Park

A cultural landscape inventory is designed to identify, document, analyze, and evaluate cultural landscape resources in a concise manner and with sufficient information to determine whether a resource is eligible for inclusion in the National Register of Historic Places.

To date no formal cultural landscape inventory surveys or studies have been conducted at the national historical park. The City of Richmond, however, does have some rather notable industrial landscapes that reflect the land use patterns and openness of Richmond's World War II era.

HISTORIC STRUCTURES

Historic structures are constructed works created to serve some human activity. At the national historical park, historic structures include buildings, a vessel, fences, graving basins/ dry docks, and other assemblies of historical importance.

• Historic Structures/Buildings in the Park

A historic resource study provides a historical overview of a park and identifies and evaluates a park's cultural resources within historic contexts. Although a historic resource study has not been prepared for the national historical park, a preliminary historic survey has been conducted. That survey, *Mapping Richmond's World War II Home Front,* indicated the potential for additional World War II-related historic sites and structures within the City of Richmond, although their historic integrity has not been examined.

At the present time four historic properties within the national historical park boundaries are individually listed in the National Register of Historic Places: Ford Motor Company Assembly Plant Historic District; Richmond Shipyard No. 3 Historic District; SS *Red Oak Victory* (Victory Ship); and Atchison Village Defense Housing Project Historic District.

By National Park Service policy, all historic structures that are named in the enabling legislation of a national historical park are considered to be eligible for listing in the National Register of Historic Places until determined otherwise by the state historic preservation officer. Currently, draft national register nomination forms have been prepared by the National Park Service for the Kaiser Permanente Field Hospital and the Ruth C. Powers and Maritime child development centers. In addition, one historic building—Richmond Fire Station 67A, which continues to function as a city firehouse—is listed in the national historical park's enabling legislation as contributing to the significance of the park.

MUSEUM COLLECTIONS

Museum collections are prehistoric and historic objects, artifacts, works of art, archival documents, and natural history specimens valuable for the information they provide about processes, events, and interactions among people and environment.

• Museum Collections in the Park

An interim scope of collections statement, approved in January 2003, provides guidelines for the acquisition, preservation, and use of Rosie the Riveter/World War II Home Front National Historical Park's museum collection. Objects in the park's museum collection contribute directly to the understanding and interpretation of the park's purpose, interpretive themes, and resource management goals and objectives.

In the scope of collections statement, appropriate cultural object types for the park's museum collection are identified by discipline: archeological (artifacts and other specimens and records) and historical (historic objects, historic fabric, and archives).

The park's enabling legislation provides for the collection of oral histories (in multiple formats) that tell the personal stories of the people who participated in World War II home front activities throughout the nation. To date the University of California, Berkeley, has completed multiple phases of a project to collect digitally-coded videotapes of regional World War II home front stories.

Working in partnership with the National Park Foundation through the Proud Partners Program, the Ford Motor Company provided funds for a nationwide campaign calling for Rosie the Riveter stories. Since November 11, 2003, when the campaign began with a press conference in Richmond, more than 9,000 "Rosies," or their friends and families, have contacted Rosie the Riveter/World War II Home Front National Historical Park. More than 2,000 stories written by "Rosies" have been collected, and nearly 2,000 artifacts and packets of memorabilia have been donated to the park. Some of these materials are currently housed in a small collection processing and storage facility at the park headquarters in the Richmond City Hall and are exhibited in the lobby of the city hall.

Visitor Use and Experience

CURRENT TOURISM

Currently, tourism is not a major industry in Richmond; however, the city's infrastructures of hotels, restaurants, marinas, recreational open spaces, trails, and area attractions continues to evolve.

• Tourist Attractions

Tourist attractions in the area include the boating marinas; the Bay Trail; historical sites including Point Richmond, Winehaven, the Ford Motor Company Assembly Plant, and the East Brother Lighthouse; the Rosie the Riveter Memorial; the SS *Red Oak Victory*; the Richmond Museum of History; the Golden State Model Railroad Museum at Point Richmond; and regional parks including Miller/Knox Regional Shoreline, Sobrante Ridge Regional Preserve, and Point Pinole Regional Park.

One source of interest for visitors to Richmond is its large number of attractive parks and waterfront areas that span the city as part of the East Bay Regional Park System. These sites attract mostly locals residents on day trips, and since most of these sites do not have nearby commercial retail and other services, they do not have much of an impact on the city's economy and do not generate significant revenues for the city.

• Lodging

Richmond provides opportunities for lodging. In 2004 there were 11 hotels and about 600 hotel rooms.

In 2003 the City of Richmond realized transient occupancy tax revenues of $0.9 million, or only 0.5% of the city's total income of $151 million. In comparison, the nearby City of Berkeley, which is approximately the same size as Richmond in terms of population, realized $2.5 million in transient occupancy tax revenues. Taking into account the fact that the transient occupancy tax is 12% in Berkeley and only 10% in Richmond, the total 2003 hotel sales were $9 million in Richmond compared with nearly $21 million in Berkeley.

Despite being relatively small, the Richmond lodging market realized a significant increase in real revenues during the last decade, mostly due to two new hotels built in 1999 and 2000. These two hotels added about 250 rooms to the city's existing 350 room inventory, increasing total supply by 71% in just two years.

Most Richmond hotels are located in areas away from park sites. The major park sites are located primarily in the South Shoreline area, whereas the hotels are situated near the freeways and close to the Hilltop Mall rather than near the waterfront. The only two hotels located in more visitor-oriented locations are in Point Richmond and are very small (15 rooms in total).

POTENTIAL TOURISM

Rosie the Riveter/World War II Home Front National Historical Park occupies a unique niche for historic sites in the Bay Area and in Richmond, California. With many of the park's sites located on the waterfront near popular recreation destinations and close to major transportation systems, the park could attract local, regional, and national visitors. A wide array of considerations may be analyzed when estimating the number of potential visitors to Rosie the Riveter/World War II Home Front National Historical Park, ranging from regional tourism trends to the size of the park. However, five factors stand out as the most influential considerations for estimating visitation: local attractions, regional attractions, accessible sites within the national historical park, transportation options, and population growth.

Rosie the Riveter Memorial, Richmond, California, 2005. National Park Service.

Table 11: Visitation Estimates

POTENTIAL VISITATION TO ROSIE THE RIVETER/WORLD WAR II HOME FRONT NHS BASED ON COMPARABLE SITES					
Alternative Visions	**Accessible Sites**	**Transportation Options**	**Adjacent Attractions**	**Comparable Sites (with average annual visitation)**	**Potential Visitation (post-GMP Implementation)**
Alternative A	• Self-serve Visitor Orientation Center in City Hall • SS *Red Oak Victory* • Self-guiding tours	• BART • Amtrak • AC Transit	• Bay Trail Segments • Shoreline Parks	• SS *Red Oak Victory** (2,500) • Benicia Capital (12,000) • USS Potomac (15,000) • John Muir NHS (27,000)	5,000 – 30,000
Alternative B	• Ford Assembly Building • SS *Red Oak Victory* • Child Development Centers • Kaiser Permanente Field Hospital • Shipyard No. 3 • War Worker Community	• BART • Amtrak • AC Transit • Shuttle service from BART to park sites • Water taxis/ferries	• Bay Trail Segments • Shoreline Parks • Multiple Visitor Attractions in Shipyard No. 3 • Contemporary attractions at Ford Assembly Building	• John Muir NHS (27,000) • Bay Model (150,000) • China Camp State Park (460,000) • Miller Knox Regional Park (580,000)	75,000 – 300,000**
Alternative C	• Ford Assembly Building • SS *Red Oak Victory*	• BART • Amtrak • AC Transit • Shuttle service from BART to park sites	• Bay Trail Segments • Shoreline Parks • Contemporary attractions at Ford Assembly Building	• History San Jose (100,000) • Bay Model (150,000) • Maritime Museum - San Francisco Maritime National Historical Park (205,000) • Tech Museum of Innovation (650,000)	75,000 – 175,000**

* Although the SS *Red Oak Victory* is now part of Rosie the Riveter/World War II National Historical Park, it was a stand-alone site for many years. Thus it is included as a "comparable site" with its own average annual visitation figures.

**The difference in potential visitation figures between alternative B and alternative C is due to the difference in number of sites that visitors would have the opportunity to visit. It is assumed that a park with many opportunities would attract more visitors than a park with one main attraction.

• Local Attractions

Based on the experience of similar parks, Rosie the Riveter/World War II Home Front National Historical Park has the potential to draw visitors from existing historic sites and nearby recreational attractions around Richmond, California. The Bay Trail provides a seamless bike and pedestrian connection between the national historical park and popular recreational destinations on Richmond's waterfront. Those attractions include the Miller Knox Regional Park and Point Isabel Regional Preserve, which attract 580,000 and 1,290,000 visitors respectively. Other World War II-era sites such as the USS *Potomac* or Port Chicago Navel Magazine National Memorial will continue to serve as local attractions helping draw visitors to the park.

• Regional Attractions

Based on the large number of visitors to regional attractions within 50 miles of Richmond, several sites were analyzed in order to estimate potential visitation to Rosie the Riveter/World War II Home Front National Historical Park. Jack London Square attracts upwards of 3.7 million visitors annually and is approximately 10 miles away in Oakland. Napa Valley, attracting 2.5 million leisure visitors annually, also was considered when estimating potential visitation to the national historical park, since many visitors to the Napa Valley pass through Richmond. While only a small percentage of visitors to these regional attractions would visit the national historical park, these attractions do provide a pool of potential visitors from which the park could draw.

Of particular interest are parks and attractions in the region that interpret World War II themes. Those parks include Angel Island State Park, the Jeremiah O'Brian Liberty ship, Port Chicago Naval Magazine National Memorial, San Francisco Bay Model, San Francisco Maritime National Historical Park, the USS *Pampanito*, and the USS *Potomac*. The SS R*ed Oak Victory* also was included in this analysis because it received visitors before it become part of Rosie the Riveter/World War II Home Front National Historical Park. Visitation to these eight sites ranges from 165 visits to 4 million visits annually. If a concerted effort were made to package the marketing of Rosie the Riveter/World War II Home Front National Historical with other World War II-related sites in the region, visitation to the park would grow.

• Accessible Sites within the National Historical Park

The amount of visitation to Rosie the Riveter/World War II Home Front National Historical Park will depend in large part on the diversity of facilities, activities, and programming that will be accessible to the public. Access to Shipyard No. 3 and the development of restaurants, entertainment, and visitor facilities along the waterfront would greatly increase the visitation potential of the national historical park. However, without public access to most of the park sites, as is the current situation, visitation would be expected to remain minimal.

• Transportation Options

Peak traffic counts on the I-80 and I-580 freeways through Richmond average 12,000 and 7,000 vehicles per hour respectively. Park signs are located along these freeways to attract visitors to the park.

A variety of public transportation options are available to the City of Richmond. Shuttle connections between the downtown BART and Amtrak stations would facilitate greater visitation to waterfront sites. In the future, there is the potential for ferry service that would link the national historical park to major visitor attractions in San Francisco. The 1992 Regional Ferry Plan for the San Francisco Bay Area found that a limiting factor for ferry service to Richmond would be the lack of a "mid-day trip generator." With visitor activities on the Richmond waterfront, a greater demand for daytime ferry trips would certainly be created.

• Population Growth and Potential Tourism

Parks such as Rosie the Riveter/World War II Home Front National Historical Park, which may offer diverse and dynamic opportunities for visitors, often have great appeal locally and are able to draw consistent visitation from those local populations. Therefore, population growth, particularly in the Richmond area, was considered important when estimating potential visitation. Contra Costa County, where the national historical park is located, has the fourth highest population in the Bay Area; in 2006 it had just over 1 million residents. The county will likely experience a 69% population increase by the year 2040. Neighboring counties of Solano and Sonoma will also grow by an estimated 89% and 59% respectively by the year 2040; these population increases could heavily influence visitation to the

national historical park as well.

On a broader scale, over 50% of the visitors to California's national parks visited parks in the region of the Bay Area, and visitation to national park units around San Francisco has increased by 2.7% since 1997. Because of its location in California, with the highest tourist visitation in the country, and its location in an urban area, Rosie the Riveter/World War II Home Front National Historical Park has the potential to have high visitation. This is particularly true if the park is directly connected to the most densely populated areas of the region via a variety of transportation options.

CHANGING PERCEPTIONS

Richmond is beginning to recognize and celebrate its critical role in World War II. For many years the city has held a "Festival by the Bay," with art, music, and food. In fall 2007, that festival was renamed the Home Front Festival, and had an additional cultural and historical aspect to it. An exhibit on Henry J. Kaiser was part of the event, as well as a re-creation of a historic ship launch at Shipyard No. 3. A Rosie and Home Front Reunion was held at the Ford Assembly Building. The Rosie the Riveter Trust held its first major fundraising activity as part of the festival, as well.

The City of Richmond has been granted "Certified Local Government" status, which enables the city to apply for historic preservation grants from the state.

The City of Richmond also received "Preserve America City" status in 2006. This program recognizes and designates communities that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. This designation also allows the city to apply for Preserve America grants.

RECREATIONAL BOATERS

Recreational boaters in the San Francisco Bay region are looking for new destinations to sail and boat to as part of the boating experience. The planning team has recognized that Rosie the Riveter/World War II Home Front National Historical Park is an ideal attraction for recreational boaters to explore.

Although growing slowly, the number of recreational boaters in the Bay Area is on the rise. That growth, combined with a boating season that averages 300 days per year, increases the likelihood that boaters will demand new destinations to visit. According to several harbormasters in the region, there are currently very few destinations in San Francisco Bay where boaters may anchor near shore or tie up at a marina if they wish to come on land to explore, recreate, shop, dine, or overnight in a local hotel. And there are even fewer opportunities for boaters to access national park sites.

The typical day for a recreational boater involves leaving from a home marina or a public launch ramp, staying on the water for the afternoon then returning back to the same marina or launch ramp from which they originated. Included in a membership to some private marinas or yacht clubs is the reciprocal privilege to dock overnight at cooperating marinas. However, this opportunity does not exist for the vast numbers of boaters on San Francisco Bay.

On the City of Richmond's waterfront, the Marina Bay Yacht Harbor is the only public facility at which boats may tie up on a daily or overnight basis. That particular facility does have a restaurant and is adjacent to the Rosie the Riveter Memorial at Marina Bay Park and the Bay Trail. Other facilities in the area, such as Brickyard Cove Marina, are private and do not allow boaters to tie up on a daily or overnight basis.

Angel Island State Park, the inlet to the Napa River, China Camp State Park, and South Beach Harbor at the Embarcadero are a few of the top recreational destinations for boaters in the Bay Area. Those destinations offer a variety of activities and facilities for boaters such as day use tie ups, pump-out facilities, and land-based recreation. This combination of characteristics is relatively hard to find in the San Francisco Bay Area and is a potential niche that could be filled by the Rosie the Riveter/World War II Home Front National Historical Park.

• Trends in Recreational Boating

The San Francisco Bay Area continues to be the major recreational boating destination for boaters from all over Northern California. According to the California Department of Boating and Waterways, approximately 166,000 boats were registered in the area of San Francisco Bay in 2005. While a small number of these boats are registered for commercial use, the vast majority of them are registered for recreational use.

While the number of recreational boats in the Bay Area has not grown substantially in recent years, portions of San Francisco Bay do experience crowded boating conditions. According to the California Department of Boating and Waterway's *Report on Safe Boating in the San Francisco Bay Area,* Contra Costa County recreational boaters experience extreme congestion in and around many marinas. In fact, "congestion on waterways" was the number one problem reported by boaters in the San Francisco Bay Area. Areas such as Indian Slough in Contra Costa County experience some of the highest recreation boat congestion, due in part to the numerous residential developments surrounding waterways in those areas.

The California Department of Boating and Waterways has projected that the number of recreational boaters in the region will likely increase over the next 20 years (see table 12). This is a reflection of the population growth forecast for East Bay areas such as Solano and Contra Costa counties.

Table 12: Forecast Boat Population – San Francisco Bay, 2005 to 2020

2005	2010	2015	2020
166,789	174,806	176,273	179,219

Source: California Department of Boating and Waterways

• Facilities for Recreational Boaters

The waterfront of San Francisco Bay is dotted with recreational marinas; according to several harbormasters in the Bay Area there is a gradually increasing demand for berths throughout the region. Because of the nearly full utilization of marina berths within the San Francisco, Marin, Contra Costa, Alameda, and San Mateo county areas, many facilities maintain waiting lists for owners of recreational crafts looking to rent a berth on a monthly basis. For example, berths at the San Francisco Municipal Marina are in particularly high demand: in recent years there were over 300 people on the waiting list for slips at the facility. Furthermore, due to constraints such as costs and permit requirements, very few marinas in the Bay Area are pursuing expansions at this time.

In close proximity to the national historical park, the privately owned Brickyard Cove Marina has 350 berths for recreational boats. Often, there are no spaces available for monthly rent and no day-use slips available for the public. Due to high demand and limited space for boats, this private marina maintains a waiting list for berths.

Also in close proximity to the national historical park and to the Ford Assembly Building, in particular, is the public Marina Bay Yacht Harbor, which is significantly larger than Brickyard Cove. Marina Bay currently has 845 slips for recreational boats and maintains an average occupancy rate experienced by other marinas in the San Francisco Bay Area. In addition to monthly rentals, the marina does offer public tie-up spaces for day users and a limited number of overnight berths for visitors.

The availability of other facilities at or near marinas such as restaurants, marine repair shops, waste pump-outs facilities, fuel stations, or power supplies are important to boaters as well. Along the City of Richmond's waterfront, there are relatively few associated facilities for recreational boaters. There are a number of repair facilities and two pump-out locations for boats in the Richmond area. A restaurant is in operation at Marina Bay and is well used throughout the year. However, there are few other land-side services in the immediate area.

Social and Economic Environment

Richmond, California is the largest city in western Contra Costa County. It is located 16 miles northeast of San Francisco on a peninsula separating the San Francisco Bay and the San Pablo Bay.

The sites of the national historical park are scattered throughout the southwestern corner of Richmond, with many park sites situated along the waterfront. The description that follows is focused primarily on the areas of Richmond that include the park sites. To simplify the analysis, the park sites were grouped into two general areas which are called "South-central Richmond" and "South Shoreline." The borders of the two areas are defined by census tract groupings that allow access to detailed community and economic information. The two regions have notably different profiles.

South-central Richmond includes mainly residential neighborhoods and is home to three park sites: Atchison Village, the Ruth C. Powers and Maritime child development centers, and Richmond Fire Station 67A. It comprises U.S. Census tracts 3770 and 3790.

The South Shoreline area includes all of Point Richmond as well as the south-facing waterfront region extending to the border with El Cerrito. It comprises Census tracts 3780 and 3800. South Shoreline includes a mix of industrial, residential, and recreational areas and is home to ten park sites: Rosie the Riveter Memorial, Barbara & Jay Vincent Park, SS *Red Oak Victory,* Ford Assembly Building and Oil House, Richmond Shipyard No. 3, Bay Trail and Esplanade, Sheridan Observation Point Park, Shimada Peace Memorial Park, Lucretia Edwards Park, and Kaiser Permanente Field Hospital.

While this analysis addresses social and economic issues both in the entire city and the areas associated with the national historical park, South Shoreline is of particular interest, as it includes most of the park sites and would likely be most directly impacted by the future development of Rosie the Riveter/World War II Home Front National Historical Park.

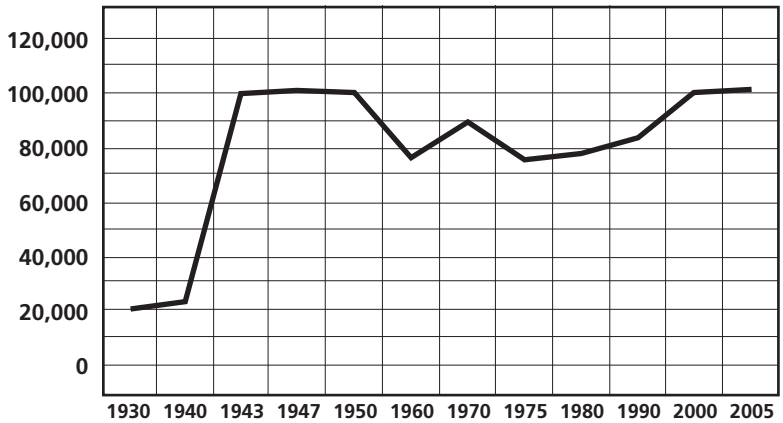
DEMOGRAPHICS

• Population Trends

The rise and fall of the city's population from the 1940s to the 1960s is the most dramatic indicator of the home front effort. The city saw a tremendous influx of workers in the 1940s to support war related industries. Then, when the war ended, those industries left and so did many of the workers (see figure 1).

The recent increase in population is due mainly to new residential developments, many within areas near the primary sites of the national historical park. The population of Richmond is expected to grow by 25% between 2005 and 2030: from 102,186 to approximately 127,700.

Figure 1: Population of Richmond, 1930 to 2005



In 2000, nearly one quarter of Richmond's population lived in the areas of South-central Richmond and South Shoreline. From 1990 to 2000, the population of these two increased much faster than Richmond's population as a whole, with South Shoreline's population increasing faster than that of South-central Richmond. In 2000, the geographically smaller South-central Richmond, with 13, 900 residents, was more populated than the much larger South Shoreline, with 8,900 residents (see appendix E, table 1 for details).

While a significant part of Richmond's expected growth will presumably be fueled by future housing developments, South-central Richmond includes

only a few vacant parcels available for these new developments. Accordingly, the South-central Richmond population is not expected to grow significantly in the future. However, several residential developments are underway and proposed projects in South Shoreline, if approved, will cause the population in this area to increase significantly during the next five to ten years.

• Population Composition

The South-central Richmond and South Shoreline areas have considerably different compositions: African Americans constitute the largest group in South-central Richmond, while Caucasians constitute the largest group in South Shoreline.

Just as the percentage of African Americans in South-central Richmond is significantly higher than in the city as a whole, so is the percentage of Caucasians in South Shoreline. Also, the proportion of Hispanics is much higher in South-central Richmond than in South Shoreline.

COMMUNITY CHARACTERISTICS

• Unemployment

Richmond had been economically depressed the past few decades relative to most Bay Area communities: however, in recent years its economy has been growing stronger. While the unemployment rate in Richmond was 7.8% in 2005, more than twice the county's rate of 3.3%, it was down from 12.2% in 1993.

• Household Income

Over the last decade, household income has remained lower in Richmond than in Contra Costa County as a whole, but the gap is narrowing. In 2005, median household income was almost $53 thousand in Richmond compared with $69 thousand in the county as a whole.

• Education

According to U.S. Census figures, 75% of the city's population had a high school diploma compared with 87% in the county. Similarly, only 22% of Richmond residents had a bachelor's degree compared with 35% in the county (see appendix E, table 2 for details).

• Poverty Levels

The proportion of people living below the poverty level in Richmond has historically been at least double the proportion in Contra Costa County as a whole.

Generally, the areas of South-central Richmond and South Shoreline have extremely different socio-economic profiles. On average, South Shoreline residents are better educated, have more jobs, and earn significantly higher incomes than Richmond residents as a whole; the opposite is true of South-central Richmond residents. Accordingly the disparity between the two neighboring areas is vast.

While South Shoreline residents have higher incomes as a whole, a relatively large percentage of both areas residents live beneath the poverty level. In 2000, 30% of South-central Richmond residents and 19% of the much wealthier South Shoreline residents were living beneath the poverty line, compared to 16% in the city as a whole (see appendix E, table 2 for details).

These statistics point to the fact that South Shoreline presents a mixed social and economic profile that includes both prosperous and economically distressed areas. The more prosperous areas of South Shoreline are those areas located along the waterfront offering valuable views of the San Francisco Bay Area. The most economically depressed areas are those located inland, just south of South-central Richmond.

HOUSING TRENDS

Similar to the region's population, the housing supply in Richmond has only slightly increased since the early 1990s. Of the new homes built between 1990 and 2000, less than 15% were affordable to low-income and first-time homebuyers. Nonetheless, Richmond maintains a more affordable housing market than most other Bay Area communities. Even though home prices doubled in Richmond between 1997 and 2002, owning a house in Richmond remains significantly less expensive than in most other cities in the Bay Area. High density development in South Shoreline is fueling the rising housing costs in Richmond.

• Proposed Residential Developments

Richmond is one of the last bayside Bay Area locations with significant quantities of vacant and underutilized land that potentially is available for residential, industrial, or commercial use. This land is generally available at a lower cost than in other places in the region. The transportation system serving these areas has been improved with the completion of Interstate 580 and the Richmond Parkway.

Historically, the city's reputation for high crime rates, poor schools, and environmental problems caused by the major chemical firms created a barrier to residential and commercial investment and development. However, the recent intensity of the regional real estate market has encouraged some developers to disregard these perceptions and to recognize the positive attributes of the city. In addition, Richmond has no locally imposed restrictions such as "no growth" limitations, growth management plans, or annual development quotas on the supply of new housing. These favorable conditions for new housing development explain why housing developers are more and more attracted to Richmond (City of Richmond).

In the last few years, new housing developments have been completed throughout Richmond, including projects in waterfront areas in South Shoreline. South Shoreline leads the city in the number of new housing projects.

South Shoreline, the large waterfront area that includes most of the national historical park sites, has long been an industrial area and still includes the commercial Port of Richmond. However, the area is slowly been transformed into a residential/ recreational area, beginning with the construction of marinas on the southern shoreline of Richmond in the late 1980s.

The recent and proposed housing units in South Shoreline target middle to high-income families. According to Richard Mitchell, City of Richmond planning director, one of the reasons for the high housing prices on the waterfront is that the cost of developing housing units at those locations is very high. Since most of the marina area was industrial at one time, the sites must be decontaminated to allow residential developments.

• Bay Area Build-Out Capacity and Urban Infill

One way to accommodate population growth while preserving open space and sensitive environmental lands is to develop housing in existing urban areas, an idea called urban infill. The trend toward building more housing developments in Richmond is likely to continue due to the waning "build-out" capacity of the Bay Area and the associated efforts towards urban infill.

According to the California Department of Finance population projections, the nine-county San Francisco Bay Area is projected to add nearly 1.5 million new residents between 2000 and 2020. The region will need between 90,000 and 150,000 acres of developable land to accommodate this level of growth.

If recent trends were to continue, most new development would occur on previously undeveloped sites at the urban fringe, putting substantial pressure on the region's natural environment and open space lands. However, that trend is changing. Since about 1996, the market for infill development has picked up significantly.

Richmond in particular seems likely to be a target of urban infill development in the years to come. Within Contra Costa County, Richmond offers some of the best access to the urban centers of San Francisco, Oakland, and Berkeley, and also contains some of the last remaining undeveloped waterfront land left in the Bay Area.

CURRENT DEVELOPMENT

One current economic concern in Richmond is the critical need for neighborhood retail development, particularly in South Shoreline and in downtown.

• South-central Richmond Projects

In the 1960s and 1980s, local planners and policymakers envisioned downtown Richmond as a regional center for high-end office employment. However, in the 1970s and 1980s, the city's unemployment level was relatively high and the predicted economic benefits of the Bay Area Rapid Transit (BART) station and the Social Security building in downtown Richmond did not

materialize. In addition, the construction in 1976 of a large shopping mall at Hilltop, in the northern part of Richmond adjacent to the I-80 freeway, caused a significant decline in downtown retail activity.

It was estimated in 2002 that as much as $3,000 per capita "leaks" out of the Richmond downtown area each year due to a lack of retail outlets. Local retail businesses capture less than half of residents' total retail purchases. In addition, the perceived lack of community resources or entertainment options prevent many nonlocal residents from visiting downtown Richmond (University of California at Berkley 2002).

The city has completed a major residential center near its downtown BART station. Transit Village, which includes 231 residential units and 24,000 square feet of commercial space, is expected to initiate development along Macdonald Avenue and to help rebuild the downtown as an active neighborhood.

The Richmond Main Street Initiative is working with businesses and community leaders in the downtown area to plan for the revitalization of Macdonald Avenue as the center of Richmond's arts, nightlife, and community activity. These planned changes may take 10 to 20 years to materialize and fully transform the downtown area.

• South Shoreline Projects

In the late 1970s, Marina Bay was constructed in the area of South Shoreline previously occupied by the Kaiser Shipyards. Conceived as a mixed-use project, an 800-slip recreational marina for small boats was built and residential developments were constructed around the marina.

The number of residential developments has increased in South Shoreline since the construction of the marina. Over the past few decades, South Shoreline has witnessed a further decrease in its heavy industry and an increase in offices, as well as an increase in research and development facilities. The recent transformation of the area has given rise to tensions between residential and industrial uses in South Shoreline.

Despite the trend away from industry, the South Shoreline area still contains vacant and underutilized parcels available for industrial or commercial use. Because of the relatively low cost of land and improving socio-economic factors, several commercial and research and development projects have been proposed for some of these parcels. However, very few retail and hospitality services are available in South Shoreline, despite the presence of a significant number of residents.

• Ford Assembly Building

The Ford Assembly Building is a historic structure that is included in the Rosie the Riveter/World War II Home Front National Historical Park; it is located on the waterfront of the Richmond inner harbor. Until recently, the building belonged to the City of Richmond. Today, a private developer continues to rehabilitate the 517,000-square-foot building for mixed use, incorporating office, research and development, light industrial, retail, event, and public gathering spaces, as well as space for other uses. According to documents associated with the Ford Assembly Building Reuse Project, one of the objectives of the project is to "develop the project site into an exciting waterfront destination that will attract visitors and Richmond residents."

ECONOMIC TRENDS

Richmond was established as the western terminus for the Santa Fe railroad at the beginning of the 20th century. Because of its bayside location, the city attracted the oil industry and developed over time as an auto, shipbuilding, and chemical town with a number of other smaller industries. While the city "boomed" with the onset of World War II, Richmond's economic dependence on a few major heavy industries caused economic decline when the war ended and Kaiser shipyards, located in South Shoreline, closed. In the 1950s additional major employers left the city, resulting in increased unemployment, as well as vacant shoreline facilities.

During the 1960s new industries began to occupy the shoreline—many of them warehousing, distribution, chemical and research facilities. The 1970s saw development in South Shoreline on land previously occupied by one of the four Kaiser shipyards. The 1980s and 1990s saw additional growth, including the arrival of biotechnology companies. Then a slowing in the county and city

economies in the early 2000s mirrored a national slowdown.

The current distribution of jobs is still highly concentrated in heavy and moderate industry; Chevron is the largest employer in the city (see table 13).

Table 13: City of Richmond – Principle Employers 2005

Business Name	Number of Employees
Chevron USA, Inc.	2,461
The Permanente Medical Group	732
Berlix, Inc.	413
Costco Wholesale #482	325
Macy's Hilltop	261
California Autism Foundation, Inc.	250
Palecek Imports, Inc.	220
The Home Depot #643	209
Quick Response Services Corporation	188
TPMG Regional Laboratory	176

Source: City of Richmond Community Development Department, 2005.

Today, however, Richmond's economy is more diverse than in the past. Like other places in the Bay Area, Richmond's economy is undergoing a major transition from its historical focus on heavy industry towards more light industry and high technology. This has resulted in new business parks that accommodate both light industrial and office/flex type commercial buildings. Office/flex is a zoning designation designed to provide areas for research and development, offices, institutional uses, and low impact industrial uses.

Richmond is well served by the Bay Area's transportation roadway system (i.e., two interstate freeways, I-80 and I-580, and the Richmond Parkway). The completion of these systems in the mid-1990s has resulted in industrial growth along the corridors of both roadways.

Richmond currently has a number of successful developments offering retail, research, and commercial office space. However, the city still has many roads linking these successful developments to underdeveloped areas that contain large numbers of vacant buildings and space. With the increase in land prices in other Bay Area communities and the increase in economic activity in Richmond, these vacant buildings and spaces may soon become more attractive to private investors for industrial/commercial development and redevelopment.

PORT OF RICHMOND TRENDS

The Port of Richmond occupies a significant amount of space on South Shoreline and includes many significance historic structures and features, including Shipyard No. 3

Chevron is responsible for the overwhelming majority of port activity. The non-Chevron port activities along the Santa Fe Channel have declined in the last ten years, transforming the port from a small but active port, boasting a diverse container load, to its current primary orientation on oil and chemical shipments. In 2003, the port unloaded less than 70% of the metric tonnage that it had a decade previously (see appendix E, table 3 for details).

As an economic indicator, the tonnage statistics themselves do not accurately characterize the local economic contribution of the port. Due to its nature, the labor required to unload oil and other liquid chemicals from ships is negligible: a port employee essentially opens a tap and lets the commodity flow to its destination container. So the employment generated by port activities has been greatly reduced from past years. For this reason, the Pacific Maritime Association, an organization that tracks economic activity at West Coast ports, estimates that the Port of Richmond accounts for an extremely small portion of total San Francisco Bay Area port activity.

CITY FINANCE TRENDS

During the past decade, City of Richmond expenditures often have been higher than revenues. However, the situation has improved dramatically, and fiscal year 2005-2006 saw the city in the black (see appendix E, table 5 for details).

The largest sources of revenues for the City of Richmond are property taxes and local taxes. Sales and use taxes are also a significant source of

revenues (see appendix E, table 6 for details).

COUNTY FINANCIAL TRENDS

The City of Richmond has some influence on the county's fiscal condition. In a telephone conversation on December 21, 2004, Paul Abelson, chief accountant for Contra Costa County, stated that Richmond's Chevron, for example, is the single biggest taxpayer in the county. However, none of the other 10 largest taxpayers in the county are located in Richmond.

In addition to taxes, the county collects revenue via licenses and franchise fees, fines and penalties, and charges for services and property use. During the past decade, county revenues and expenditures have grown at identical average annual rates over the period, increasing faster than inflation due to the rapid population growth and associated development occurring in the county (see appendix E, table 7 for details).

Contra Costa County tax revenues have risen over the past five years due to the substantial growth in property taxes collected by the county. As the property tax rate remained constant over the period, all of the growth in revenue reflects growth in the aggregate value of properties within the county (see appendix E, table 8 for details).

Transportation by Land

EXISTING ACCESS TO THE PARK

Rosie the Riveter/World War II Home Front National Historical Park consists of numerous separate sites located along the shoreline and within the urban fabric of Richmond, California. The sites are located within approximately 3 miles of one another. This proximity provides relatively easy access by private vehicle and feasible, but more difficult, access by public transportation if combined with walking or bicycling. Some of the park sites are open to the public, while others are currently in private use and can be viewed only from the exterior.

STREET NETWORK

For private vehicle access, the national historical park is well served by the street and highway system. The I-580 freeway is located less than a mile from the current self-serve visitor orientation center, the Rosie the Riveter Memorial, and Richmond Shipyard No. 3. This highway provides access to the west side of the bay via the Richmond/San Rafael Bridge, and to the points on the east side of the bay via the I-80 freeway.

In the vicinity of the national historical park, I-580 generally provides three travel lanes in each direction and interchanges with Canal Boulevard, Harbour Way, and 23rd Street/Marina Bay Parkway. Figure 2 is a map of the area, and enlargements of the three interchange configurations on I-580 are shown in insets 1 through 3. The average daily traffic on I-580 between the Harbour Way and Marina Bay Parkway interchanges consists of approximately 86,000 vehicles per day with 6,300 vehicles per hour during the peak hour. (California Dept. of Transportation)

The interchange with Canal Boulevard provides access to Richmond Shipyard No. 3 and the SS *Red Oak Victory*. The interchange with Harbour Way provides access to the existing self-service visitor orientation center (located in the temporary Richmond City Hall South), Sheridan Observation Point Park, the Ford Assembly Building, Lucretia Edwards Park, the Maritime Child Development Center, Fire Station 67A, and the Kaiser Permanente

Field Hospital. The I-580 interchange with 23rd Street provides access to the Rosie the Riveter Memorial in Marina Bay Park, Shimada Peace Memorial Park, Barbara and Jay Vincent Park, and the Ruth C. Powers Child Development Center.

I-580 creates a distinct boundary between the urban street grid of Richmond to the north and the discontinuous and sparser roadway infrastructure to the south. Visiting the park sites south of the interstate requires retracing routes several times because Marina Bay and the Santa Fe Channel separate a number of the sites. All of the park sites north of the interstate are not yet open to the public and are either in private ownership or are still in contemporary, nonpark-related use.

The self-guiding auto tour (described in a booklet currently available at the visitor orientation center and on the park website) begins at the self-service visitor orientation center located in temporary Richmond City Hall South and continues with a visit to the Rosie the Riveter Memorial in Marina Bay Park. Visitors are then directed to Sheridan Observation Point Park at the end of Harbour Way South, where they can view the Ford Assembly Building and see Richmond Shipyard No.3 across the channel.

Visitors then make their way back north on Harbour Way and west onto Cutting Boulevard, crossing I-580 twice, before driving south on Canal Boulevard to the roadway providing access to Richmond Shipyard No. 3 and the SS *Red Oak Victory*. Use of a private vehicle is the only motorized way to visit all of these sites, as public transit does not serve the SS *Red Oak Victory* or Richmond Shipyard No. 3.

Although the Richmond Museum of History is not a park site as identified in the enabling legislation, it is a major contributor to the visitor educational experience. The museum is located at 4th Street and Nevin Avenue, fairly close to the other park sites that are located north of I-580.

• Traffic Volumes

The streets identified in the following discussion provide access and circulation to the area and to the Rosie the Riveter/World War II Home Front National Historical Park. In 2004, traffic volumes on several of the streets were documented as part of the traffic study conducted for the initial study on the Ford Assembly Building Reuse Project. Those volumes are included in the following discussion.

Harbour Way is a north-south arterial with some direct access to I-580 via on-ramp and off-ramp connections. South of I-580, the street is referred to as Harbour Way South and has one travel lane in each direction. Harbour Way South provides access to the west side of the Ford Assembly Building and Sheridan Observation Point Park. North of I-580, the street is four lanes wide, with two travel lanes in each direction. In the 2004 traffic study, the daily traffic volume on Harbour Way South was documented at approximately 1,300 vehicles per day.

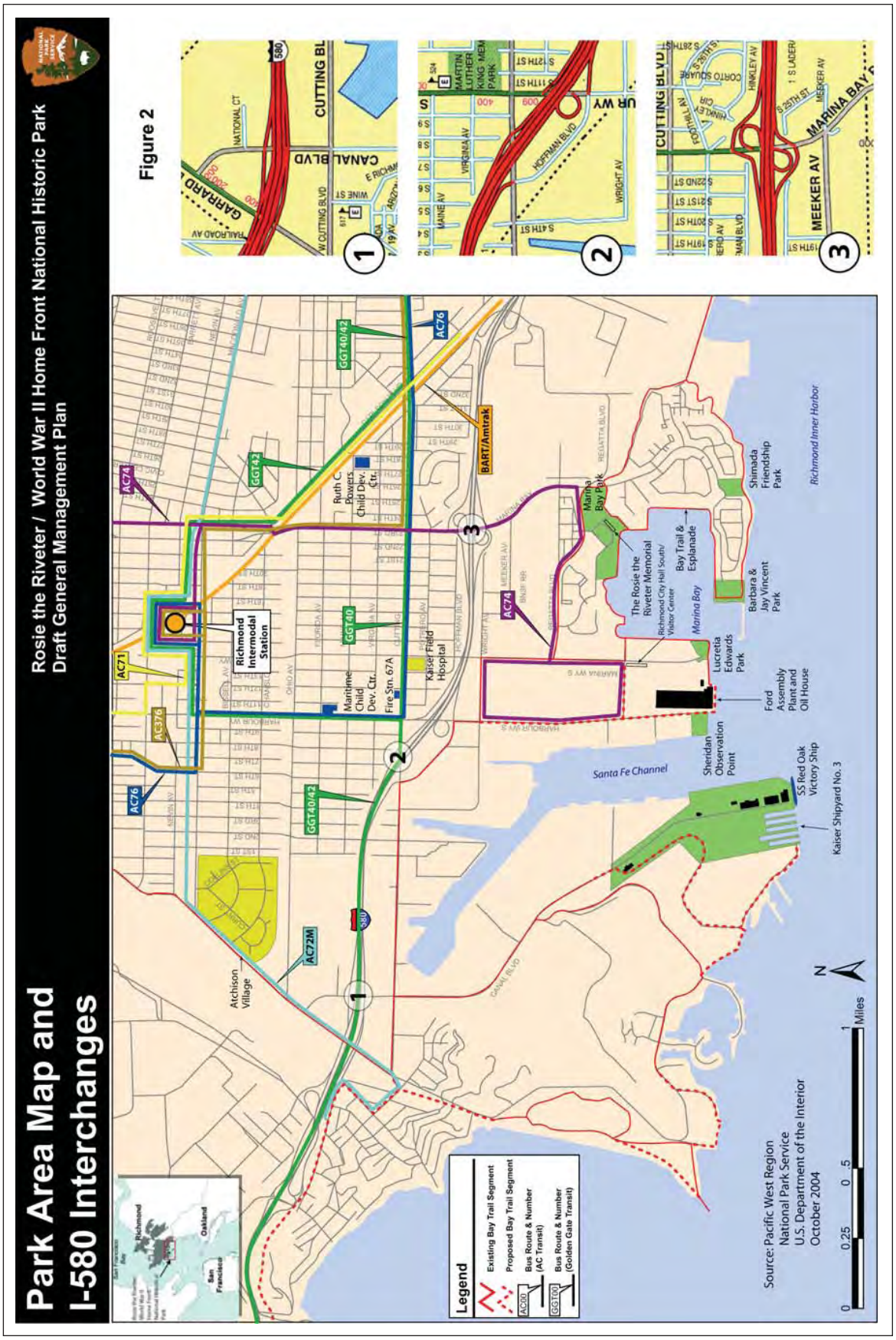
During that same traffic study, peak hour volumes were counted for intersections along Harbour Way South from Hall Avenue to Cutting Boulevard. During the morning peak hour, Harbour Way traffic volume was 148 vehicles per hour north of Hall Avenue, 329 vehicles per hour north of Wright Avenue, and almost 1,200 vehicles per hour north of Cutting Boulevard. During the evening peak hour, Harbour Way traffic volume was 149 vehicles per hour north of Hall Avenue, 306 vehicles per hour north of Wright Avenue, and almost 1,100 vehicles per hour north of Cutting Boulevard.

Marina Way South is a four-lane arterial street with north-south orientation and no direct connections to I-580. Marina Way South provides access to the current park visitor center, located in the temporary Richmond City Hall South, and to Lucretia Edwards Park, located at the southern terminus of Marina Way South. North of I-580, the Kaiser Permanente Field Hospital is located along the west side of Marina Way South, between Potrero Avenue and Cutting Boulevard.

In 2004, traffic counts showed peak traffic on Marina Way South to be 218 vehicles per hour during the morning peak and 242 vehicles per hour during the evening peak.

Marina Bay Parkway and 23rd Street provides north-south access in the study area and full access ramps to and from I-580. South of I-580, the street is named Marina Bay Parkway and provides access to the Rosie the Riveter Memorial, Shimada Peace

Figure 2: Park Area Map and I-580 Interchange



Memorial Park, and Barbara and Jay Vincent Park. The February 2004 traffic study showed traffic volume on Marina Bay Parkway, north of Regatta Boulevard, to be 739 vehicles per hour during the morning peak and 793 vehicles per hour during the evening peak.

North of I-580, the street becomes 23rd Street. None of the national historical park sites are located directly on this street, but 23rd Street does provide an access route to the Ruth C. Powers Child Development Center located at 28th Street and Maine Avenue. The February 2004 traffic counts showed traffic volume on 23rd Street, south of Cutting Boulevard, to be 1,669 vehicles per hour during the morning peak and 1,940 vehicles per hour during the evening peak.

Regatta Boulevard is a four-lane, east-west arterial connecting Marina Way South and Marina Bay Parkway. Regatta continues east of Marina Bay Parkway and then jogs north to an interchange with I-580. The February 2004 traffic counts showed traffic volume on Regatta Boulevard, west of Marina Bay Parkway, to be 356 vehicles per hour during the morning peak and 312 vehicles per hour during the evening peak.

Cutting Boulevard is a four-lane, east-west arterial that connects I-80 and I-580 and provides ramp access to and from both freeways. For access to national historical park sites, Cutting Boulevard provides an important east-west connection for Canal Boulevard, Harbour Way, Marina Way, and 23rd Street/Marina Bay Parkway.

Two of the national historical park sites, Kaiser Permanente Field Hospital and Fire Station 67A, are located along Cutting Boulevard. The February 2004 traffic counts showed traffic volume on Cutting Boulevard east of Harbour Way to be 844 vehicles per hour during the morning peak and 848 vehicles per hour during the evening peak.

Canal Boulevard is a four-lane thoroughfare extending from Garrard Boulevard through an interchange with I-580, then continuing south/southeast to the gate of the Port of Richmond and Shipyard No. 3.

The most recent traffic counts available for Canal Boulevard were peak hour counts conducted in 2004 for the Northbay Business Park Development Project. The2004 Northbay traffic count showed peak hour traffic volume on Canal south of Cutting Boulevard to be 350 vehicles per hour during the morning peak and 340 vehicles per hour in the evening peak. For Canal north of I-580, the Northbay traffic study documented 1,130 vehicles per hour in the morning peak and 1,050 vehicles per hour in the evening peak. (City of Richmond, Planning Department, 2004)

Garrard Boulevard provides a diagonal connection in a northeasterly direction from Cutting Boulevard to the intersection with Canal Boulevard and then continuing north to Macdonald Avenue. The roadway is a four-lane arterial and is generally parallel to a railroad-switching yard located along the western edge of Garrard.

Macdonald Avenue is an east-west arterial extending from Garrard Boulevard on the west, through downtown Richmond, and connecting to I-80 east of the study area. From Garrard Boulevard to 6th Street, Macdonald Avenue is four lanes wide, with two lanes in each direction. East of 6th Street, the road is two lanes wide, with one lane in each direction and a landscaped median. East of 16th Street, the road transitions back to four lanes. The most recent traffic volumes available for Macdonald Avenue were 2002 counts from the City of Richmond. The 2002 counts showed 5,300 vehicles per day on Macdonald between Garrard and 6th Street and 15,000 vehicles per day between 8th Street and Harbour Way.

TRAFFIC ANALYSIS METHODOLOGY

The capacity of urban roadway networks is generally determined by traffic operations at intersections rather than operations along roadway segments. Standard practices have been established for transportation planning applications to evaluate the traffic operating conditions at intersections by using level of service (LOS) applications. Level of Service is a qualitative assessment of traffic conditions, and its rating generally reflects travel time and speed, freedom to maneuver, traffic interruptions, comfort, and convenience. Level of Service “A” represents free flow conditions, while Level of Service “F”

indicates excessive delays and long queues.

The City of Richmond has adopted policies stating that transportation evaluations of this type shall comply with requirements of the Contra Costa Transportation Authority (CCTA) for traffic studies. The Contra Costa Transportation Authority methodology requires Level of Service computations that are based on the intersection's volume-to-capacity (V/C) ratio; these Level of Service ranges are shown in table 14.

• Existing Levels of Service

Recent traffic studies conducted for proposed projects in the Richmond area were reviewed in order to determine existing traffic conditions at intersections that would potentially be used by visitors to Rosie the Riveter/World War II Home Front National Historical Park. Table 14 summarizes the existing Level of Service for selected intersections based on a traffic study done for the Ford Assembly Building Reuse Project and a study done for the 10-B Nevin Redevelopment Plan Amendment. As can be seen in Table 15, the majority of intersections are operating at Level of Service "A."

Table 14: Definitions of Levels of Service for Signalized Intersections

Level of Service	Expected Delay	Range of Volume-to-Capacity Ratio (V/C)
A	Little or no delay	Less than 0.60
B	Short traffic delays	0.61 - 0.70
C	Average traffic delays	0.71 - 0.80
D	Long traffic delays	0.81 - 0.90
E	Very long traffic delays	0.91 - 1.00
F	Extreme delays potentially affecting other traffic movements in the intersection	Greater than 1.00

Source: Contra Costa Transportation Authority, *Technical Procedures,* August 1992.

Table 15: Existing Intersection Levels of Service

INTERSECTION/ (SOURCE REFERENCE)	MORNING PEAK HOUR		EVENING PEAK HOUR	
	Volume/ Capacity	Level of Service	Volume/ Capacity	Level of Service
Canal Boulevard and Cutting Boulevard / (a)	0.20	A	0.14	A
Canal Boulevard and I-580 EB ramps / (a)	0.23	A	0.25	A
Canal Boulevard and I-580 WB ramp / (a)	0.54	A	0.22	A
Garrard Boulevard and Macdonald Avenue / (a)	0.37	A	0.65	A
Harbour Way and Macdonald Avenue / (a)	0.39	A	0.72	C
Cutting Boulevard and I-580 WB off-ramp / (b)	0.26	A	0.15	A
Cutting Boulevard and Harbour Way / (b)	0.56	A	0.55	A
Marina Bay Parkway and I-580 EB ramps / (b)	0.42	A	0.31	A
Marina Bay Parkway and I-580 WB ramps / (b)	0.34	A	0.35	A
23rd Street and Cutting Boulevard / (b)	0.59	A	0.67	B
Marina Bay Parkway and Regatta Boulevard / (b)	0.22	A	0.20	A

Source:
(a) Table 6.3, *Draft EIR, 10-B Nevin Redevelopment Plan Amendment,* City of Richmond Redevelopment Agency, April 22, 2005.
(b) Table T-2, *Ford Assembly Building, Reuse Project, Mitigated Negative Declaration.* City of Richmond, June 2004.

PUBLIC TRANSIT

The City of Richmond has a variety of public transportation options with bus service provided by Alameda-Contra Costa County (AC) Transit and Golden Gate Transit, and rail service provided by the Bay Area Rapid Transit (BART) District and Amtrak. The Richmond Intermodal Station, which is located approximately 1 mile north of I-580 and within 2 miles of most national historical park sites, provides access to each of these providers. The intermodal station is located just north of Macdonald Avenue between Marina Way and 19th Street. Originally surrounded by parking lots and vacant city-owned land, the station is now the heart of a high-density, mixed-use development.

The station serves six AC Transit routes (70, 71, 72M, 74, 76, and 376), Golden Gate Transit Route 42, the BART orange and red lines, and the Amtrak Capitol Corridor and San Joaquin routes. The AC Transit routes provide local bus service within Alameda and Contra Costa counties. Golden Gate Transit provides regional bus service in San Francisco, Marin, and Sonoma counties. BART connections provide access to San Francisco and the East Bay Area, while Amtrak provides long-distance rail service to Sacramento, Fresno, Stockton, and Bakersfield.

While public transit serves some of the national historical park sites, there is no public transit service that provides easy and convenient public access to most park sites. A visit to several sites would require walking distances of up to a half mile and transferring between bus routes.

• Alameda-Contra Costa County Transit

The Alameda-Contra Costa County Transit District, known as AC Transit, provides local bus service in Alameda and Contra Costa counties. Several AC Transit routes serve sites within the park, and six routes are accessible from the Richmond Intermodal Station (see figure 2). Route 74 is the only local bus route serving sites south of I-580. The route is run every half-hour and passes Marina Bay Park (the site of the Rosie the Riveter Memorial) and the visitor center at the temporary Richmond City Hall South. Other sites within walking distance (approximately one-quarter mile) of this transit route include Sheridan Observation Point Park, the Ford Assembly Building, and Lucretia Edwards Park. North of I-580, the Ruth C. Powers Child Development Center is within walking distance of the route, as well.

Route 76 passes the Maritime Child Development Center, Fire Station 67A, and the Kaiser Permanente Field Hospital; it also passes within two blocks of the Ruth C. Powers Child Development Center. This route intersects Route 74 at the intersection of 23rd Street and Cutting Boulevard. It runs every half hour on weekdays and every hour on weekends. Route 72M passes by Atchison Village, and runs approximately every half hour. Routes 71 and 376 pass within one or two blocks of the Ruth C. Powers Child Development Center. Route 71 provides service every half hour on weekdays and every hour on weekends. No public transportation routes serve the SS *Red Oak Victory*, Richmond Shipyard No. 3, or the Shimada Peace Memorial and Barbara and Jay Vincent parks.

• Golden Gate Transit

Golden Gate Transit provides bus service along the Golden Gate corridor in San Francisco and in Marin and Sonoma counties. Routes 40 and 42 provide service over the Richmond/San Rafael Bridge between Marin County and the City of Richmond. Both routes follow I-580 over the bridge to Cutting Boulevard. Route 40 continues east on Cutting, passing by Fire Station 67A and the Kaiser Permanente Field Hospital, and passing within two blocks of the Ruth C. Powers Child Development Center. Route 42 turns north on Harbour Way, passing by the Maritime Child Development Center on its way to the Richmond Intermodal Station. Then Route 42 joins back with Route 40 at the intersection of Carlson Avenue and Cutting Boulevard, passing by the Ruth C. Powers Child Development Center along the way.

Route 40 provides service approximately every hour on weekdays during peak hours. Route 42 provides service throughout the day on weekdays and weekends. Route 42 runs every half hour on weekdays until approximately 8:00 p.m. After that time, and on weekends, service runs every hour.

• BART – Bay Area Rapid Transit

Bay Area Rapid Transit (BART) is the commuter rail line serving the Bay Area. The Richmond Intermodal Station is the northernmost stop on the BART

orange and red lines, which provide service from Richmond to Fremont and from Richmond to Millbrae/San Francisco International Airport respectively. BART provides frequent service to the station. On weekdays, the orange line trains run every 15 minutes between 4:00 a.m. and 7:00 p.m., and every 20 minutes between 7:00 p.m. and midnight. On weekdays, the red line trains run every 15 minutes between 5:00 a.m. and 6:30 p.m. On weekends, the orange line trains run every 20 minutes between 6:00 a.m. and midnight on Saturdays and between 8:00 a.m. and midnight on Sundays. On Saturdays, the red line trains run every 20 minutes between 9:00 a.m. and 7:00 p.m. There is no service on the red line on Sundays.

• Amtrak

The State of California provides funding for three long-distance Amtrak rail routes in the state. Two of these, the San Joaquin and Capitol routes, run through Richmond and stop at the Richmond Intermodal Station. The San Joaquin route, operated by Caltrans, runs north-south in central California, connecting Bakersfield, Fresno, Stockton, and Sacramento; a spur line on the route connects to the Bay Area. The line operates four round trips between the Bay Area and Bakersfield.

The Capitol Corridor route, operated by the Capitol Corridor Joint Powers Board (CCJPB) runs east-west in central California, connecting the Bay Area with Sacramento. The Capitol Corridor line operates 12 round trips between the Bay Area and Sacramento (Amtrak California).

• Tour Buses

There are currently no formal bus tour operations providing access to or tours of the national historical park. Private tour bus companies may be stopping in the park, but no records have been maintained of these visits.

• Commercial Marine Activities

Richmond maintains a deepwater shipping port. The U.S. Army Corps of Engineers documents annual statistics on waterborne commerce for the United States; vessel visits to Richmond Harbor are one of the reported statistics. The numbers shown in table 16 are the reported inbound vessels to Richmond Harbor; the outbound numbers are essentially the same.

• Other Railroads

There are national and local railroad lines that are located near many of the park sites. These active railroad lines can disrupt traffic flow when in use. The Union Pacific (UP) system includes former Southern Pacific and Western Pacific lines and facilities. The Burlington North Santa Fe (BNSF) system includes former Santa Fe lines and facilities. The main lines of the UP from Martinez and Stockton are routed through Richmond, as well.

Richmond is also the western terminus of the BNSF system; BNSF has two intermodal terminals in the area, both of which handle domestic traffic.

Richmond Pacific (formerly Parr Terminal) provides local switching service in the area. Richmond Pacific provides rail connections to the Levin-Richmond Terminal Corporation (or Port of Richmond's Terminal No. 9), located on Wright Avenue. The rail lines serving the Richmond area cross many of the city streets with at-grade crossings, as shown in figure 3, and trains using the at-grade crossings can block street traffic for lengthy periods.

In general, trains operated by the Levin-Richmond Terminal are short (less than 13 cars) and run on a varying schedule from 6 a.m. to 10 p.m. The BNSF has a minimum of two trains and a maximum of eight trains per day that use the rail lines in this area; these trains are up to 7,000 feet in length. Table 17 summarizes the at-grade crossings on access routes to the national historical park sites.

The City of Richmond currently has a study underway that is analyzing the feasibility of a grade-separated vehicular crossing for the BNSF route south of I-580. Both the Marina Bay Parkway and Harbour Way South at-grade crossings are being studied as alternative locations for construction of the grade-separated vehicular crossing.

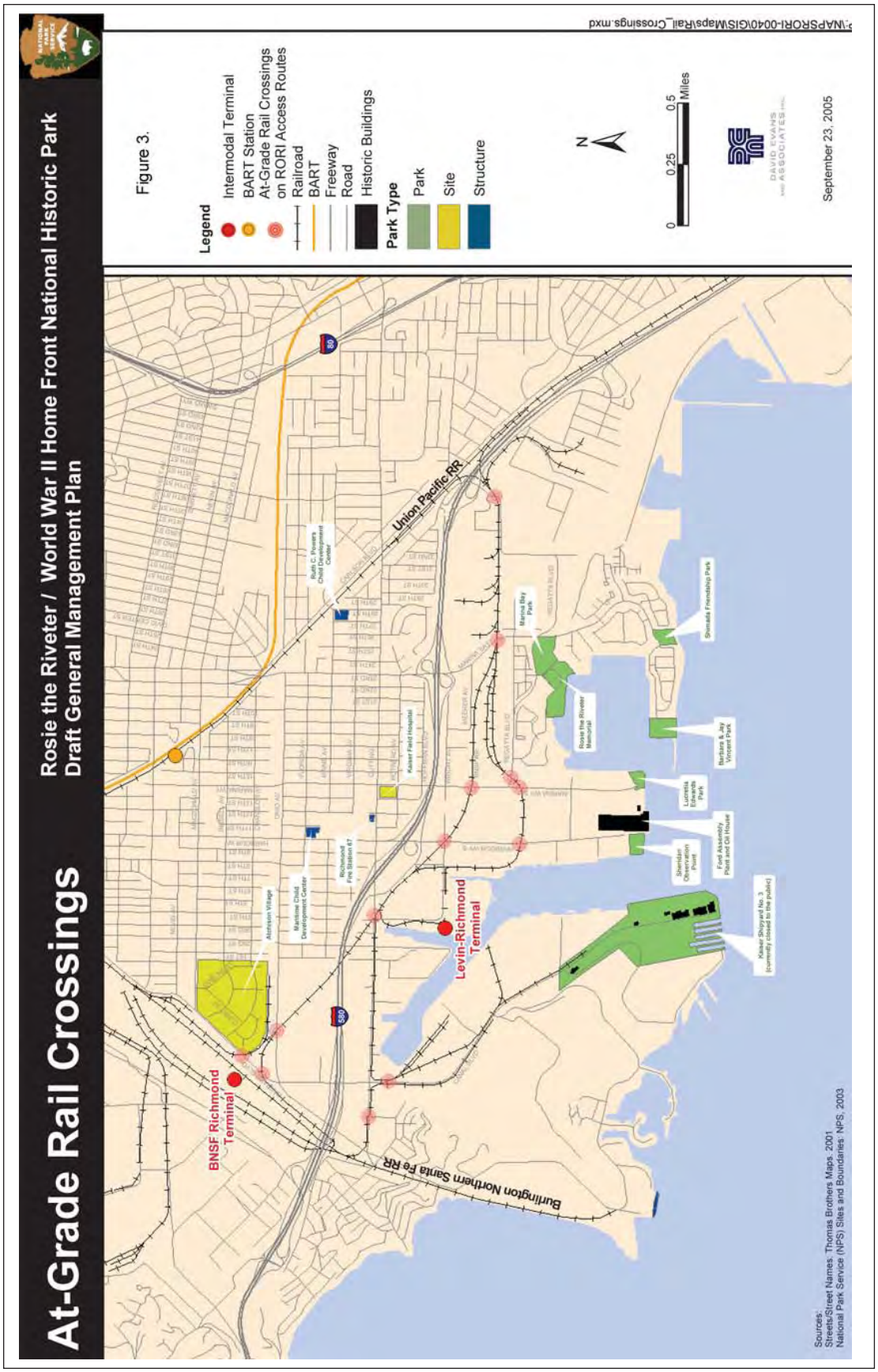
Table 16: Vessel Traffic to Richmond Harbor (2003)

TYPE OF VESSEL	NUMBER OF VESSEL VISITS (Inbound)
Passenger and Dry Cargo (Self propelled)	58
Tanker (Self propelled)	378
Tow or Tug (Self propelled)	3,586
Dry Cargo (Barge)	390
Tanker (Barge)	1,395
Total	**5,807**

Table 17: At-Grade Rail Crossings

AT-GRADE CROSSINGS	ACCESS TO PARK	SITES ISSUES
Marina Bay Parkway, north of Regatta Boulevard	Rosie the Riveter Memorial, Shimada Friendship Park, and Barbara & Jay Vincent Park	Long BNSF trains can block the crossing for up to10 minutes
Marina Way South, south of Wright Avenue (two crossings)	Lucretia Edwards Park and east side of Ford Building	Northern crossing can be blocked by long BNSF trains for up to 10 minutes. Southern crossing mainly used by shorter Richmond Pacific trains.
Regatta Boulevard, east of Marina Way South	Trips between Ford Building and parks along Marina Bay Parkway	Crossing mainly used by shorter Richmond Pacific trains.
Harbour Way South – Two crossings: Wright Avenue intersection and south of Wright	West side of Ford Assembly Building and Sheridan Observation Point Park	Northern crossing at Wright Avenue can be blocked by long BNSF trains for up to 10 minutes. Southern crossing mainly used by shorter Richmond Pacific trains.
Cutting Boulevard, west of I-580 ramp	Trips between Ford Assembly Building and Shipyard	Long BNSF trains can block the crossing for up to 10 minutes.
Canal Boulevard, south of Cutting	Shipyard	Most trains are for shorter for transferring freight to port terminals
Garrard Boulevard, between Ohio and Macdonald (two crossings)	Atchison Village	Long BNSF trains can block the crossings for up to 10 minutes.

Figure 3: At-Grade Railroad Crossings



• Bicycle and Pedestrian Facilities

The primary bicycle and pedestrian facility accessing the park is the San Francisco Bay Trail (Bay Trail), which runs through or near a majority of the shoreline park sites. Richmond has 20 miles of completed Bay Trail.

This pedestrian and bicycle route provides access to a number of park sites, including Shimada Peace Memorial Park, Barbara and Jay Vincent Park, the Rosie the Riveter Memorial, the visitor center at the temporary Richmond City Hall South, Lucretia Edwards Park, the Ford Assembly Building, and Atchison Village. Planned extensions of the trail will access Sheridan Observation Point Park and Shipyard No. 3.

The four parks currently on the trail, along with the nearby visitor center and Ford Assembly Building, are spaced from approximately .25 mile to .5 mile apart on the trail. While the four-mile round-trip distance is too long for an easy walking tour of these sites, it is suitable for a bicycle tour.

The Bay Trail runs along Marina Way South north to Wright Avenue and on Harbour Way between Wright Avenue and Hoffman Boulevard. If a bicycle route were established along either Harbour Way or Marina Way South leading north across I-580, three additional park sites would be easily accessible by bicycle: the Maritime Child Development Center, Fire Station 67A, and Kaiser Permanente Field Hospital.

Sidewalks are provided on all public streets connecting the various park sites to one another, and they provide pedestrian access from parking lots and transit stops to most of the park sites.

• Parking

Parking is available at the majority of the national historical park sites. Formal parking lots are available at the Lucretia Edwards, Barbara and Jay Vincent, and Shimada Peace Memorial parks. Some of these lots experience high levels of use during the weekends when the open space parks experience high recreational use. Parking for other national historical park sites is available only as on-street spaces adjacent to the individual sites.

Figure 4 shows the existing available public parking lots at Sheridan Observation Point Park and Lucretia Edwards Park. These parking areas are located close to the Ford Assembly Building. No formal studies of parking occupancy have been done, but existing levels of use appear to be low.

Figure 5 shows the existing public parking lot adjacent to the Rosie the Riveter Memorial in Marina Bay Park. Marina Bay Park is a fairly active park, and the parking lot also serves the boat slips of the Marina Bay Yacht Harbor that are located close to the park. No formal studies of parking occupancy have been done, but this parking lot currently has higher levels of use than the public lots at Sheridan Observation Point Park and Lucretia Edwards Park.

Figure 6 shows the existing public parking lots for the Shimada Peace Memorial Park and the Barbara & Jay Vincent Park. Both of these parking lots jointly serve park users and visitors to the national historical park sites. Existing use levels are fairly high, particularly on the weekends.

As shown in figure 7, parking for the Ruth C. Powers Child Development Center is currently available only at on-street locations with parallel parking along Maine Avenue, 27th Street, and 28th Street. Existing use levels appear to be low.

Figure 8 shows existing parking available for the Kaiser Permanente Field Hospital and the Richmond Fire Station. For Kaiser Permanente Field Hospital, parking is available on the street with parallel parking along Cutting Boulevard, 13th Street, and Potrero Avenue, and in an area with angle parking along southbound Marina Way. For Fire Station 67A, on-street spaces are available along Cutting Boulevard and 12th Street. Existing use levels appear to be low.

Atchison Village is located south of Macdonald Avenue between Garrard Boulevard and 1st Street. Atchison Village remains an active, residential area, and motor vehicle access to Atchison Village has been closed at two of the three streets connecting to the surrounding neighborhoods. Public access to the area is mainly feasible from Macdonald Avenue, and on-street parking is available on Macdonald from Garrard to 1st Street.

Figure 4: Sheridan Observation Point / Lucretia Edwards Park

Figure 5: Existing Parking for Rosie the Riveter Memorial at Marina Bay Park

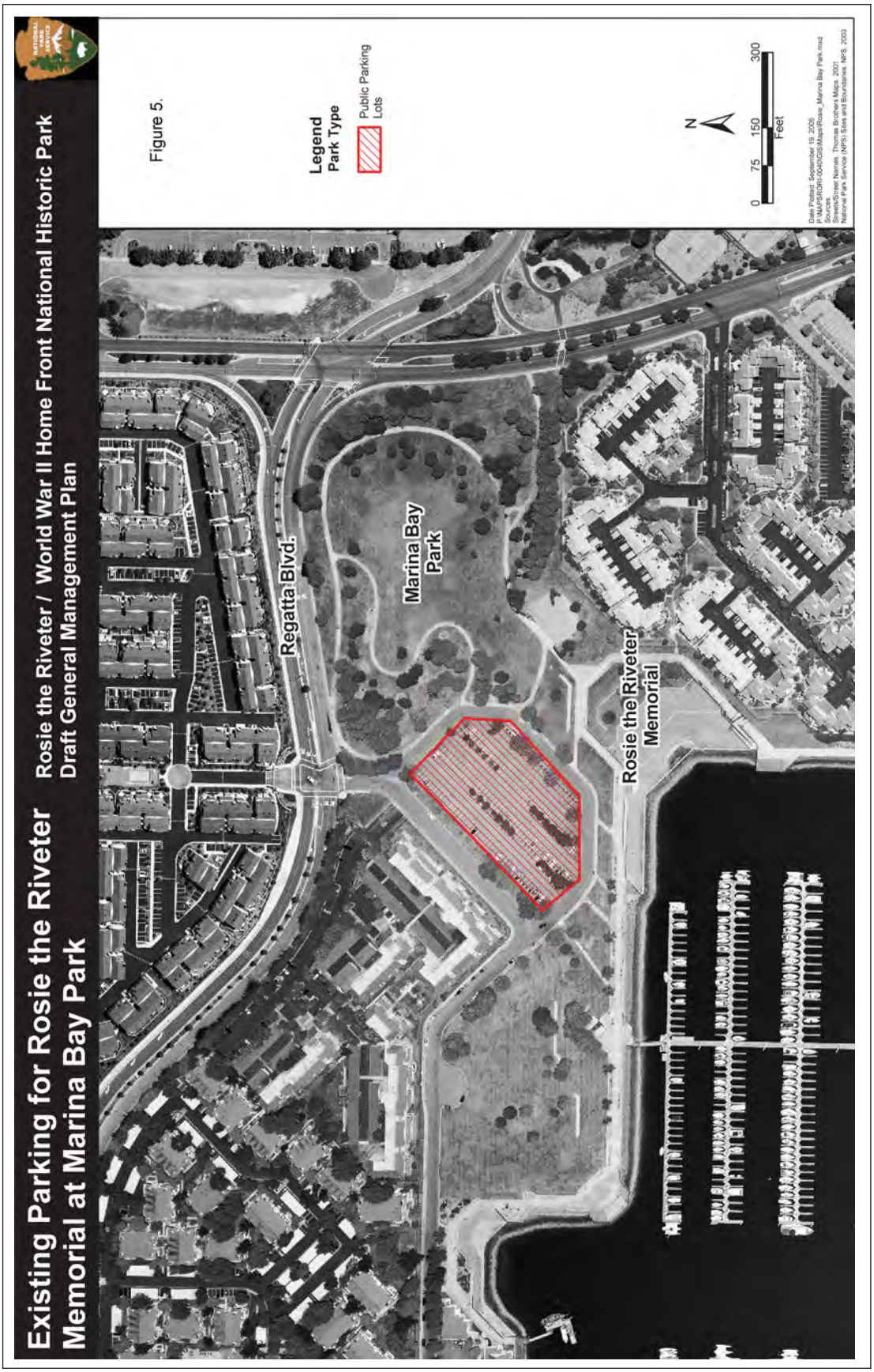
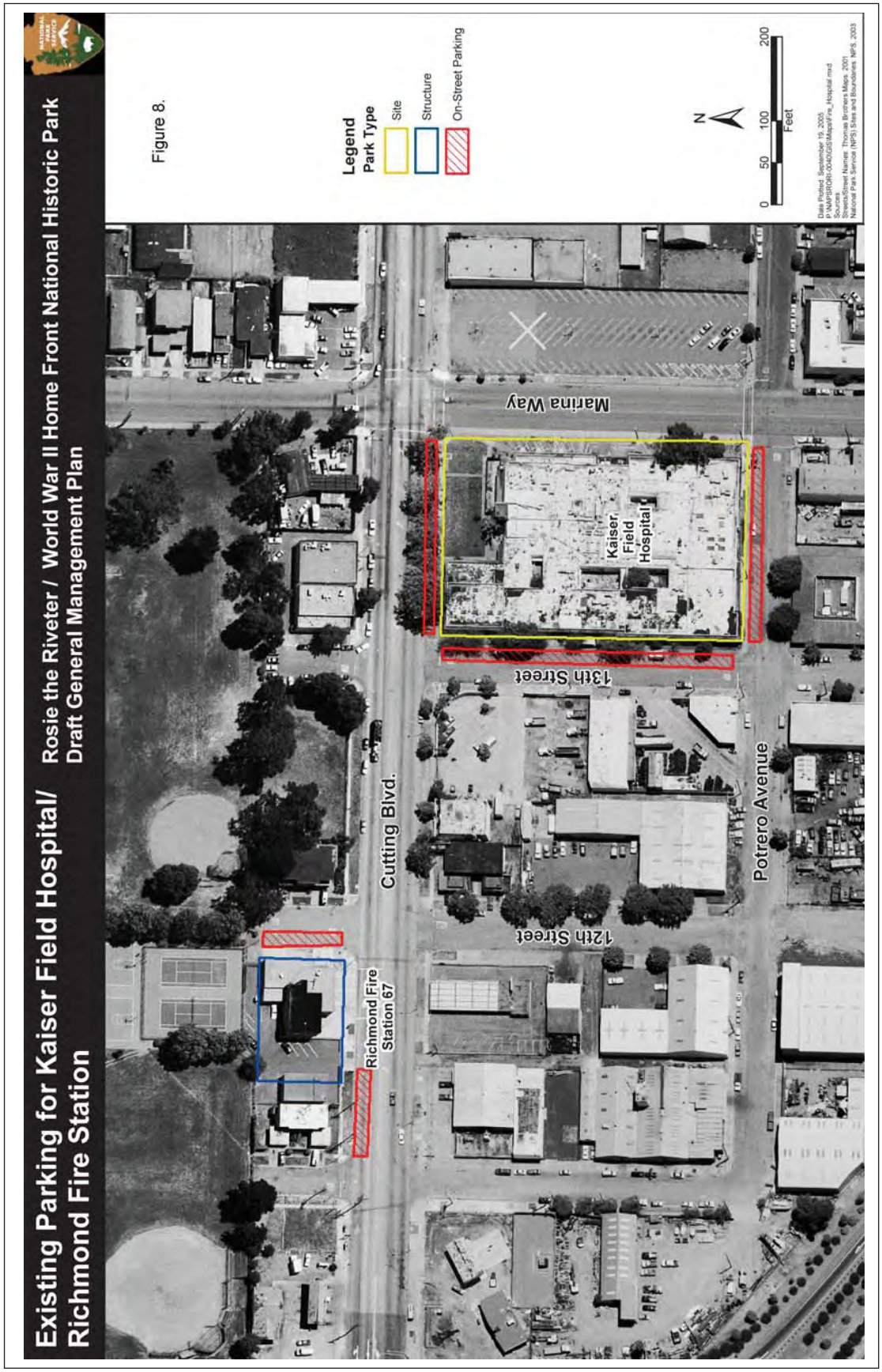


Figure 6: Existing Parking for Barbara & Jay Vincent Park / Shimada Friendship Park

Figure 7: Existing Parking for Ruth C. Powers Child Development Center

Figure 8: Existing Parking for Kaiser Permanente Hospital



TRANSPORTATION IMPROVEMENT PROGRAM

The Transportation Improvement Program is a comprehensive listing of all Bay Area transportation projects that receive federal funds or that are subject to a federally required action. The Transportation Improvement Program sets forth the Metropolitan Transportation Commission's investment priorities for transit and transit-related improvements; highways and roadways; public transit; and other surface transportation improvements in the nine-county San Francisco Bay Area. Every two years the Metropolitan Transportation Commission (MTC) prepares and adopts the Transportation Improvement Program.

By law, the Transportation Improvement Program must cover at least a three-year period and contain a priority list of projects grouped by year. Further, the Transportation Improvement Program must be financially constrained by year (meaning that the amount of dollars programmed must not exceed the amount of dollars estimated to be available). The Metropolitan Transportation Commission adopted the 2005 Transportation Improvement Program in July 2004, and it covers programming for fiscal years 2004-05 through 2006-07.

Projects in Contra Costa County that are included in the adopted 2005 Transportation Improvement Program and which could serve the transportation system in the area of the national historical park are provided in table 18.

MEASURE "J," CONTRA COSTA COUNTY

In November 2004, voters in Contra Costa County approved the passage of "Measure J," a continuation of the county's half-cent transportation sales tax for 25 more years. The expenditure plan for Measure J includes potential funding for ferry service from Richmond to San Francisco; the proposed ferry project could directly benefit transportation services for Rosie the Riveter/World War II Home Front National Historical Park.

Other projects in the Measure J expenditure plan that may have indirect benefits for Rosie the Riveter/World War II Home Front National Historical Park include the following:

- upgrade the Richmond Parkway, including potential intersection and interchange upgrades
- BART parking, access, and other improvements
- local streets maintenance and Improvements
- pedestrian, bicycle and trail facilities
- additional bus service enhancements for West County

Table 18: Transportation Improvement Program in Contra Costa County within the area of Rosie the Riveter/World War II Home Front National Historical Park

Projects	Sponsor	Status
Local Street Projects		
Richmond Greenway and Bikeway - Phase I	Richmond	Active
North Richmond Main Street Project	Richmond	Active
Dornan Dr/Garrard Blvd Tunnel	Richmond	Active
Richmond Parkway Bay Trail - Phase I	Richmond	Active
Carlson Boulevard Rehabilitation	Richmond	Proposed
Transit Projects		
Richmond Intermodal Station - Phase III	WCCTAC	Active
Richmond Parkway Transit Center Parking	Richmond	Active
Richmond BART Parking Structure	BART	Active
Red Oak Victory Ship Restoration - Phases 1 & II	Richmond	Active
Richmond Intermodal Station Facilities - Phase III	Richmond	Proposed
Pedestrian and Bicycle		
Richmond Transit Village Transit and Pedestrian Improvement	BART	Active

Transportation By Water

CURRENT WATER TRANSIT SERVICE IN THE BAY AREA

The city of San Francisco serves as the terminus for all existing ferry routes in the San Francisco Bay Area with terminals at Pier 41/43 (Fisherman's Wharf) and the San Francisco Ferry Terminal (see appendix E, table 9 for details).

Sixty percent of the total annual riders, four million passengers, are commuters moving between communities in East Bay or Marin County to the employment centers of San Francisco. The remaining 40% of riders, or three million passengers, use ferries for recreational purposes, traveling primarily to Alcatraz or Angel Island (see table 19).

Currently there are six commuter-based water-transit services throughout the Bay Area:

- Oakland-Alameda-San Francisco
- Harbor Bay-San Francisco
- Vallejo-San Francisco
- Sausalito-San Francisco
- Larkspur-San Francisco
- Tiburon-San Francisco

Table 19: Bay Area Annual Ferry Ridership Trends

YEAR	COMMUTERS	RECREATION RIDERS	TOTAL Recreation Riders and Commuters
1989	2,339,496	N/A	2,339,496
1990	2,607,857	N/A	2,607,857
1991	2,594,347	N/A	2,594,347
1992	2,697,977	N/A	2,697,977
1993	2,737,535	N/A	2,737,535
1994	2,681,422	2,700,000	5,381,422
1995	2,609,163	2,700,000	5,309,163
1996	2,912,487	2,700,000	5,612,487
1997	3,104,405	2,780,000	5,884,405
1998	3,541,422	2,975,800	6,517,222
1999	3,559,222	2,970,200	6,529,422
2000	3,972,216	3,026,000	6,998,216
2001	4,027,712	2,907,678	6,933,712
2002	3,666,091	N/A	3,666,091
2003	3,452,923	N/A	3,452,923
2004	3,448,928	N/A	3,448,928
2005	3,326,869	N/A	3,326,869

Source: San Francisco Bay Area Water Transit Authority.

FUTURE WATER TRANSIT IN THE BAY AREA

The San Francisco Bay Area Water Transit Authority is a regional agency authorized by the State of California to operate a comprehensive San Francisco Bay Area public water transit system. The Water Transit Authority's goal over the next twenty years is to develop a reliable, convenient, flexible, and cost-effective water-transit system that will help reduce vehicle congestion and pollution in the Bay Area. In 2003 the Water Transit Authority's ferry transit plan was approved by state statute and if implemented, estimates suggest that ridership could grow to approximately 12 million riders annually by 2025.

The primary objectives of the San Francisco Bay Area Water Transit Authority planning efforts include establishing new ferry routes and improving service on the existing ferry systems.

Potential new routes that the Water Transit Authority is considering include the following:

- Berkeley-San Francisco-Mission Bay
- **Richmond-San Francisco**
- Treasure Island-San Francisco
- Antioch/Pittsburgh-Martinez-San Francisco
- Hercules/Rodeo-San Francisco
- South San Francisco-San Francisco
- Redwood City-San Francisco
- Port Sonoma-San Francisco (further study)
- East Bay-Peninsula (further study)
- Hunters Point (further study)

In addition, Water Transit Authority goals include

- ♦ placing in service 31 new passenger ferries over the next ten years
- ♦ acquiring clean emission vessels
- ♦ developing convenient landside connections to terminals
- ♦ expanding facilities at the San Francisco Ferry Building
- ♦ constructing two spare vessels
- ♦ partnering with Redwood City, Treasure Island, Antioch, Martinez, Hercules and Moffett Field to continue planning their respective waterfronts
- ♦ pursuing funding from federal and local sources

REGIONAL EFFORTS TO FUND WATER TRANSIT

In 1999, the San Francisco Bay Area Water Transit Authority was created by the California Legislature to produce a10-year plan for ferries and landside connections in the Bay Area. In August 2003, the state of California approved the Water Transit Authority's plan to operate a comprehensive regional ferry system in the San Francisco Bay Area. The primary funding mechanism to implement that plan is a sales tax approved by Bay Area voters in March 2004. Referred to as Regional Measure 2 (RM2), the sales tax raised the toll on the seven bridges in the San Francisco Bay Area by $1.00. Passage of RM2 secures money for ferry projects along with more than 30 other transportation projects around the region. The tax will help fund new capital for ferry routes between San Francisco, Berkeley, and South San Francisco. In addition, RM2 will be used to acquire more ferries for the existing Alameda/ Oakland line, subsidize operations for the Vallejo route, and add more berths at San Francisco's Downtown Ferry Terminal to accommodate the expected growth in ferry traffic. Up to $1 million in funding for planning will also be made available to study the viability of new service between Richmond and San Francisco.

Although money from RM2 is a major windfall for water -based transportation in the Bay Area, it does not fund the entire Water Transit Authority ferry plan. Therefore, the Water Transit Authority is working with San Mateo and Contra Costa counties to secure additional funds. On a national level the Water Transit Authority is working with other ferry systems to increase the Federal Ferry Boat Discretionary Fund. Senator Patty Murray (D-WA) and California Senators Feinstein and Boxer led an amendment approved by the U.S. Senate to increase the Federal Ferry Boat Discretionary Program from $38 million to $125 million per year in the Transportation Reauthorization Bill.

LOCAL EFFORTS TO FUND WATER TRANSIT

The San Francisco Bay Area Water Transit Authority has recommended upgrading old boats to a faster, more competitive boat for the Richmond ferry

service as well as developing an integrated marketing campaign and convenient landside connection to the Richmond Port. In support of this plan, the Richmond City Council passed a resolution in 2004 requesting that a portion of the Contra Costa County Transportation Authority sales tax reauthorization be reserved for Richmond ferries. Referred to as "Measure J," the measure was approved by voters in November 2004 by a two-thirds margin and extends the current half-cent sales tax for 25 years. Of the estimated $2 billion raised through the sales tax, the package includes $45 million for ferry service in Contra Costa County and includes language that would allow funding for the Richmond Parkway ($16 million) to be re-allocated to a ferry in the future if the City of Richmond requests it. Money earmarked for ferry service could go to either the City of Richmond or City of Hercules proposed service.

For a number of years, Contra Costa County residents have been pushing local authorities to provide new ferry service from Richmond, Hercules, Martinez, and Antioch. In response, a group of prominent county policy makers has formed a group, Water Transit Advocates for Contra Costa County, in an effort to increase regional support for ferries and to identify multiple funding sources. The cities of Richmond and Hercules expect to include $57 million for ferries in the Contra Costa sales tax expenditure plan and the City of Martinez expects to set aside approximately $8.5 million for ferries from the same source.

WATER TRANSIT FACILITIES IN RICHMOND

The 1999-2000 ferry service between Richmond and San Francisco docked at the Richmond Ferry Terminal at Sheridan Observation Point Park. The Ferry Terminal, adjacent to the Ford Assembly Building, consisted of little more than an open air shelter for waiting passengers and approximately 200 automobile parking spaces. For future high-quality ferry service to be a success in Richmond, city officials and the Water Transit Authority believe a new terminal must be constructed. Some funds for terminal construction are budgeted within the Contra Costa County Measure J sales tax but not enough to cover the $6 million the Water Transit Authority estimates would be necessary for a new terminal at Marina Bay in Richmond.

The potential to develop water transit access to the Rosie the Riveter/World War II Home Front National Historical Park could result in easy, affordable, and enjoyable visitor access to the park while serving regional transportation goals and supporting the residents of Richmond, California.

With over seven million ferry passengers annually, the San Francisco Bay Area ranks as the third largest market in the United States for water transit, and continues its long history of moving its population via ferries. Ferry ridership in the San Francisco Bay Area has grown steadily over the past 20 years and has experienced growth of approximately 1.5 million riders annually since 1994. While this ridership is significant enough to influence regional transportation trends, current ridership is still far less than historic numbers in the Bay Area which approached 50 million riders annually prior to the opening of the Bay Bridge in 1936. The fact that San Francisco's population in the 1930s was only a quarter of what it was in 2004 highlights the fact that the region's population has moved away from water transit over the years in favor of the automobile.

Among San Francisco Bay Area communities, the city of Richmond, California presents a unique mix of development, economic, and water transportation opportunities. Less than eight nautical miles north of San Francisco, Richmond is located at the western extreme of Contra Costa County, on a cape separating central San Francisco Bay and San Pablo Bay. While construction of bridges and development of mass transit systems such as Bay Area Rapid Transit (BART) have reduced the use of water transit over the years, ferry service has been established in Richmond several times in the past. The 1998 Loma Prieta Earthquake presented a crucial need for ferry service while the San Francisco-Oakland Bay Bridge was under repair, leading to several start-ups in the East Bay. Richmond was among the cities served by emergency ferry services following that earthquake and experienced up to 993 riders per day during the short operation of those services. However, with the restoration of the Bay Bridge, ridership and the viability of the Richmond ferry service quickly declined.

Between 1999 and 2000, ferry service to Richmond was provided once again by the Red & White Fleet, a San Francisco excursion and charter operator. That service used ferry terminals at Sheridan Observation Point Park in Richmond and the San Francisco Terminal Building. However, because fare revenue did not sufficiently cover operating costs, the operator was allowed to terminate the service under terms of the agreement with the City of Richmond.

According to the San Francisco Bay Area Water Transit Authority (Water Transit Authority), the Richmond waterfront is still ideally suited for future water transit to San Francisco and to outlying recreation venues. Based on its population, its development potential along the waterfront, and its location, Richmond has the potential to draw significant ridership in the future. The Water Transit Authority estimates that as many as 1,850 daily passengers would use a commuter ferry in year 2025. However, factors such as the redevelopment of the Ford Assembly Building, development of brownfields in the area, and development of the Rosie the Riveter/World War II Home Front National Historical Park may serve to increase those ridership estimates.

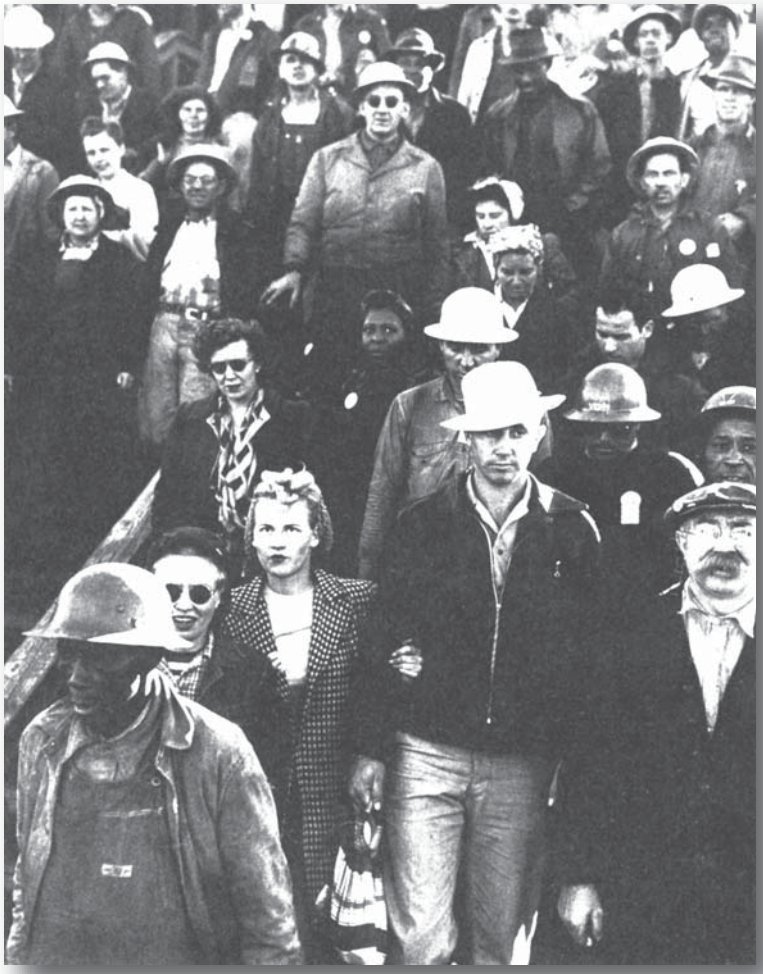
In 2001 the consulting firm Booz-Allen & Hamilton Inc. produced *An Assessment of the Business Case for Water Transit between Richmond and San Francisco* for the Richmond Redevelopment Agency. That study looked into the many factors which would potentially affect the development of new ferry service in Richmond. Taking those many factors into account, the study compared three different service scenarios ranging from 12 vessel trips per day to 80 trips per day. As presented in table 20, the ridership forecast for those service scenarios ranged from 500 riders per day to 3,500 riders per day.

Table 20: Potential Richmond, California Ferry Service Scenarios

ATTRIBUTE	LOW SCENARIO (MTC 1992 FERRY PLAN)	MID-RANGE SCENARIO	HIGH SCENARIO (WATER TRANSIT TASK FORCE)
Daily one-way vessel trips (both directions)	12	40	80
Number of vessels	1	2	5
Travel speed	25-35 knots	25-35 knots	25-35 knots
Travel time	25 minutes	25 minutes	25 minutes
Headways Peak period	60	30	15
Off peak	–	60	30
	500	**1400**	**3500**
Projected parking need	175	490	1200
Capital Costs = Vessels	$3.50 Million	$7.00 Million	$17.50 Million
+ Terminals/parking (surface)	$2.85 Million	$4.74 Million	$9.00 Million
= Total capital costs	$6.35 Million	$11.74 Million	$26.50 Million
Operating Costs = Annual operating cost	$1.02 Million	$2.04 Million	$5.11 Million
– Annual operating revenue	$0.53 Million	$1.26 Million	$3.15 Million
= Annual operating subsidy	$0.49 Million	$0.78 Million	$1.96 Million
20-year operating subsidy	$9.80 Million	$15.60 Million	$39.20 Million
Average one-way fare (including discounts)	$3.50	$3.00	$3.00
Projected farebox recovery *	51%	62%	62%

*Based on MTC ridership forecasts for the low and high service scenarios

Chapter 5 Environmental Consequences



Introduction

The National Environmental Policy Act (NEPA) requires that environmental documents discuss the environmental impacts of a proposed federal action and any adverse environmental effect that cannot be avoided if a proposed action is implemented. In this case the proposed federal action would be the adoption of a general management plan for Rosie the Riveter/World War II Home Front National Historical Park. The following portion of this document analyzes the environmental impacts of implementing the three alternatives on cultural resources (archeological resources, historic structures and buildings, cultural landscapes, and museum collections), visitor use and experience, the social and economic environment, and transportation. This analysis is the basis for comparing the beneficial and adverse effects of implementing the alternatives.

Because of the general, conceptual nature of the actions described in the alternatives, the impacts of these actions are analyzed in general qualitative terms. Thus, this environmental assessment should be considered a programmatic analysis. If and when site-specific development or other actions are proposed for implementation subsequent to this general management plan, appropriate detailed environmental and cultural compliance documentation will be prepared in accordance with the requirements of the National Environmental Policy Act and the National Historic Preservation Act.

This chapter begins with a description of the methods and assumptions used for each impact topic. Impact analysis discussions are organized by alternative and then by impact topic under each alternative. Each alternative discussion also describes cumulative impacts and presents a conclusion. The impacts of each NPS action alternative are briefly summarized in table 9 near the end of chapter 3.

Methods and Assumptions for Analyzing Impacts

The planning team based the impact analysis and the conclusions in this chapter largely on the review of existing literature and studies, information provided by experts in the National Park Service and other agencies, and national historical park staff insights and professional judgment. The team's method of analyzing impacts is further explained below.

Director's Order 12: *Conservation Planning, Environmental Impact Analysis, and Decision Making* (DO-12), presents an approach to identifying the duration (short- or long-term), type (adverse or beneficial), and intensity or magnitude (e.g., negligible, minor, moderate, or major) of the impact(s); that approach has been used in this document. Where duration is not noted in the impact analysis, it is considered to be long term. Direct and indirect effects caused by an action were considered in the analysis. Direct effects are caused by an action and occur at the same time and place as the action. Indirect effects are caused by the action and occur later in time or farther removed from the place, but still are reasonably foreseeable.

The impacts of the action alternatives describe the difference between implementing the no-action alternative and implementing the action alternatives. To understand a complete "picture" of the impacts of implementing any of the action alternatives, the reader must also take into consideration the impacts that would occur under the no-action alternative.

TERMS USED

• Type

Beneficial: A positive change in the condition or appearance of the resource or a change that moves the resource toward a desired condition.

Adverse: A change that moves the resource away from a desired condition or detracts from its appearance or condition.

Direct: An impact that is caused by an action and occurs at the same time and place.

Indirect: An impact that is caused by an action but is later in time or farther removed in distance, but still reasonably foreseeable.

• Context

Context is the setting within which an impact is analyzed.

Site-specific: The impact would affect particular project sites.

Local: The impact would affect resources in the immediate vicinity of the national historical park.

Regional: The impact would affect the City of Richmond and other localities, cities, or towns surrounding the national historical park.

• Duration

In general, the following definitions are used to describe duration. For some resources, duration may differ due to each resource's individual time for recovery.

Short-term impacts would be less than one year in duration.

Long-term impacts would extend beyond one year. Loss of items in the museum collections would have permanent impacts.

• Level of Intensity

Because the definitions of level of intensity (negligible, minor, moderate, or major) vary by impact topic, they are provided separately for each impact topic.

CUMULATIVE IMPACT ANALYSIS

The Council on Environmental Quality (CEQ) regulations that implement the National Environmental Policy Act (NEPA) require assessment of cumulative impacts in the decision-making process for federal projects. Cumulative impacts are defined as impacts which result when the impact of the proposed action is added to the impacts of other present and reasonably foreseeable future actions, regardless of what agency (federal or nonfederal) or person undertakes such other actions (40 CFR 1508.7). The following projects and management strategies were identified as contributing cumulative impacts:

- City of Richmond's *General Plan*
- Richmond's *Zoning Ordinance*
- *Ford Assembly Building Reuse Plan*
- Contra Costa County's *Shaping Our Future Vision*
- San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan and San Francisco Bay Area Seaport Plan*
- Association of Bay Area Governments' *Bay Trail Plan*
- shoreline development at Marina Bay and Brickyard Cove
- site development and use by owners of legislatively designated sites and historic structures in Rosie the Riveter/World War II National Historical Park

IMPAIRMENT OF ROSIE THE RIVETER/WORLD WAR II HOME FRONT NATIONAL HISTORICAL PARK RESOURCES

A fundamental purpose of the National Park Service is to conserve park resources and values. The statutory requirements direct that the National Park Service must leave park resources and values unimpaired, unless a particular law directly and specifically provides otherwise. The prohibited impairment is an impact that, in the professional judgment of the responsible National Park Service manager, would harm the integrity of park resources or values, including opportunities that would otherwise be present for the enjoyment of those resources and values. An impact would be likely to constitute impairment to the extent that it affects a resource or value whose conservation is

- necessary to fulfill specific purposes identified in establishing legislation or proclamation of the park

- key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park
- identified as a goal in the park's general management plan or other relevant planning documents

An impairment determination is provided for those cultural resources that are federally owned or directly administered by the National Park Service. Evaluation of impairment does not apply to park resources that are owned by other public or private entities.

SECTION 106 OF THE NATIONAL HISTORIC PRESERVATION ACT

The National Park Service would develop a programmatic agreement (PA) to guide the implementation of all federally funded, permitted, licensed, or approved actions associated with the selected alternative, to ensure that the National Park Service fulfills all of its obligations under section106 of the National Historic Preservation Act (36 CFR Part 800.14(b), *Programmatic Agreements*). The PA would be negotiated among the National Park Service, the Advisory Council on Historic Preservation, the California State Historic Preservation Officer, the City of Richmond, and any other interested federal, state, or local agencies and organizations. The PA would minimally stipulate that the National Park Service is committed to ensuring that NPS *Management Policies 2006* and *The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* are followed for any historic property affected by federally funded, permitted, licensed, or approved actions, as well as working appropriately with our partners to assist them in their activities to meet these standards.

ARCHEOLOGICAL RESOURCES

• Definitions of Intensity Levels

Negligible: Impact is at the lowest levels of detection; it is barely perceptible or measurable.

Minor: Impacts would be perceptible and measurable, and would remain localized and confined to archeological site(s) with low to moderate data potential.

Moderate: Impacts would be sufficient to cause a noticeable change, and would generally involve one or more archeological sites with moderate to high data potential.

Major: Impacts would result in substantial and highly noticeable changes, involving archeological site(s) with high data potential.

HISTORIC STRUCTURES

• Definitions of Intensity Levels

Negligible: Impact is at the lowest levels of detection; it is barely perceptible or measurable.

Minor: Impacts would be perceptible and measurable, but would be localized and confined to a single character-defining feature or element.

Moderate: Impacts on a character-defining feature(s) or element(s) would not diminish the integrity of the structure's location, design, setting, materials, workmanship, feeling, or association.

Major: Impacts would result in substantial and highly noticeable changes to character-defining feature(s) or element(s), thus diminishing the integrity of the structure's location, design, setting, materials, workmanship, feeling, or association.

CULTURAL LANDSCAPES

• Definitions of Intensity Levels

Negligible: Impact is at the lowest levels of detection: it is barely perceptible or measurable.

Minor: Impacts would be perceptible and measurable but be localized and confined to a single character-defining pattern or feature.

Moderate: Impacts on a character-defining pattern(s) or feature(s) would not diminish the integrity of the landscape's location, design, setting, materials, workmanship, feeling, or association.

Major: Impacts would result in substantial and highly noticeable changes to character defining pattern(s) or feature(s), diminishing the integrity of

the landscape's location, design, setting, materials, workmanship, feeling, or association.

MUSEUM COLLECTIONS

Museum collections (prehistoric and historic objects, artifacts, works of art, archival documents, and natural history specimens) are generally ineligible for listing in the national register.

• Definitions of Intensity Levels

Negligible: Impact is at the lowest levels of detection; it is barely measurable, with no perceptible consequences, either adverse or beneficial, on museum collections.

Minor: Adverse impact — would affect the integrity of few items in the museum collection but would not degrade the usefulness of the collection for future research and interpretation.

Moderate: Adverse impact — would affect the integrity of many items in the museum collection and diminish the usefulness of the collection for future research and interpretation.

Major: Adverse impact — would affect the integrity of most items in the museum collection and destroy the usefulness of the collection for future research and interpretation.

VISITOR USE AND EXPERIENCE

• Methodology

National Park Service Management Policies 2006 states that enjoyment of park resources and values by the people of the United States is part of the fundamental purpose of all parks and that the National Park Service is committed to providing appropriate, high-quality opportunities for visitors to enjoy parks. Anticipated impacts on visitor use and experience were analyzed using baseline information from current operations and comparisons at other units of the national park system. Impacts were evaluated comparatively between alternatives, using alternative A, the no-action alternative, as a baseline for comparison with each action alternative.

• Definitions of Intensity Levels

Negligible: Visitors would likely be unaware of any effects associated with implementation of the alternative.

Minor: Changes in visitor use and/or experience would be slight but detectable, would affect few visitors, and would not appreciably limit or enhance experiences identified as fundamental to the park's purpose and significance.

Moderate: Some characteristics of visitor use and/or experience would change, and many visitors would likely be aware of the effects associated with implementation of the alternative; some changes in experiences identified as fundamental to the park's purpose and significance would be apparent.

Major: Multiple characteristics of visitor experience would change, including experiences identified as fundamental to park purpose and significance; most visitors would be aware of the effects associated with implementation of the alternative.

• Type of Impact

Adverse impacts are those that most visitors would perceive as undesirable. Beneficial impacts are those that most visitors would perceive as desirable.

SOCIAL AND ECONOMIC ENVIRONMENT

• Methodology

The National Park Service applied logic, experience, professional expertise, and professional judgment to analyze the impacts on the social and economic situation resulting from each alternative. Economic data, expected future visitor use, and future developments of the national historical park were all considered in identifying, discussing, and evaluating expected impacts.

• Definitions of Intensity Levels

Negligible: No effects occur or the effects on social and economic conditions would be below or equivalent to the level of detection.

Minor: The effects on social and economic conditions would be slight but detectable, and would affect only a small number of park services and/or a

small portion of the surrounding community. The impact would be considered slight and not detectable outside the affected area.

Moderate: The effects on social and economic conditions would be readily apparent. Any effects would result in changes to social and economic conditions on a local scale in the affected area.

Major: The effects on social and economic conditions would be readily apparent. Measurable changes in social or economic conditions at the county level occur. The impact is severely adverse or exceptionally beneficial in the affected area.

• Type of Impact

National Park Service policy calls for the effects of the alternatives to be characterized as being beneficial, adverse, or indeterminate in nature. With respect to economic and social effects, few standards or clear definitions exist as to what constitutes beneficial or positive changes and what constitutes adverse or negative changes. For example, rising unemployment is generally perceived as adverse, while increases in job opportunities and average per capita personal income are regarded as beneficial. In many instances, however, changes viewed as favorable by some members of a community are seen as unfavorable by others. For example, the impact of growth on housing markets and values may be seen as favorable by construction contractors and many homeowners, but adverse by renters and by local government officials and community groups concerned with affordability. Consequently, some of the social and economic impacts of the alternatives may be described in such a manner as to allow the individual reviewer to determine whether they would be beneficial or adverse.

TRANSPORTATION

• Methodology

The National Park Service applied logic, experience, professional expertise, and professional judgment to analyze the impacts on transportation resulting from each alternative. Economic data, expected future visitor use, and future developments of the national historical park were all considered in identifying, discussing, and evaluating expected impacts.

• Definitions of Intensity Levels

Negligible: The impact would be a change that would not be perceptible or would be barely perceptible by local roadway and public transportation users.

Minor: The impact would have an effect on travel times, and the impact would be noticeable, but would result in little inconvenience or benefit to local roadway and public transportation users.

Moderate: The impact would affect the travel time of a large number of local roadway users and would result in a noticeable change in travel time, convenience, or benefit to local roadway and public transportation users.

Major: There would be a substantial impact on the travel time of a large number of regional roadway users and would result in a highly noticeable change in travel times, convenience, or benefit to local roadway and public transportation users.

Impacts of Alternative A (No Action)

ARCHEOLOGICAL RESOURCES

• Analysis

To date no archeological surveys, studies, or assessments—other than an initial inventory of cultural resources of the Inner Harbor area prepared by California Archeological Consultants, Inc., in 1979—have been conducted on lands associated with sites and historic structures that are listed in the enabling legislation for Rosie the Riveter/World War II Home Front National Historical Park. Although the National Park Service does not own any land or historic resources, the National Historic Preservation Act and other laws and policies require that potential impacts on archeological resources be considered at the earliest possible stage of planning for any federally funded, permitted, licensed, or approved project to determine (1) whether and at what level the proposed project area has been surveyed archeologically, (2) whether archeological resources eligible for the national register have been identified in the area, and (3) whether such resources would be affected by the proposed project. All feasible measures would be taken to avoid impacting archeological resources, minimize damage to them, or recover data that otherwise would be lost. Any required data recovery would be designed in consultation with the California state historic preservation officer and would conform to NPS and professional standards.

The lands on which the City of Richmond is located have been disturbed and manipulated by urban, industrial, and harbor development activities since the 19th century. Natural landforms have been altered substantially and many or most prehistoric archeological resources likely have been disturbed or removed from their original location. It is likely that the only archeological resources that might be discovered at legislatively designated sites and historic structures in the national historical park would relate to historic urban, industrial, and harbor developments during the 19th and 20th centuries.

In alternative A, the National Park Service would not acquire any of the park sites and therefore not engage in new construction activities that would lead to ground disturbing activities.

The public and private owners of the historic resources would most likely continue to develop, adapt, and change the uses of these structures. Such actions could lead to ground disturbing activities and therefore could result in adverse, long-term impacts of minor intensity.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond and the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan*, *Zoning Ordinance*, and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan and San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, could have contributed to disturbance and/or loss of archeological resources. Because no archeological surveys, studies, or assessments, other than an initial cursory inventory, of cultural resources have been conducted for lands and properties listed in the park's enabling legislation, decisions about site development have been made that, in hindsight, may not have been best for archeological resources. Thus, past and ongoing planning efforts and development projects in Richmond and the San Francisco Bay region may have resulted in the loss or disturbance of archeological resources. Impacts on significant archeological resources would have been adverse, long-term and of minor to major intensity.

Actions associated with implementation of alternative A could potentially disturb archeological resources. Few if any adverse effects on archeological resources would be anticipated, but if significant archeological resources could not be avoided during excavation or construction activities, the impacts on such resources would be adverse,

permanent, and minor to moderate in intensity. Because significant archeological resources would be avoided to the greatest extent possible during implementation of alternative A, the actions associated with the alternative would be expected to contribute only minimally to the adverse impacts of other past, present, or reasonably foreseeable actions. Although the cumulative impact would be adverse and minor to major in intensity, any adverse impacts on archeological resources resulting from implementation of alternative A would be a very small component of that cumulative impact.

• Conclusion

The National Park Service would not acquire any of the park sites and therefore would not engage in new construction activities that would lead to ground disturbing activities. The public and private owners of the historic resources would most likely continue to develop, adapt, and change the uses of these structures. Such actions could lead to ground disturbing activities and therefore could result in long-term impacts of minor intensity. Implementation of alternative A would be expected to contribute only minimally to the adverse, minor to major cumulative impact.

HISTORIC STRUCTURES

• Analysis

Under alternative A, the National Park Service would continue to provide technical assistance to, and work with, property owners and the City of Richmond to encourage protection and preservation of the exteriors of historic structures and buildings listed in the park's enabling legislation. These cooperative efforts, if successful, would promote preservation and rehabilitation of the documented exterior architectural values of the historic structures and buildings, as well as adaptive use of their interior spaces, in accordance with the S*ecretary of the Interior's Standards for the Treatment of Historic Properties* (see Appendix F). The following eight properties were included in the legislation.

- ♦ Four historic properties individually listed in the National Register of Historic Places:
  - Ford Motor Company Assembly Plant Historic District: main building (Ford Assembly Building) and oil house
  - Richmond Shipyard No. 3 Historic District: machine shop, general warehouse, sheet metal shop, forge shop, five graving basins/dry docks, cafeteria, first aid station
  - SS *Red Oak Victory*
  - Atchison Village Defense Housing Project, Cal. 4171-X, Historic District: community building, five types of residential buildings, and playing field
- ♦ Three historic properties for which draft national register nomination forms have been prepared:
  - Kaiser Permanente Field Hospital
  - Ruth C. Powers Child Development Center
  - Maritime Child Development Center
- ♦ Richmond Fire Station 67A, which continues to function as a city firehouse

Under alternative A, current ongoing rehabilitation of the Ford Assembly Building and the SS *Red Oak Victory* would preserve the integrity of their documented architectural values. The National Park Service would work with the Port of Richmond to encourage and promote protection and preservation of the exteriors of the historic structures in Shipyard No. 3. Those historic shipyard structures that remain vacant or continue to be used for port purposes could suffer a loss of historic fabric, thus affecting the integrity and condition of their documented architectural values. Actions under this alternative could also potentially result in loss of historic fabric from legislatively designated historic structures in the national historical park as a result of continuing nonoccupation and structural deterioration of the Maritime and Ruth C. Powers child development center buildings; current ongoing efforts to convert portions of the Kaiser Permanente Field Hospital for contemporary purposes; continuing use of the Atchison and Nystrom Village housing developments as private residential developments; and continuing use of Richmond Fire Station 67A as a functioning city fire house. Any impacts to historic structures could be adverse, long term and of moderate to major intensity.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated

with the City of Richmond's *General Plan, Zoning Ordinance,* and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan and San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, have resulted in the demolition of historic structures and buildings and the loss of historic fabric in adaptively used historic structures and buildings. Site development and utilization by owners of the lands and properties listed in the park's enabling legislation have also contributed to loss of historic fabric in historic structures and buildings, thus adversely affecting their integrity and compromising their documented architectural values.

As described earlier, actions associated with implementation of alternative A could result in moderate to major adverse impacts on historic structures. However, the adverse impacts associated with alternative A would be expected to contribute only minimally to the adverse impacts of other past, present, or reasonably foreseeable actions on historic structures. Although the cumulative impact would be adverse, long term, and of moderate to major intensity, any adverse impacts on historic structures resulting from implementation of alternative A would be a small component of that cumulative impact.

• Conclusion

Implementation of alternative A could result in impacts to historic structures that may be adverse, long term, and of moderate to major intensity. Actions resulting from alternative A would be expected to contribute only minimally to the adverse, long term, moderate to major cumulative impact.

CULTURAL LANDSCAPES

• Analysis

Actions under alternative A would not alter topography, disturb vegetation, change circulation features, or alter spatial organization, and land use patterns of the landscape. The National Park Service would encourage property owners and the City of Richmond to protect and preserve significant surviving elements and character-defining landscape features of Richmond's World War II-era setting in the vicinity of the historic structures, buildings, and sites listed in the park's enabling legislation. The impact on cultural landscapes would be adverse, long-term, and of minor intensity.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance,* and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, have resulted in the loss of significant World War II-era cultural landscape features. Site development and use by owners of the lands and properties listed in the park's enabling legislation have also contributed to the loss of significant cultural landscape features, thus compromising the integrity of World War II-era cultural landscapes in Richmond.

This alternative, in combination with the aforementioned impacts of past and ongoing planning efforts and development projects in Richmond and the San Francisco Bay region and site development and utilization by owners of the lands and properties of the legislatively designated sites and historic structures and buildings in the national historical park, would result in adverse cumulative impacts on cultural landscape resources; however, this alternative would contribute a small adverse component to the cumulative impact.

• Conclusion

The impact on cultural landscapes would be adverse, long-term, and minor in intensity. The cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be small.

MUSEUM COLLECTIONS

• Analysis

Under alternative A, Rosie the Riveter/World War II Home Front National Historical Park would continue its nationwide efforts to collect museum objects, artifacts, oral histories, documents, and images relating to American home front themes, as funding and staff were available. The museum collections would continue to be stored at the park's temporary headquarters in the Richmond City Hall under conditions that do not fully meet professional and National Park Service museum standards for fire detection and suppression, security, temperature, and humidity control, and do not provide adequate space for curation, storage, and research. As funding and staffing became available, the park would work toward meeting professional and National Park Service standards for collecting, managing, and preserving its museum collections. Thus, based on the current conditions, the impacts on the park's museum collections would generally be adverse, long term, and of minor to moderate intensity.

• Cumulative Impacts

Other past, present, and reasonably foreseeable future actions would have no effect on museum collections in the area, because none of the actions described in the methodology section of this chapter would affect the acquisition, preservation, or protection of historic objects, artifacts, works of art, or archival documents. Therefore, there would be no cumulative impacts on museum collections under alternative A.

• Conclusion

Overall, actions under alternative A to the museum collections would result in adverse, long-term impacts of minor to moderate intensity. The park management would work toward meeting professional and National Park Service standards for managing its collections. There would be no cumulative impacts on museum collections under this alternative.

Implementation of this alternative would not likely result in major adverse impacts on resources or values in the national historical park whose conservation is (1) necessary to fulfill specific purposes identified in the park's enabling legislation; (2) key to the cultural integrity or opportunities for enjoyment of the park; or (3) identified as a goal in this general management plan or other relevant National Park Service planning documents. Consequently, implementation of this alternative would not likely result in impairment of resources or values associated with museum collections.

VISITOR USE AND EXPERIENCE

• Analysis

Opportunities to view historic resources and partake of limited guided tours and self-guiding tours would continue at or near current levels. Interpretive waysides would continue to give visitors opportunities to learn more about Richmond's involvement in the World War II home front story. The continuation of the current management direction would result in adverse, long-term, minor to moderate impacts on visitor use and experience due to changes in the experience as the historic resources are adapted to accommodate contemporary uses.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance,* and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, would likely contribute to the adverse impact on the visitor experience as these other actions displace or intrude on the visitor experience. The cumulative impacts on the visitor experience would be adverse, long term, and minor. Implementation of alternative A would be a small component of that cumulative impact.

• Conclusion

The continuation of the current management direction would result in adverse, long-term, minor to moderate impacts on visitor use and experience due to changes in the experience as the historic resources are adapted to accommodate contemporary uses. The cumulative impacts on the visitor experience would be adverse, long term, and minor. Implementation of alternative A would be a small component of those cumulative impacts.

SOCIAL AND ECONOMIC ENVIRONMENT

• Analysis

Under the no-action alternative, the current management direction would continue and the impact on social and economic conditions in the area would change only slightly to reflect anticipated very small changes to visitor spending and direct and indirect employment generation. As the cooperating partners continue to evolve, World War II home front interpretive programs, messages, and marketing activities could result in increased understanding of and pride in Richmond's significant contributions to victory in World War II. Consequently impacts on social and economic conditions would continue to be beneficial, long term, and negligible.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance,* and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay* and *San Francisco Bay Area Seaport plans*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, would likely contribute

beneficial, long-term, and minor impacts to the social and economic conditions in the area.

As described above, actions associated with implementation of alternative A would result in beneficial but negligible impacts on the social and economic environment. Although the cumulative impact would be beneficial, long term, and minor, any beneficial impacts on the social and economic environment resulting from implementation of alternative A would be a very small component of that cumulative impact.

• Conclusion

The continuation of current actions under the no-action alternative would have long-term, negligible impacts on the social and economic environment. The cumulative impact would be beneficial, long term, and minor.

TRANSPORTATION

• Analysis

Under the no-action alternative, the current management direction will continue and the impact on transportation patterns in the area caused by establishing the national historical park will change only slightly to reflect the small increased visitation. Consequently impacts on transportation patterns would continue to be long term and negligible.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance,* and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's S*an Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, would likely contribute minor adverse impacts on the transportation patterns in the area, as new development would contribute to increased traffic load and decreased levels of service.

As described earlier, actions associated with the

implementation of alternative A would result in negligible impacts on transportation patterns. Although the cumulative impact would be adverse, long term, and of minor intensity, any impacts on transportation resulting from implementation of alternative A would be a very small component of that cumulative impact.

• Conclusion

The continuation of current actions under the no-action alternative would have negligible, long-term impacts on transportation. The cumulative impact would be adverse, long term, and minor.

Impacts of Alternative B (National Park Service Preferred)

ARCHEOLOGICAL RESOURCES

• Analysis

To date no archeological surveys, studies, or assessments—other than an initial inventory of cultural resources of the Richmond Inner Harbor area prepared by California Archeological Consultants, Inc., in 1979—have been conducted on lands associated with sites and historic structures that are listed in the park's enabling legislation. Because the lands on which the City of Richmond is located have been disturbed and manipulated by urban, industrial, and harbor development activities since the 19th century, it is likely that the only archeological resources that might be discovered at legislatively designated sites in the park would relate to those historic activities.

Prior to any federally funded, permitted, licensed, or approved ground disturbing activities potential impacts on archeological resources would be considered at the earliest possible stage of planning to determine (1) whether and at what level the proposed project area has been surveyed archeologically, (2) whether archeological resources eligible for the national register have been identified in the area, and (3) whether such resources would be affected by the proposed project. All feasible measures would be taken to avoid impacting archeological resources, minimize damage to them, or recover data that otherwise would be lost. Any required data recovery would be designed in consultation with the California state historic preservation officer and would conform to NPS and professional standards.

Archeological resources eligible for listing in the National Register of Historic Places would be avoided to the greatest extent possible. If significant archeological resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the state historic preservation officer. Due to the avoidance of significant resources during construction activities, few, if any, adverse impacts on such resources would be anticipated; however, if impacts on significant archeological resources could not be avoided, the adverse effects would be permanent and minor to moderate in intensity.

If previously undiscovered archeological resources were uncovered during construction, all work in the immediate vicinity of the discovery would be halted until the resources could be identified and documented and an appropriate mitigation strategy, if necessary, developed in consultation with the state historic preservation officer. Any adverse impacts on archeological resources associated with inadvertent discoveries would be long term and minor to moderate in intensity.

• Cumulative Impacts

Implementation of alternative B would result in the same cumulative impacts on archeological resources

as those described under alternative A.

• Conclusion

Few if any adverse impacts on significant archeological resources would be anticipated, but if such resources could not be avoided during any excavation or construction activities, the impacts would be adverse, long term, and of minor to moderate intensity. Implementation of alternative B would be expected to contribute only minimally to the adverse, minor to major cumulative impact.

HISTORIC STRUCTURES

• Analysis

Under alternative B, the National Park Service would work with property owners and the City of Richmond to provide technical assistance for rehabilitation of the exteriors and selected portions of the interiors, and adaptive use of the interiors, of historic structures and buildings listed in the park's enabling legislation in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (see Appendix F). These cooperative efforts, if successful, would result in rehabilitation and preservation of the documented exterior architectural values of these historic structures. Structures that would be potentially rehabilitated or partially rehabilitated under this alternative include the SS *Red Oak Victory*, historic buildings and graving basins/dry docks in Shipyard No. 3, Maritime and Ruth C. Powers child development centers, Ford Assembly Building, Kaiser Permanente Field Hospital, and potentially the Nystrom Village housing development. Actions to the historic structures under alternative B would have beneficial, long-term impacts of minor to moderate intensity.

• Cumulative Impacts

The impacts on historic structures associated with other past, present, and reasonably foreseeable actions would be the same as those described under alternative A. As described above, actions associated with implementation of alternative B would result in no adverse impacts on historic structures. The cumulative impact would be adverse, long term, and of minor to moderate intensity; the actions in alternative B would result in a small benefit to the cumulative impact.

• Conclusion

Implementation of alternative B would result in beneficial, long-term impacts of minor to moderate intensity, with no adverse impacts on historic structures. Implementation of alternative B would be expected to contribute a small benefit to the adverse, long-term, minor to moderate cumulative impact.

CULTURAL LANDSCAPES

• Analysis

Actions under alternative B would generally be expected to have beneficial impacts on cultural landscape resources associated with legislatively designated sites and historic properties listed in the park's enabling legislation. This is because the National Park Service would actively promote preparation of cultural landscape inventory surveys and cultural landscape reports to document Richmond's World War II-era cultural landscape components, patterns, and features. Although cultural landscape resources associated with legislatively designated sites and historic properties in the park's enabling legislation would continue to be subject to potential adverse impacts as a result of their adaptive reuse, the National Park Service would actively work with property owners and the city to preserve elements and character-defining landscape features of Richmond's World War II-era setting. These collaborative efforts would promote implementation of treatment recommendations indicated in these resource studies. Additionally, the National Park Service would provide technical assistance to property owners and the city to ensure that future development in the vicinity of the park would not only preserve important elements and character-defining landscape features of Richmond's World War II-era setting, but also be consistent with the scale of features and their visual and spatial relationships. The actions under alternative B would have no adverse impacts on the cultural landscape; the impacts would be beneficial, long term, and of minor to moderate intensity.

• Cumulative Impacts

The impacts on cultural landscapes associated with other past, present, and reasonably foreseeable actions would be the same as those described under alternative A. As described above, actions on the cultural landscape associated with implementation

of alternative B would result in beneficial, long-term minor to moderate intensity. The cumulative impact would be adverse, long term and of minor intensity. Any beneficial impacts on cultural landscapes resulting from implementation of alternative B would be a very small component of that cumulative impact.

• Conclusion

The actions under alternative B would have no adverse impacts on the cultural landscape; the impacts would be beneficial, long term, and of minor to moderate intensity.

Implementation of alternative B would result in beneficial, long-term and minor to moderate intensity. The cumulative impacts of actions under alternative B on cultural landscape resources would generally be the same as those listed under alternative A, although they would be expected to have more beneficial impacts on the legislatively designated sites when compared with alternative A.

MUSEUM COLLECTIONS

• Analysis

Implementation of alternative B would have beneficial, long-term and minor to moderate intensity on the national historical park's museum collections because they would be stored in accessible, fully staffed, permanent facilities under conditions that meet professional and National Park Service museum standards for fire detection and suppression, security, and temperature and humidity control, as well as provide adequate space for curation, storage, and research. Emphasis would be placed on collecting World War II home front materials that relate to Richmond and the San Francisco Bay region for use in National Park Service exhibits.

• Cumulative Impacts

Since the national historical park was established, limited staffing, funding, and lack of storage, curation, and research space meeting professional and National Park Service museum standards have hindered endeavors to improve preservation and access to the park's museum collections, resulting in adverse, long-term and minor to moderate impacts on such resources. As described above, implementation of alternative B would result in beneficial, long-term impacts of minor to moderate intensity on the museum collections. Due to the adverse impacts of other past, present or reasonably foreseeable actions, however, the cumulative impact would be adverse, long term, and of minor intensity. Alternative B would not contribute any adverse impacts to the cumulative impact.

• Conclusion

Overall, actions under alternative B would have beneficial, long-term impacts of minor to moderate, intensity on the park's museum collections. The cumulative impacts would be beneficial, long term and of minor to moderate intensity.

Implementation of this alternative would not likely result in adverse impacts on resources or values in the national historical park whose conservation is (1) necessary to fulfill specific purposes identified in the park's enabling legislation; (2) key to the cultural integrity or opportunities for enjoyment of the park; or (3) identified as a goal in this general management plan or other relevant National Park Service planning documents. Consequently, implementation of this alternative would not likely result in impairment of resources or values associated with museum collections.

VISITOR USE AND EXPERIENCE

• Analysis

The expansion of visitor experience opportunities associated with the preferred alternative would result in beneficial, long-term, moderate impacts to visitor use and experience due to changes in the experience as opportunities expand to view both exteriors and some interiors of historic resources and partake of guided tours, self-guiding tours, interpretive waysides, and exhibits. In alternative B, the World War II Home Front Visitor/Education Center would provide enhanced visitor services as well as opportunities to explore the park. In addition, the visitor/education center would provide interpretive opportunities for those with mobility, hearing, and vision challenges. At other park sites, provisions for visitors with disabilities would be provided as appropriate. This alternative maximizes the opportunities to preserve the World War II-era appearance of historic sites and structures and the

opportunities for visitors to explore the World War II home front in Richmond, California.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance*, and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, would likely contribute beneficial, long-term minor to moderate impacts on visitor experience as more resources are restored and access and viewing opportunities are increased.

As described earlier, implementation of alternative B would result in beneficial, long-term, moderate impacts on visitor use and experience, thereby contributing to the beneficial cumulative impact. The beneficial impacts of alternative B would constitute a substantial contribution to the beneficial cumulative impact.

• Conclusion

The actions under the preferred alternative B would result in beneficial, long-term, moderate impacts to visitor use and experience. The cumulative impact would be long term, moderate, and beneficial, but the National Park Service's actions would add a very small increment to the cumulative impact.

SOCIAL AND ECONOMIC ENVIRONMENT

• Analysis

Under the preferred alternative, the impact on social and economic conditions in the area would improve slightly to reflect anticipated changes in visitor spending associated with anticipated increased visitor use and direct and indirect employment generation. This increase in employment would be anticipated due to promotion of restoration construction, a new visitor center, and entrepreneurial opportunities that arise with increased visitation. Citizens may gain increased community pride as a result of sharing and better understanding Richmond's significant contributions to victory in World War II. This pride could result in more home front-themed community events and new businesses that are based on the home front theme. Consequently impacts on social and economic conditions would be beneficial, long term, and minor.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance*, and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, would likely contribute beneficial, long-term, and minor to moderate impacts on the social and economic conditions in the area.

As described earlier, implementation of alternative B would result in beneficial, long-term, minor impacts on the social and economic environment, resulting in a long-term, moderate, beneficial cumulative impact. However, the beneficial impacts of alternative B would be a small contribution to the beneficial cumulative impact.

•Conclusion

The actions of the preferred alternative would have beneficial, long-term, minor impacts on the social and economic environment. The cumulative impact would be long term, minor to moderate, and beneficial.

TRANSPORTATION

• Analysis

Under the preferred alternative, the impact on transportation in the area would reflect the additional traffic and public transportation use from increased visitation and the potential for increased destination points within the park. This would likely result in some additional congestion. Increased visitor use could result in additional public transportation use and could provide the critical mass of passengers that is needed to affordably support an increase in public transportation and regional ferry services. Although there could be beneficial impacts to local and regional transportation systems, the overall impact of alternative B to local transportation would be adverse, long term, and minor in intensity.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance*, and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, would likely contribute adverse, long-term, minor to moderate cumulative impacts on the transportation patterns in the area, as new development would contribute to increased traffic load. However, the adverse impacts of alternative B would be a moderate contribution to the adverse cumulative impact.

• Conclusion

The actions under the preferred alternative B would have adverse, long-term, minor impacts on transportation. The cumulative impact would be adverse, long term, and minor to moderate in intensity.

Impacts of Alternative C

ARCHEOLOGICAL RESOURCES

• Analysis

To date no archeological surveys, studies, or assessments—other than an initial inventory of cultural resources of the Inner Harbor area prepared by California Archeological Consultants, Inc., in 1979—have been conducted on lands associated with sites and historic structures that are listed in the enabling legislation for Rosie the Riveter/World War II Home Front National Historical Park. Although the National Park Service does not own any land or historic resources, the National Historic Preservation Act and other laws and policies require that potential impacts on archeological resources be considered at the earliest possible stage of planning for any federally funded, permitted, licensed, or approved project to determine (1) whether and at what level the proposed project area has been surveyed archeologically, (2) whether archeological resources eligible for the national register have been identified in the area, and (3) whether such resources would be affected by the proposed project. All feasible measures would be taken to avoid impacting archeological resources, minimize damage to them, or recover data that otherwise would be lost. Any required data recovery would be designed in consultation with the California state historic preservation officer and would conform to NPS and professional standards.

The lands on which the City of Richmond is located have been disturbed and manipulated by urban, industrial, and harbor development activities since the 19th century. Natural landforms have been altered substantially and many or most prehistoric archeological resources likely have been disturbed or removed from their original location. It is likely

that the only archeological resources that might be discovered at legislatively designated sites and historic structures in the national historical park would relate to historic urban, industrial, and harbor developments during the 19th and 20th centuries.

In alternative C, the National Park Service would not acquire any of the park sites and therefore would not engage in new construction activities that would lead to ground disturbing activities.

The public and private owners of the historic resources would most likely continue to develop, adapt, and change the uses of these structures. Such actions could lead to ground disturbing activities and therefore could result in adverse, long-term impacts of minor to moderate intensity.

• Cumulative Impacts

Implementation of alternative C would result in the same cumulative impacts on archeological resources as those described under alternative A.

• Conclusion

Few if any adverse impacts on significant archeological resources would be anticipated under this alternative. However, if such resources could not be avoided during excavation or construction activities, the impacts would be adverse, long term, and of minor to moderate in intensity. Actions resulting from alternative C would be expected to contribute only minimally to the adverse, long-term, minor to major cumulative impact.

HISTORIC STRUCTURES

• Analysis

Under alternative C, the National Park Service would work with property owners and the City of Richmond to provide technical assistance for preservation of the exteriors of historic structures and buildings listed in the park's enabling legislation in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (see Appendix F). These cooperative efforts, if successful, would result in rehabilitation and preservation of the documented exterior architectural values of these historic structures. The interiors of these historic structures and buildings would be adapted for contemporary uses, thus resulting in the potential loss of historic fabric and character-defining features. Any adverse impacts on historic structures would be long term and of moderate intensity.

• Cumulative Impacts

The impacts on historic structures associated with other past, present, and reasonably foreseeable actions would be the same as those described under alternative A. As described above, actions on historic structures associated with implementation of alternative C would result in adverse, long-term impacts of negligible to minor intensity. Although the cumulative impact would be adverse, long term, and of minor to moderate intensity, any adverse impacts on historic structures resulting from implementation of alternative C would constitute a very small component of that cumulative impact.

• Conclusion

Implementation of alternative C would result in adverse, long-term impacts of moderate intensity on historic structures. Implementation of alternative C would be expected to contribute only minimally to the adverse, long-term, minor to moderate cumulative impact.

CULTURAL LANDSCAPES

• Analysis

Actions under alternative C would not alter topography, disturb vegetation, change circulation features, or alter spatial organization or land use patterns of the landscape. The National Park Service would encourage the City of Richmond to protect and preserve the significant surviving elements of character-defining landscape features of Richmond's World War II-era setting in the vicinity of the historic structures, buildings, and sites listed in the park's enabling legislation. The impact on cultural landscapes would be beneficial, long-term and minor intensity.

• Cumulative Impacts

The impacts on cultural landscapes associated with other past, present, and reasonably foreseeable actions would be the same as those described under alternative A. As described above, actions associated with implementation of alternative C would result in minor, beneficial and long-term impacts on cultural landscapes. The cumulative impact would be

adverse, long term and of minor intensity. Any adverse impacts on cultural landscapes resulting from implementation of alternative C would be very small component of that cumulative impact and would contribute a small beneficial component to the overall cumulative impact.

• Conclusion

The impact on cultural landscapes would be beneficial, long-term and minor. The cumulative impacts would be adverse; however, this alternative's contribution to these impacts would be a small beneficial increment.

MUSEUM COLLECTIONS

• Analysis

Implementation of alternative C would result in beneficial, long-term impacts of moderate intensity on the museum collections. Under this alternative, the collections would be stored in accessible, fully-staffed, permanent facilities under conditions that 1) meet professional and National Park Service museum standards for fire detection and suppression, security, temperature and humidity control and 2) provide enlarged space for curation, storage, and research. The museum collections would be located in the Ford Assembly Building and be managed as part of the visitor/education center, thus enhancing the accessibility of the collections for researchers and park staff. The museum collections would be enhanced as a result of an active nationwide National Park Service program to collect World War II home front materials with the goal of making the park the national repository of museum and archival collections related to the World War II home front and Rosie the Riveter. The research and academic value of the museum collections, as well as their accessibility, would be improved as a result of links with colleges and universities, research libraries, archival repositories, historical societies and organizations, and other institutions throughout the nation that are devoted to the study of World War II home front themes.

• Cumulative Impacts

Since the national historical park was established, limited staffing, funding, and lack of storage, curation, and research space meeting professional and National Park Service museum standards have hindered endeavors to improve preservation and access to the park's museum collections, resulting in adverse, long-term and minor to moderate impacts on such resources. As described above, implementation of alternative C would result in beneficial, long-term impacts of minor to moderate intensity on the museum collections. Due to the adverse impacts of other past, present or reasonably foreseeable actions, however, the cumulative impact would be adverse, long term, and of minor intensity. Alternative C would not contribute any adverse impacts to the adverse cumulative impact.

• Conclusion

Overall, actions under alternative C would have beneficial, long-term impacts of minor to moderate intensity on the park's museum collections. The cumulative impacts would be beneficial, long term, and of minor to moderate intensity.

Implementation of this alternative would not likely result in adverse impacts on resources or values in the national historical park whose conservation is (1) necessary to fulfill specific purposes identified in the park's enabling legislation; (2) key to the cultural integrity or opportunities for enjoyment of the park; or (3) identified as a goal in this general management plan or other relevant National Park Service planning documents. Consequently, implementation of this alternative would not likely result in impairment of resources or values associated with museum collections.

VISITOR USE AND EXPERIENCE

• Analysis

The expansion of visitor experience opportunities associated with alternative C would result in beneficial, long-term, minor impacts on visitor use and experience. This would be due to changes in the experience as opportunities would expand to explore the World War II home front in greater detail at the World War II Home Front Visitor/Education Center and to partake of guided tours, self-guiding tours, interpretive waysides, and exhibits.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the

San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance,* and *Ford Assembly Building Reuse Plan;* Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, would likely contribute minor beneficial impacts on visitor experience as more resources are restored and access and viewing opportunities are increased.

As described earlier, implementation of alternative C would result in beneficial, long-term, minor impacts on visitor use and experience, resulting in a beneficial, long-term and minor cumulative impact. The beneficial impacts of alternative C would be a relatively small contribution to the beneficial cumulative impact.

• Conclusion

The actions under alternative C would have beneficial, long-term and minor impacts on visitor use and experience. The cumulative impact would be beneficial, long term, and minor.

SOCIAL AND ECONOMIC ENVIRONMENT

• Analysis

Under alternative C the impact on social and economic conditions in the area will change slightly to reflect anticipated small changes to visitor spending and direct and indirect employment generation. Locating the SS *Red Oak Victory* near the World War II Home Front Visitor/Education Center could create a critical mass of visitor activities that benefits area businesses and could encourage new visitor services and opportunities within the area. It is anticipated that visitor use would significantly increase from levels in alternative A. This could result in greater community pride and an enhancement of Richmond's reputation; thus a beneficial impact could result. Consequently, impacts on social and economic conditions would be beneficial, long term' and minor.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance,* and *Ford Assembly Building Reuse Plan*; Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, would likely contribute beneficial, long-term and moderate impacts on the social and economic conditions in the area.

As described earlier, implementation of alternative C would result in long-term, minor beneficial impacts on the social and economic environment, resulting in a long-term, minor to moderate, beneficial cumulative impact. However, the beneficial impacts of alternative C would provide a small contribution to the beneficial cumulative impact.

• Conclusion

The actions under alternative C would result in beneficial, long-term, minor impacts on the social and economic environment. The cumulative impact would be beneficial, long term, and minor to moderate in intensity.

TRANSPORTATION

• Analysis

Under alternative C, the impact on transportation patterns in the area would change to reflect the additional traffic and public transportation use resulting from increased visitation. Traffic to the primary park site at the Ford Assembly Building and Sheridan Observation Point Park could result in increased congestion and some inconvenience to localized industrial traffic. An increased level of passengers for the proposed water-based transportation system could be expected. Demands for parking opportunities within the area could

significantly increase over current levels. Impacts on transportation patterns would be adverse, long term, and minor in intensity.

• Cumulative Impacts

Activities associated with past and ongoing planning efforts and development projects in Richmond the San Francisco Bay region—such as those associated with the City of Richmond's *General Plan, Zoning Ordinance,* and *Ford Assembly Building Reuse Plan;* Contra Costa County's *Shaping Our Future Vision*; the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*; the Association of Bay Area Governments' *Bay Trail Plan*; and shoreline development at Marina Bay and Brickyard Cove—as well as activities associated with site development and use by owners of legislatively designated sites and historic structures in the national historical park, would likely contribute adverse, long-term, minor impacts on the transportation patterns in the area as new development would contribute to increased traffic. As described above, implementation of alternative C would result in adverse, long-term, minor impacts on transportation. The cumulative impact would be adverse, long term, and minor. However, the adverse impacts of alternative C would constitute a relatively small contribution to the adverse cumulative impact.

• Conclusion

The actions under alternative C would result in adverse, long-term, minor impacts on transportation. The cumulative impact would be adverse, long term, and minor in intensity.

Chapter 6
Consultation and Coordination with Others

Public Involvement

The *Rosie the Riveter/World War II Home Front National Historical Park General Management Plan / Environmental Assessment* represents the contributions from cooperating park partners; participants in local community workshops, public meetings and other organized forums; government agencies that are local, regional, and national; and public comments gathered at public workshops and through newsletters that included e-mails, letters, and response cards. More that 300 different types of consultation, coordination, informational meetings among the community, agencies, and the public were vitally important throughout the planning process in the development of this new national historical park.

COOPERATING PARTNERS

Rosie the Riveter/World War II Home Front National Historical Park is conceived as a collaboration between public and private entities to preserve and share the sites, structures, and stories of the World War II home front. The cooperating partners are working to establish this national historical park, to achieve success and mutual benefit, and to carry out the park's legislated mandates. Throughout the planning process, the cooperating partners have evolved to include citizens, communities, private entities, governmental entities, and nonprofit organizations that share common goals in the effort to pursue, secure, and interpret the resources of the national historical park. This collaborative nature has required a commitment of all the partners to building and sustaining relationships. The continuous and dynamic conversations that have resulted have truly fostered a partnership park that includes individuals and groups who are able to tell their own stories at park sites and to encourage others throughout the greater Richmond and Bay Area communities to do so, too.

The National Park Service hosted or participated in more than 240 meetings with officials, decision-makers, and committees. Most of these meetings involved the participation of members and staff of the National Park Service; the City of Richmond; the Mayor's office; the Port of Richmond; Richmond Community and Economic Development; and other city departments, committees, and commissions. Other local cooperating partners include Contra Costa County, the Richmond Museum Association, Rosie the Riveter Trust, Levin Shipping, the Council of Industries, and the owner of the Ford Assembly Building.

In addition to the above meetings, the superintendent of Rosie the Riveter/World War II Home Front National Historical Park and staff organized more than 25 planning and informational meetings with citizens associated with local business and nonprofit organizations such as the Council of Industries, the Richmond Chamber of Commerce, the Richmond Convention and Visitors Bureau, the Western County Business and Professional Association, the Point Richmond Businessmen's Association, Atchison Village, and the League of Women Voters. The National Park Service also coordinated meetings with the managers or staff of county and regional governments including Contra Costa County, the San Francisco Bay Conservation and Development Commission, the California Coastal Commission, the San Francisco Bay Area Water Transit Authority, and the San Francisco Bay Trail.

During the planning process, a total of nine workshops were organized with cooperating partners and other subject-matter experts. The following workshops were instrumental in building a vision for the national historical park: (1) a workshop on preparing for the general management planning process; (2) a workshop on defining the park's foundation; (3) a visioning charrette for Richmond Shipyard No. 3; (4) three workshops in developing alternative visions for the new park; (5) a visioning charrette for the World War II Home Front Visitor / Education Center; and 6) a workshop on developing interpretive themes for Shipyard No. 3.

PUBLIC MEETINGS AND NEWSLETTERS

Public meetings and newsletters were used to involve the public in the planning for Rosie the Riveter/World War II Home Front National Historical Park. A "Notice of Intent" to prepare the environmental impact statement for *Rosie the Riveter/World War II Home Front National Historical Park General Management Plan* was published the March 26, 2002, *Federal Register* (page 13801). A "Notice of Intent" is the first announcement that the public is invited to participate in planning for a national park system unit.

In July 2002, a press release and other announcements were distributed inviting the public to participate in the first public meeting for developing the general management plan. To support the meetings, the first planning newsletter was prepared, with input from cooperating partners, and distributed throughout the San Francisco Bay Area. The National Park Service held 8 public meetings throughout the San Francisco Bay area in the cities of Richmond, Oakland, San Francisco, Vallejo, and Palo Alto. More than 2,300 newsletters were mailed to individuals on the park mailing list and distributed at the public meetings and at other community events. Participants at each of these first public scoping meetings provided the planning team with their thoughts for the new park, concerns that should be addressed, and ideas for interpretive themes. The public meetings also provided the public with an opportunity to begin sharing their Rosie the Riveter and World War II home front stories and experiences.

A second planning newsletter was prepared and distributed in November 2003. This newsletter provided the public with the opportunity to comment on the park foundation that the planning team and cooperating partners had developed. A park foundation defines the park purpose, describes the park significance, identifies mandates and constraints, lists the primary interpretive themes, and includes the issues that the general management plan would address. A total of 3,000 newsletters were printed, mailed, and distributed at various park events. Comment cards were included to encourage public comments.

In October, 2004, a third newsletter was printed and 11,100 copies were distributed by mail; another 900 were distributed at public meetings and other community events. This newsletter presented the public with four alternative visions for the new park and invited interested individuals to attend the two public meetings in Oakland and three in Richmond during November 2004. Comment cards were included in each newsletter. The planning team received 232 letters by mail and e-mail.

A total of 103 people participated in the five public meetings held in California. Public feedback on the alternatives included likes and dislikes associated with each potential park vision. Feedback from these public involvement activities affirmed that alternatives A, B, and C provided an appropriate range of future park visions. A fourth alternative, alternative D, proposed to preserve the structures and sites through adaptive use; visitors would be exposed to the historic settings through involvement in a high density of contemporary activities relating to commerce, culture, arts, education, and community services. Generally, this alternative required actions that were beyond the control of the National Park Service. Park and planning staff also believed that alternative D strayed outside the boundaries of the park purpose and significance, as well. Therefore it was dismissed from further consideration. The tone of the public meetings and comments were very supportive of establishing the national historical park and the level of interest in making the park succeed continues to rise.

Following the initial environmental analysis on May 7, 2007, the National Park Service published in the Federal Register a "Notice of Termination" of the Environmental Impact Statement (EIS) for the General Management Plan, Rosie the Riveter/World War II Home Front National Historical Park, Richmond, California. As the general management plan evolved, the National Park Service had determined that an environmental assessment rather than an environmental impact statement would be the appropriate environmental documentation for this plan.

Consultation with Other Agencies, Officials and Organizations

During the preparation of this plan, the various superintendents and members of the planning team met and consulted with various entities regarding the general management plan, as follows:

CITY OF RICHMOND,CALIFORNIA

Mayor's Office
Mayor Gayle McLaughlin
Mayor Irma Anderson (former)
Mayor Rosemary Corbin (former)

Richmond City Council Members
Nathaniel Bates
Charles Belcher (former)
Gary Bell (former)
Thomas K. Butt
Richard Griffin (former)
Ludmyrna Lopez
John E. Marquez, Vice Mayor
Mindell L. Penn (former)
Jim Rogers
Tony Thurmond
Harpreet S. Sandhu
Maria Viramontes

City Manager's Office
City Manager Bill Lindsay
City Manager Isiah Turner (former)
Acting City Manager and Assistant City Manager Jay Corey (former)
Assistant City Manager Leslie Knight
Deputy City Manager Leveron Bryant (former)

Art and Culture Commission
Community and Economic Development
- Redevelopment Agency
- Housing Authority

Historic Preservation Advisory Committee
Neighborhood Councils
Parks and Landscaping Division
Planning and Building Services
Port of Richmond
Recreation and Parks Commission
Richmond General Plan Advisory Committee

OTHER AGENCIES, ORGANIZATIONS, AND INDIVIDUALS

Association of Bay Area Governments (ABAG) – San Francisco Bay Area Trail Project

Atchison Village (Board Representatives)

California Coastal Conservancy

California State Historic Preservation Office

Canada Mortgage and Housing Corporation – Granville Island

Contra Costa County

Council of Industries

East Bay Regional Park District

Greater Richmond Interfaith Program

Kaiser Permanente

Levin Shipping

National Park Foundation

National Trust for Historic Preservation

Northern California Muslim Association

Nystrom Urban Revitalization Effort (NURVE)

Orton Development, Inc

Point Richmond Business Association

Richmond Museum of History
Richmond Museum Association
SS *Red Oak Victory* Executive Committee

Rosie the Riveter Trust (Board Members)

San Francisco Bay Area Water Transit Authority

San Francisco Bay Conservation and Development Commission

Trails for Richmond Action Committee (Trac)

West County Council of Industries

West County Contra Costa County Unified School District

West County Business and Professional Association

SECTION 7 CONSULTATION WITH U.S. FISH AND WILDLIFE SERVICE

During the preparation of the general management plan, NPS staff contacted the Sacramento, California, office of the U.S. Fish and Wildlife Service to begin the consultation process and obtain a list of threatened and endangered species. A consultation letter and list of threatened and endangered species and species of concern was received from the U.S. Fish and Wildlife Service on May 16, 2003 (see appendix D).

In accordance with the Endangered Species Act and relevant regulations at 50 CFR Part 402, the National Park Service determined that this general management plan is not likely to adversely affect any federally listed threatened or endangered species and will send a copy of this draft management plan to the U.S. Fish and Wildlife Service with a request for written concurrence with this determination.

In addition, the National Park Service has committed to consult on future actions conducted under the framework described in this management plan to ensure that such actions are not likely to adversely affect threatened or endangered species or species of concern.

SECTION 106 CONSULTATION WITH STATE HISTORIC PRESERVATION OFFICE

Agencies that have direct or indirect jurisdiction over historic properties are required by Section 106 of the National Historic Preservation Act of 1966, as amended, to take into account the effect of any undertaking on properties eligible for listing in the National Register of Historic Places. To meet the requirements of 36 CFR 800, the National Park Service has sent a letter to the California state historic preservation officer, and the Advisory Council on Historic Preservation on June 2, 2003, inviting their participation in the planning process. Newsletters associated with this plan were sent to each of these offices. On November 18, 2004, the National Park Service sent a letter to the California state historic preservation officer offering to schedule a meeting with his staff and inviting participation in public meetings that were held in Oakland and Richmond on November 30–December 2, 2004.
Under the terms of 1995 programmatic agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers, the National Park Service, in consultation with the state historic preservation office, will make a determination about which undertakings are programmatic exclusions and which require further compliance (see table 24).

CONSULTATION WITH NATIVE AMERICANS

Letters were sent to the following Native American groups on October 10, 2003, inviting their participation in the general management plan planning process: Muwekma Ohlone Indian Tribe, Costanoan-Rumsen Carmel Tribe, The Ohone Indian Tribe, Costanoan Ohlone-Rumsem-Mutsun Tribe, Ohlone/Costanoan-Esselen Nation, Indian Canyon Band of Costanoan/Mutsun, and Amah/Mutsun Band of Ohlone/Costanoan Indians.

Subsequently, newsletters associated with this plan were sent to these groups. In addition, letters were sent to the following Native American Indian groups on June 17, 2005, inviting their participation in the planning process: Scotts Valley Band of Pomo Indians, Guidiville Rancheria.

FUTURE COMPLIANCE REQUIREMENTS

The National Park Service will submit to the California state historic preservation office for review, any federal actions or financial support associated with the following undertakings affecting historic resources at Rosie the Riveter/World War II Home Front National Historical Park:

- ground disturbing activities resulting from development of facilities to support visitor

access, services, and interpretation
- rehabilitation of exteriors of historic structures or buildings
- rehabilitation of portions of interiors of historic structures or buildings
- adaptive use of interiors of historic structures or buildings for park administration or operations and nonpark-related purposes
- potential changes to land use, circulation, and building patterns and overall spatial organization resulting from development of facilities to support visitor access, services, and interpretation

Agencies, Organizations, and Individuals Receiving A Copy of this Document

CITY AND COUNTY GOVERNMENTS

City of Richmond

Gayle McLaughlin, Mayor
Nathaniel Bates, Vice Mayor
Thomas K. Butt, Councilmember
Ludmyrna Lopez, Councilmember
John E. Marquez, Councilmember
Jim Rogers, Councilmember
Tony Thurmond, Councilmember
Harpreet S. Sandhu, Councilmember
Maria Viramontes, Councilmember

Richmond Boards and Commissions

Art and Culture Commission
Historic Preservation Advisory Committee
Recreation and Parks Commission
General Plan Advisory Committee

Richmond Neighborhood Councils

Richmond Neighborhood Coordinating Committee
Atchison Village Neighborhood Council
Coronado Neighborhood Council
Cortez/Stege Neighborhood Council
East Richmond Neighborhood Council
Eastshore Neighborhood Council
Fairmede Hilltop Neighborhood Council
Greenbriar Neighborhood Council
Iron Triangle Neighborhood Council
Hilltop Neighborhood Council
Laurel Park Neighborhood Council
Marina Bay Neighborhood Council
May Valley Neighborhood Council
North & East Neighborhood Council
Panhandle Annex Neighborhood Council
Parchester Village Neighborhood Council
Park Plaza Neighborhood Council
Parkview Neighborhood Council
Point Richmond Neighborhood Council
Pullman Neighborhood Council
Quail Hill Neighborhood Council
Richmond Annex Neighborhood Council
Richmond Heights Neighborhood Council
Richmore Village Neighborhood Council
Santa Fe Neighborhood Council
Shields-Reid Neighborhood Council
SW Richmond Annex Neighborhood Council

Richmond City Departments

City Manager
Administrative Chief
Assistant City Manager/Human Resources Management Director
Building Regulations
City Attorney
City Clerk
City Engineer
Economic Development
Confidential Investigative and Appeals Officer
Economic Development
Engineering
Finance
Fire Department
Housing Authority
Housing and Community Development
Library and Community Services
Operations and Maintenance
Parks and Public Facilities
Planning and Building Services
Police Commission
Police Department
Port Operations
Public Works
Recreation Commission
Recreation Division
Redevelopment Agency
Richmond Memorial Convention Center

Board of Supervisors, Contra Costa County, California

John M. Gioia, District I
Gayle B. Uilkema, District II
Mary N. Piepho, Chair, District III
Susan Bonilla, District IV
Federal D. Glover, District V

Contra Costa County Departments

John Cullen, County Administrator
Administration
Administrative Services Officer
Assistant County Administrator

Building Inspection Department
Capital Facilities and Debt Management
Capital Projects Management
Community Development Department
Community Services
Facilities Maintenance
General Services Department
Health& Welfare, Special Districts & General Government
Office of Communications & Media
Public Safety & Finance

U.S. SENATORS AND REPRESENTATIVES

Honorable Barbara Boxer, U.S. Senator
Honorable Diane Feinstein, U.S. Senator
Honorable George Miller, U.S. House of Representatives

FEDERAL AGENCIES

Advisory Council on Historic Preservation
U.S. Department of the Interior
- Bureau of Indian Affairs
- National Park Service
  - Golden Gate National Recreation Area
  - San Francisco Maritime National Historical Park

U.S. Fish and Wildlife Service
- Sacramento Office

U.S Environmental Protection Agency

STATE OFFICIALS

Arnold Schwarzenegger, Governor of California
Don Perata, State Senator
Tom Torlakson, State Senator
Loni Hancock, Assembly Member

STATE AGENCIES

Air Resources Board
California Coastal Conservancy
California Environmental Protection Agency
California State Historic Preservation Officer
California Department of Transportation District 4
Office of Historic Preservation
Department of Conservation, Office of Land Conservation
Resources Agency
- Department of Fish and Game
- Department of Parks and Recreation
- Department of Forestry and Fire Protection
- Department of Water Resources

State Water Resources Control Board
California State Parks, Sacramento Headquarters

AMERICAN INDIAN GROUPS

Amah/Mutsun Band of Ohlone/Costanoan Indians
Costanoan Ohlone-Rumsem-Mutsun Tribe
Costanoan-Rumsen Carmel Tribe
Indian Canyon Band of Costanoan/Mutsun
Muwekma Ohlone Indian Tribe
Ohone Indian Tribe
Ohlone/Costanoan-Esselen Nation
Scotts Valley Band of Pomo Indians, Guidiville Rancheria

ORGANIZATIONS AND BUSINESSES

Association of Bay Area Government
Atchison Village
Council of Industries
East Bay Regional Parks District
Greater Richmond Interfaith Program
Historian Donna Graves
Historian Steve Gilford
Kaiser Permanente
Levin Shipping
National Park Foundation
National Parks Conservation Association
National Trust for Historic Preservation
Northern California Muslim Association
Nystrom Urban Revitalization Effort
Orton Development, Inc
Point Richmond Business Association
Richmond Chamber of Commerce
Richmond Museum Association
Richmond Museum of History
Rosie the Riveter Trust
San Francisco Bay Area Water Transit Authority
San Francisco Bay Conservation and Development Commission
The Sierra Club, San Francisco Bay Chapter
TRAC – Trails for Richmond Action Committee
West County Business and Professional Association

INDIVIDUALS

The list of individuals is available from park headquarters.

Appendices

Appendix A: City Resolutions

Votes of the City Council of City of Richmond, California that are related to sites and structures identified in the enabling legislation of Rosie the Riveter/World War II Home Front National Historical Park.

RESOLUTION NUMBER AND DATE	TITLE	SUMMARY
Resolution No. 203-97 December 23, 1997	Resolution of the City Council of the City of Richmond Regarding National Historic Register and State Landmark Designations for Richmond Shipyards and Other Sites in Richmond.	Directed the City staff to prepare information on sites that may be eligible as State Historic Landmarks or for listing on the National Register of Historic Places, and to apply for those designations as appropriate.
Resolution No. 129-99 July 27, 1999	Resolution of the Council of the City of Richmond, California, Expressing the City's Support for the Establishment of an Affiliated Area or National Historic Site in Partnership with the National Park Service to Provide Interpretation and Education about the WWII Home Front in Richmond and Across the Country.	Supported establishment of a National Park, Affiliated Area, or National Historic Site and committing the City of Richmond and the National Park Service to a partnership.
Resolution No. 46-00 March 21, 2000	District Resolution of the Surplus Property Authority of the City of Richmond, California, Authorizing Submittal of a California State Landmark Application for the Richmond Shipyards.	Authorized submitting the Richmond Shipyards District for designation as a California Historical Landmark, and authorized registering and placing a plaque on the property.
Resolution No. 46a-00 March 21, 2000 Resolution No. 64-00 April 18, 2000	Resolution of the City Council of the City of Richmond Regarding Public Policy of the City of Richmond Toward Future Operation and Development of Shipyard 3 and Compatibility with Limited Public Access and Historic Preservation in Conjunction with the Proposed Rosie the Riveter/World War II Home Front National Historical Park.	Directed development and use of Shipyard 3 to be planned and implemented to be compatible with the continued preservation of historic resources, if Rosie the Riveter/World War II Home Front National Historical Park is established.
Resolution No. 139-00 July 25, 2000	Resolution of the Council of the City of Richmond, California to Amend Resolution No. 120-00 to Adjust Appropriations to the Annual Operating Budget for Fiscal Year 2000-2001 to Authorize the Allocation of Funds for the Rosie the Riveter Memorial Dedication Event.	Authorized $50,000 in funds from the City's General Reserve for the Rosie the Riveter Memorial Event planned for October 14, 2000.

RESOLUTION NUMBER AND DATE	TITLE	SUMMARY
Resolution No. 27-01 March 27, 2001	Resolution of the Council of the City of Richmond, California, in Support of the Trails for Richmond Action Committee (TRAC) Grant Application to the Association of Bay Area Governments (ABAG) for Funds to Develop the San Francisco Bay Trail Segment in the City of Richmond.	Authorized submission of a grant application to plan and construct a Bay Trail segment and to plan Bay Trail access into the Rosie the Riveter/World War II Home Front National Historical Park, and authorized acceptance of the grant if awarded.
Resolution No. 61-01 May 22, 2001	Resolution of the Council of the City of Richmond, California Authorizing the Nomination of a Transportation Enhancement Grant Including all Understanding and Assurances Contained Therein.	Authorized the submission of a Transportation Enhancement Grant by the Richmond Museum Association for the SS *Red Oak Victory*, which includes the city's commitment to the rehabilitation and preservation of the SS *Red Oak Victory* Ship, a World War II era Victory ship built in Richmond.
Resolution No. 25-02 February 5, 2002	Resolution of the City Council of the City of Richmond, California, Approving the Applications and Certification Agreement for the Certified Local Government Historic Preservation Program.	Authorized filing an application with the State Office of Historic Preservation to become a Certified Local Government.
Resolution No. 101-02 July 30, 2002	Resolution Supporting the Americans for National Parks Coalition and its Guiding Principles of: Securing Congressional Appropriations to Ensure that the National Park Service can Meet its Mission and Make Up for Previous Funding Deficiencies in a way that Satisfies Diverse Park Needs Including Science, Resource Protection, and Education.	Asserted support for the Americans for National Parks Coalition, and for legislative efforts to maintain and preserve America's 385 national park units, including Rosie the Riveter/WWII Home Front National Historic Park.
Resolution No. 121-02 September 24, 2002	Resolution of the Council of the City of Richmond, California, Approving the Receipt of Ford Motor Company *Think Neighbor* Zero Emissions Vehicles Obtained Under the National Parks Foundation Program in Support of the National Parks Service Rosie the Riveter / World War II Home Front National Historic Park.	Approved receipt of a donation of two zero emissions *THINK Neighbor* vehicles, authorized use and maintenance of the vehicles, and authorized donor publicity about alternative transportation at park sites and at offsite visits by Ford Motor Company.

RESOLUTION NUMBER AND DATE	TITLE	SUMMARY
Resolution No. 80-03a June 17, 2003	Resolution of the City Council of the City of Richmond, California Authorizing the City Manager to Facilitate Acquisition, Transportation and Relocation of Whirley Crane #2 for Interpretive Use in the Rosie the Riveter/World War II Home Front National Historical Park.	Authorized the city manager to facilitate an agreement among the parties (Levin-Richmond Terminal, the National Park Service, Hanson Construction, and the City of Richmond) that would result in successful relocation of Whirley Crane #2 for use as an interpretive exhibit at Rosie the Riveter/World War II Home Front National Historic Park.
Resolution No. 72-04 May 4, 2004	Resolution of the Council of the City of Richmond, California Requesting CalTrans to Authorize the Placement of Directional Signs for Historic Resources.	Authorized requests to the California Department of Transportation for installation of signs on state highways for Rosie the Riveter/World War II Home Front National Historic Park.
Resolution No. 80-04 May 18, 2004	Resolution of the City Council of the City of Richmond, California Authorizing the Relocation of Whirley Crane #2 for Interpretive Use in the Rosie the Riveter World War II Home Front National Historical Park.	Authorized the City of Richmond to provide a location for the permanent installation of Whirley Crane #2 at Point Potrero Marine Terminal and to take possession of the crane for use as an interpretive exhibit in the Rosie the Riveter/World War II Home Front National Historical Park.
Resolution No. 15-05 February 15, 2005	Resolution of the Members of the Richmond City Council, Richmond, California Authorizing submittal and acceptance of a Grant Application for Construction Design of Bay Trail Access to Historic Kaiser Shipyard No. 3 in Point Potrero Marine Terminal.	Adopted the trail alignment and accepted the schematic design of the December 2004 "Shipyard No. 3 Bay Trail Access Feasibility & Planning Study, Phase II Schematic Design," authorized submission of a Bay Trail grant application to prepare a construction design and bid package. Appointed the Executive Director of the Port of Richmond as project manager to execute the grant and encumber funds for the Trail Development Program.
Resolution No. 96-05		Authorized the city manager to accept the donation of Whirley Crane #2 for use as an interpretive exhibit in the park.

RESOLUTION NUMBER AND DATE	TITLE	SUMMARY
Resolution No. 15-06 February 28, 2006	Resolution of the City Council, of the City of Richmond in Support of a Ferry in the City of Richmond.	Designated establishment of a ferry terminal in Richmond an official public policy, designated the location at the foot of Harbor Way South, set aside 3.1 acres at this site, hired a contractor for a feasibility study, hired a consultant to amend the general plan and study TOD and density in the vicinity, and directed staff to develop a timeline, strategy and budget to accomplish the policy.
Resolution No. 68-06 July 11, 2006	Resolution of the City Council of the City of Richmond Committing to Work with Contra Costa County, the West Contra Costa Unified School District, the National Park Service, and the Richmond Children's Fund to Provide the Local Matching Funds Necessary to Meet the Requirements for Receiving a Grant from the California Cultural and Historical Endowment (CCHE).	Agreement among West Contra Costa Unified School District, Richmond Children's Foundation, and the City of Richmond to cooperatively provide $2 million in matching funds necessary to meet the requirements for receiving the $2 million grant from CCHE. The funds are for redevelopment of the Maritime Historic Center for Working Families, part of Rosie the Riveter/World War II Home Front NHP. The agreement extends to working together in a master planning and visioning effort to foster a healthy, vibrant, and safe community for the Nystrom neighborhood.
Resolution No. 91-06 July 25, 2006	Resolution of the City Council of the City of Richmond Authorizing Application by the Mayor for a *Preserve America* Community Designation.	Authorized applying to become a Preserve America Community, a designation later conferred by the White House on November 3, 2006.

Appendix B: Legislation

ROSIE THE RIVETER/WORLD WAR II HOME FRONT
NATIONAL HISTORICAL PARK
ESTABLISHMENT ACT OF 2000

Public Law 106-352
106th Congress

An Act

To establish the Rosie the Riveter/World War II Home Front National Historical Park in the State of California, and for other Purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.
This Act may be cited as the "Rosie the Riveter/World War II Home Front National Historical Park Establishment Act of 2000".

SECTION 2. ROSIE THE RIVETER/WORLD WAR II HOME FRONT NATIONAL HISTORICAL PARK.
(a) ESTABLISHMENT.—In order to preserve for the benefit and inspiration of the people of the United States as a national historical park certain sites, structures, and areas located in Richmond, California, that are associated with the industrial, governmental, and citizen efforts that led to victory in World War II, there is established the Rosie the Riveter/World War II Home Front National Historical Park (in this Act referred to as the "park").

(b) AREAS INCLUDED.—The boundaries of the park shall be those generally depicted on the map entitled "Proposed Boundary Map, Rosie the Riveter/World War II Home Front National Historical Park" numbered 963/80000 and dated May 2000. The map shall be on file and available for public inspection in the appropriate offices of the National Park Service.

SECTION 3. ADMINISTRATION OF THE NATIONAL HISTORICAL PARK.
(a) IN GENERAL.—
(1) GENERAL ADMINISTRATION.—The Secretary of the Interior (in this Act referred to as the "Secretary") shall administer the park in accordance with this Act and the provisions of law generally applicable to units of the National Park System, including the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 35, 1916 (39 Stat. 535; 16 U.S.C. 1 through 4), and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461-467).
(2) SPECIFIC AUTHORITIES.—The Secretary may interpret the story of Rosie the Riveter and the World War II home front, conduct and maintain oral histories that relate to the World War II home front theme, and provide technical assistance in the preservation of historic properties that support this story.

(b) COOPERATIVE AGREEMENTS.—
(1) GENERAL AGREEMENTS.-The Secretary may enter into agreements with the owners of the World War II Child Development Centers, the World War II worker housing, the Kaiser Permanente Field Hospital, and Fire Station 67A, pursuant to which the Secretary may mark, interpret, improve, restore, and provide technical assistance with respect to the preservation and interpretation of such properties. Such agreements shall contain, but need not be limited to,

provisions under which the Secretary shall have the right of access at reasonable times to public portions of the property for interpretive and other purposes, and that no changes or alterations shall be made in the property except by mutual agreement.

(2) LIMITED AGREEMENTS.—The Secretary may consult and enter into cooperative agreements with interested persons for interpretation and technical assistance with the preservation of--

(A) the Ford Assembly Building;
(B) the intact dry docks/basin docks and five historic structures at Richmond Shipyard #3;
(C) the Shimada Peace Memorial Park;
(D) Westshore Park;
(E) the Rosie the Riveter Memorial;
(F) Sheridan Observation Point Park;
(G) the Bay Trail/Esplanade;
(H) Vincent Park; and
(I) the vessel S.S. RED OAK VICTORY, and Whirley Cranes associated with shipbuilding in Richmond.

(c) EDUCATION CENTER.—The Secretary may establish a World War II Home Front Education Center in the Ford Assembly Building. Such center shall include a program that allows for distance learning and linkages to other representative sites across the country, for the purpose of educating the public as to the significance of the site and the World War II Home Front.

(d) USE OF FEDERAL FUNDS.—

(1) NON-FEDERAL MATCHING.—

(A) As a condition of expending any funds appropriated to the Secretary for the purposes of the cooperative agreements under subsection (b)(2), the Secretary shall require that such expenditure must be matched by expenditure of an equal amount of funds, goods, services, or in-kind contributions provided by non-Federal sources.

(B) With the approval of the Secretary, any donation of property, services, or goods from a non-Federal source may be considered as a contribution of funds from a non-Federal source for purposes of this paragraph.

(2) COOPERATIVE AGREEMENT.—Any payment made by the Secretary pursuant to a cooperative agreement under this section shall be subject to an agreement that conversion, use, or disposal of the project so assisted for purposes contrary to the purposes of this Act, as determined by the Secretary, shall entitle the United States to reimbursement of the greater of—

(A) all funds paid by the Secretary to such project; or

(B) the proportion of the increased value of the project attributable to such payments, determined at the time of such conversion, use, or disposal.

(e) ACQUISITION.—

(1) FORD ASSEMBLY BUILDING.—The Secretary may acquire a leasehold interest in the Ford Assembly Building for the purposes of operating a World War II Home Front Education Center.

(2) OTHER FACILITIES.—The Secretary may acquire, from willing sellers, lands or interests in the World War II day care centers, the World War II worker housing, the Kaiser Permanente Field Hospital, and Fire Station 67, through donation, purchase with donated or appropriated funds, transfer from any other Federal agency, or exchange.

(3) ARTIFACTS.—The Secretary may acquire and provide for the curation of historic artifacts that relate to the park.

(f) DONATIONS.-The Secretary may accept and use donations of funds, property, and services to carry out this Act.

(g) GENERAL MANAGEMENT PLAN.—

(1) IN GENERAL.-Not later than 3 complete fiscal years after the date funds are made available, the Secretary shall prepare, in consultation with the City of Richmond, California, and transmit to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a general management plan for park in accordance with the provisions of section 12(b) of the Act of August 18, 1970 (16 U.S.C. 1a-7(b)), popularly known as the National Park System General Authorities Act, and other applicable law.

(2) PRESERVATION OF SETTING.—The general management plan shall include a plan to preserve the historic setting of the Rosie the Riveter/World War II Home Front National Historical Park, which shall be jointly developed and approved by the City of Richmond.

(3) ADDITIONAL SITES.—The general management plan shall include a determination of whether there are additional representative sites in Richmond that should be added to the park or sites in the rest of the United States that relate to the industrial, governmental, and citizen efforts during World War II that should be linked to and interpreted at the park. Such determination shall consider any information or findings developed in the National Park Service study of the World War II Home Front under section 4.

SECTION 4. WORLD WAR II HOME FRONT STUDY.

The Secretary shall conduct a theme study of the World War II home front to determine whether other sites in the United States meet the criteria for potential inclusion in the National Park System in accordance with section 8 of Public Law 91-383 (16 U.S.C. 1a-5).

SECTION 5. AUTHORIZATION OF APPROPRIATIONS.

(a) IN GENERAL.—

(1) ORAL HISTORIES, PRESERVATION, AND VISITOR SERVICES.—There are authorized to be appropriated such sums as may be necessary to conduct oral histories and to carry out the preservation, interpretation, education, and other essential visitor services provided for by this Act.

(2) ARTIFACTS.—There are authorized to be appropriated $1,000,000 for the acquisition and curation of historical artifacts related to the park.

(b) PROPERTY ACQUISITION.—There are authorized to be appropriated such sums as are necessary to acquire the properties listed in section 3(e)(2).

(c) LIMITATION ON USE OF FUNDS FOR S.S. RED OAK VICTORY.—None of the funds authorized to be appropriated by this section may be used for the operation, maintenance, or preservation of the vessel S.S. RED OAK VICTORY.

Approved October 24, 2000.

ROSIE THE RIVETER/WORLD WAR II HOME FRONT NATIONAL HISTORICAL PARK ACT OF 2004

Public Law 108-352
108th Congress

An Act

To make technical correction to laws relating to certain units of the National Park System and to National Park programs.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 6. ROSIE THE RIVETER/WORLD WAR II HOME FRONT NATIONAL HISTORIC PARK.

The Rosie the Riveter/World War II Home Front National Historic Park Establishment Act of 2000 (16 U.S.C. 410ggg et seq.) is amended –

(1) in section 2(b), by striking "numbered 963/80000" and inserting "numbered 963/80,000"; and
(2) in section 3 –
  (A) in subsection (a)(1), by striking "August 35" and inserting "August 25";
  (B) in subsection (b)(1), by striking "the World War II Child Development Centers, the World War II worker housing, the Kaiser Permanente Field Hospital, and Fire Station 67A" and inserting "the Child Development Field Centers (Ruth C. Powers) (Maritime), Atchison Housing , the Kaiser Permanente-Field Hospital, and Richmond Fire Station 67A"; and
  (C) in subsection (e)(2), by striking "the World War II day care centers, the World War II worker housing, the Kaiser Permanente Field Hospital, and the Fire Station 67," and inserting "the Child Development Field Centers (Ruth C. Powers) (Maritime), Atchison Housing, the Kaiser-Permanente Field Hospital, and Richmond Fire Station 67A".

Approved October 21, 2004.

Appendix C: Laws and Policies that Help Inform and Provide Guidance to Cooperating Partners

TOPIC	GUIDANCE
Relations with Private and Public Organizations, Owners of Adjacent Land, and Governmental Agencies	The national historical park is managed as part of a greater ecological, social, economic, and cultural system. Good relations are maintained with cooperating partners, adjacent landowners, surrounding communities, and private and public groups that affect, and are affected by, the park. The park is managed proactively to resolve external issues and concerns and ensure that park values are not compromised. Because the national historical park is an integral part of larger regional environment, the cooperating partners work cooperatively with others to anticipate, avoid, and resolve potential conflicts, protect national historical park resources, and address mutual interests in the quality of life for community residents. Regional cooperation involves public and private entities, Indian tribes, neighboring landowners, and all other concerned parties.
Government-to-Government Relations with American Indian Tribes	The cooperating partners and tribes culturally affiliated with the national historical park maintain positive, productive relationships. Cooperating partners respect the viewpoints and needs of the tribes, continue to promptly address conflicts that occur, and consider American Indian values in national historical park management and operation.
Archeological Resources	Archeological sites are identified and inventoried and their significance is determined and documented. Archeological sites are protected in an undisturbed condition unless it is determined through formal processes that disturbance or natural deterioration is unavoidable. When disturbance or deterioration is unavoidable, the site is professionally documented and excavated and the resulting artifacts, materials, and records are curated and conserved in consultation with the California state historic preservation office (and American Indian tribes if applicable). Some archeological sites that can be adequately protected may be interpreted to visitors.
Historic Structures	Historic structures are inventoried and their significance and integrity are evaluated under National Register of Historic Places criteria. The qualities that contribute to the listing or eligibility for listing of historic structures on the national register are protected in accordance with the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable). These Standards and Guidelines can be found on the World Wide Web at www.cr.nps.gov/local-law/arch_stands_0.htm.

TOPIC	GUIDANCE
Historic Structures	Historic structures are inventoried and their significance and integrity are evaluated under National Register of Historic Places criteria. The qualities that contribute to the listing or eligibility for listing of historic structures on the national register are protected in accordance with the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable). These Standards and Guidelines can be found on the World Wide Web at www.cr.nps.gov/local-law/arch_stands_0.htm.
Cultural Landscapes	Cultural landscape inventories are conducted to identify landscapes potentially eligible for listing in the national register, and to assist in future management decisions for landscapes and associated resources, both cultural and natural. The management of cultural landscapes focuses on preserving the landscape's physical attributes and use when that use contributes to its historical significance. The preservation, rehabilitation, restoration, or reconstruction of cultural landscapes is undertaken in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes. (www.cr.nps.gov/local-law/arch_stnds_8_2.htm)
Museum Collections	All museum collections (objects, specimens, and manuscript collections) are identified and inventoried, catalogued, documented, preserved, and protected, and provision is made for their access to and use for exhibits, research, and interpretation. The qualities that contribute to the significance of collections are protected in accordance with established professional standards.
Visitor Use and Experience	Visitors have opportunities to enjoy the cultural resources found in the national historical park. No activities occur that would cause derogation of the values and purposes for which the national historical park has been established. For all the desired park visions identified for sites within the national historical park, the types and levels of visitor use are consistent with the desired resource and visitor experience conditions described for those sites. National historical park visitors will have opportunities to understand and appreciate the significance of the national historical park and its resources, and to develop a personal stewardship ethic. To the extent feasible, programs, services, and facilities in the national historical park are accessible to and usable by all people, including those with disabilities.

TOPIC	GUIDANCE
Commercial Services	Commercially provided services would be subject to the same visitor use and experience requirements described above. All commercial services must be authorized by the participating property owner, and should be necessary and/or appropriate and economically feasible. Appropriate planning and coordination is encouraged in use of commercial services that support visitor use.
Public Health and Safety	While recognizing that there are limitations on its capability to totally eliminate all hazards, cooperating partners, concessionaires, contractors, and cooperators will work to cooperatively to provide a safe and healthful environment for visitors and employees.
Hazardous Materials	The cooperating partners will strive to identify recognizable threats to the safety and health of persons and to the protection of property by applying nationally accepted codes, standards, and engineering principles. When practicable, and consistent with congressionally designated purposes and mandates, the Service will work with park partners to reduce or remove known hazards and apply other appropriate measures, including closures, guarding, signing, or other forms of education.
Transportation to and within the national historic park	Visitors have reasonable access to the national historical park, and there are connections from the national historical park to regional transportation systems as appropriate. Transportation facilities in the national historical park provide access for the protection, use, and enjoyment of national historical park resources. They preserve the integrity of the surroundings, protect national historical park resources, and provide a rewarding visitor experience. The cooperating partners could participate in transportation planning forums that may result in links to the national historical park or impact national historical park resources.
Utilities and Communication Facilities	Telecommunication and other utility-related structures could be located in the national historical park but it is recommended that they do not jeopardize the national historical park's mission and resources.

Appendix D: Threatened and Endangered Species

United States Department of the Interior

FISH AND WILDLIFE SERVICE
Sacramento Fish and Wildlife Office
2800 Cottage Way, Room W-2605
Sacramento, California 95825

Received
MAY 19 2003
DSC-PSD

IN REPLY REFER TO:
1-1-03-SP-1979

MAY 16 2003

Memorandum

To: Supervisory Outdoor Recreation Planner, National Park Service, Denver, Colorado (Attn.: Jan Harris)

From: Chief, Endangered Species Division, Sacramento Fish and Wildlife Office, Fish and Wildlife Service, Sacramento, California

Subject: Species List for General Management Plan for Rosie the Riveter/World War II National Historical Park, Contra Costa County, California

We are sending the enclosed list in response to your May 9, 2003, request for information about endangered and threatened species (Enclosure A). This list fulfills the requirement of the Fish and Wildlife Service (Service) to provide species lists under section 7(c) of the Endangered Species Act of 1973, as amended (Act).

The animal species on the Enclosure A quad list are those species we believe may occur within, *or be affected by projects within*, the following USGS quads, where your project is planned: Richmond Quad.

Any plants on the quad list are ones *that have actually been observed* in the project quad(s). Plants may occur in a quad without having been observed there. Therefore we have included a species list for the whole county in which your project occurs. We recommend that you survey for any relevant plants shown on this list.

Any plants on the quad list are ones *that have actually been observed* in the project quad(s). Your list includes multiple quads. We recommend that you survey in each quad for relevant plants shown in nearby quads.

Fish and other aquatic species appear on your list if they are in the same watershed as your quad or if water use in your quad might affect them. Amphibians will be on the list for a quad or county if pesticides applied in that area may be carried to their habitat by air currents.

Executive Order 13186, January 17, 2001, directs Federal agencies to take specific steps to conserve migratory birds. *Species of Concern* (see below) are specifically included in this Executive Order. (The Order can be found at www.nara.gov/fedreg/eo.html) Birds are shown on our species lists regardless of whether they are resident or migratory. Relevant birds on the county list should be considered regardless of whether they appear on a quad list.

If a species has been listed as threatened or endangered by the State of California, but not by us nor by the National Marine Fisheries Service, it will appear on your list as a Species of Concern. *However you must contact the California Department of Fish and Game for official information about these species.* Call (916) 322-2493 or write Marketing Manager, California Department of Fish and Game, Natural Diversity Data Base, 1416 Ninth Street, Sacramento, California 95814.

Some of the species listed in Enclosure A may not be affected by the proposed action. A trained biologist or botanist, familiar with the habitat requirements of the listed species, should determine whether these species or habitats suitable for them may be affected. For plants, we recommend using the enclosed Guidelines for Conducting and Reporting Botanical Inventories for Federally Listed, Proposed and Candidate Species (Enclosure C).

Some pertinent information concerning the distribution, life history, habitat requirements, and published references for the listed species is available upon request. This information may be helpful in preparing the biological assessment for this project, if one is required. Please see Enclosure B for a discussion of the responsibilities Federal agencies have under section 7(c) of the Act and the conditions under which a biological assessment must be prepared by the lead Federal agency or its designated non-Federal representative.

Formal consultation, under 50 CFR § 402.14, should be initiated if you determine that a listed species may be affected by the proposed project. If you determine that a proposed species may be adversely affected, you should consider requesting a conference with our office under 50 CFR § 402.10. Informal consultation may be utilized prior to a written request for formal consultation to exchange information and resolve conflicts with respect to a listed species. If a biological assessment is required, and it is not initiated within 90 days of your receipt of this letter, you should informally verify the accuracy of this list with our office.

When a species is listed as endangered or threatened, areas of habitat considered essential to its conservation may be designated as *critical habitat*. These areas may require special management

considerations or protection. They provide needed space for growth and normal behavior; food, water, air, light, other nutritional or physiological requirements; cover or shelter; and sites for breeding, reproduction, rearing of offspring, germination or seed dispersal. Although critical habitat may be designated on private or State lands, activities on these lands are not restricted unless there is Federal involvement in the activities or direct harm to listed wildlife.

If any species has proposed or designated critical habitat within a quad, this will be noted on the species list. Maps and boundary descriptions of the critical habitat may be found in the *Federal Register*. The information is also reprinted in the *Code of Federal Regulations* (50 **CFR** 17.95).

Candidate species are being reviewed for possible listing. Contact our office if your biological assessment reveals any candidate species that might be adversely affected. Although they currently have no protection under the Endangered Species Act, one or more of them could be proposed and listed before your project is completed. By considering them from the beginning, you could avoid problems later.

Your list may contain a section called *Species of Concern*. This term includes former *category 2 candidate species* and other plants and animals of concern to the Service and other Federal, State and private conservation agencies and organizations. Some of these species may become candidate species in the future.

If the proposed project will impact wetlands, riparian habitat, or other jurisdictional waters as defined by the U.S. Army Corps of Engineers (Corps), a Corps permit will be required, under section 404 of the Clean Water Act and/or section 10 of the Rivers and Harbors Act. Impacts to wetland habitats require site specific mitigation and monitoring. You may request a copy of the Service's General Mitigation and Monitoring Guidelines or submit a detailed description of the proposed impacts for specific comments and recommendations. If you have any questions regarding wetlands, contact Mark Littlefield at (916) 414-6580.

Please contact Dan Buford at (916) 414-6625, if you have any questions about the attached list or your responsibilities under the Endangered Species Act. For the fastest response to species list requests, address them to the attention of Species Lists at this address. You may fax requests to 414-6712 or 414-6713. You may also email them to harry_mossman@fws.gov.

Attachments

ATTACHMENT A
Endangered and Threatened Species that May Occur in or be Affected by
Projects in the Area of the Following California Counties
Reference File No. 1-1-03-SP-1979
May 15, 2003

CONTRA COSTA COUNTY

Listed Species

Mammals

San Joaquin kit fox, *Vulpes macrotis mutica* (E)
riparian (San Joaquin Valley) woodrat, *Neotoma fuscipes riparia* (E) *
riparian brush rabbit, *Sylvilagus bachmani riparius* (E) *
salt marsh harvest mouse, *Reithrodontomys raviventris* (E)

Birds

California brown pelican, *Pelecanus occidentalis californicus* (E)
California clapper rail, *Rallus longirostris obsoletus* (E)
California least tern, *Sterna antillarum (=albifrons) browni* (E)
bald eagle, *Haliaeetus leucocephalus* (T)
western snowy plover, *Charadrius alexandrinus nivosus* (T)

Reptiles

Alameda whipsnake, *Masticophis lateralis euryxanthus* (T)
Critical habitat, Alameda whipsnake, *Masticophis lateralis euryxanthus* (T)
giant garter snake, *Thamnophis gigas* (T)

Amphibians

California red-legged frog, *Rana aurora draytonii* (T)
California tiger salamander, *Ambystoma californiense* (C/E)

Fish

Central California Coastal steelhead, *Oncorhynchus mykiss* (T) NMFS
Central Valley spring-run chinook salmon, *Oncorhynchus tshawytscha* (T) NMFS
Critical habitat, delta smelt, *Hypomesus transpacificus* (T)
Critical habitat, winter-run chinook salmon, *Oncorhynchus tshawytscha* (E) NMFS
Sacramento splittail, *Pogonichthys macrolepidotus* (T)
coho salmon - central CA coast, *Oncorhynchus kisutch* (T) NMFS
delta smelt, *Hypomesus transpacificus* (T)
tidewater goby, *Eucyclogobius newberryi* (E)
winter-run chinook salmon, *Oncorhynchus tshawytscha* (E) NMFS

Invertebrates

Conservancy fairy shrimp, *Branchinecta conservatio* (E)

Lange's metalmark butterfly, *Apodemia mormo langei* (E)
callippe silverspot butterfly, *Speyeria callippe callippe* (E)
longhorn fairy shrimp, *Branchinecta longiantenna* (E)
valley elderberry longhorn beetle, *Desmocerus californicus dimorphus* (T)
vernal pool fairy shrimp, *Branchinecta lynchi* (T)
vernal pool tadpole shrimp, *Lepidurus packardi* (E)

Plants

Antioch Dunes evening-primrose, *Oenothera deltoides ssp. howellii* (E)
Contra Costa goldfields, *Lasthenia conjugens* (E)
Contra Costa wallflower, *Erysimum capitatum ssp. angustatum* (E)
Critical Habitat, Contra Costa wallflower, *Erysimum capitatum ssp. angustatum* (E)
Critical habitat, Antioch Dunes evening-primrose, *Oenothera deltoides ssp. howellii* (E)
Critical habitat, Santa Cruz tarplant, *Holocarpha macradenia* (T)
Santa Cruz tarplant, *Holocarpha macradenia* (T)
large-flowered fiddleneck, *Amsinckia grandiflora* (E)
pallid manzanita (=Alameda or Oakland Hills manzanita), *Arctostaphylos pallida* (T)
soft bird's-beak, *Cordylanthus mollis ssp. mollis* (E)

Proposed Species

Birds

mountain plover, *Charadrius montanus* (PT)

Invertebrates

Critical habitat, vernal pool invertebrates, *See Federal Register 67:59883* (PX)

Plants

Critical habitat, vernal pool plants, *See Federal Register 67:59883* (PX)

Candidate Species

Fish

Central Valley fall/late fall-run chinook salmon, *Oncorhynchus tshawytscha* (C) NMFS
Critical habitat, Central Valley fall/late fall-run chinook, *Oncorhynchus tshawytscha* (C) NMFS
green sturgeon, *Acipenser medirostris* (C)

Species of Concern

Mammals

Berkeley kangaroo rat, *Dipodomys heermanni berkeleyensis* (SC) *
Pacific western big-eared bat, *Corynorhinus (=Plecotus) townsendii townsendii* (SC)
San Francisco dusky-footed woodrat, *Neotoma fuscipes annectens* (SC)
San Joaquin pocket mouse, *Perognathus inornatus* (SC)
Suisun ornate shrew, *Sorex ornatus sinuosus* (SC)

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Yuma myotis bat, *Myotis yumanensis* (SC)
fringed myotis bat, *Myotis thysanodes* (SC)
greater western mastiff-bat, *Eumops perotis californicus* (SC)
long-eared myotis bat, *Myotis evotis* (SC)
long-legged myotis bat, *Myotis volans* (SC)
salt marsh vagrant shrew, *Sorex vagrans halicoetes* (SC)
small-footed myotis bat, *Myotis ciliolabrum* (SC)

Birds

Alameda (South Bay) song sparrow, *Melospiza melodia pusillula* (SC)
Aleutian Canada goose, *Branta canadensis leucopareia* (D)
Allen's hummingbird, *Selasphorus sasin* (SC)
American bittern, *Botaurus lentiginosus* (SC)
American peregrine falcon, *Falco peregrinus anatum* (D)
Bell's sage sparrow, *Amphispiza belli belli* (SC)
California thrasher, *Toxostoma redivivum* (SC)
Costa's hummingbird, *Calypte costae* (SC)
Lawrence's goldfinch, *Carduelis lawrencei* (SC)
Lewis' woodpecker, *Melanerpes lewis* (SC)
San Pablo song sparrow, *Melospiza melodia samuelis* (SC)
Suisun song sparrow, *Melospiza melodia maxillaris* (SC)
Swainson's hawk, *Buteo Swainsoni* (CA)
Vaux's swift, *Chaetura vauxi* (SC)
bank swallow, *Riparia riparia* (CA)
black rail, *Laterallus jamaicensis coturniculus* (CA)
ferruginous hawk, *Buteo regalis* (SC)
little willow flycatcher, *Empidonax traillii brewsteri* (CA)
loggerhead shrike, *Lanius ludovicianus* (SC)
long-billed curlew, *Numenius americanus* (SC)
marbled godwit, *Limosa fedoa* (SC)
oak titmouse, *Baeolophus inornatus* (SLC)
olive-sided flycatcher, *Contopus cooperi* (SC)
red knot, *Calidris canutus* (SC)
red-breasted sapsucker, *Sphyrapicus ruber* (SC)
rufous hummingbird, *Selasphorus rufus* (SC)
saltmarsh common yellowthroat, *Geothlypis trichas sinuosa* (SC)
tricolored blackbird, *Agelaius tricolor* (SC)
western burrowing owl, *Athene cunicularia hypugaea* (SC)

whimbrel, *Numenius phaeopus* (SC)
white-faced ibis, *Plegadis chihi* (SC)
white-tailed (=black shouldered) kite, *Elanus leucurus* (SC)

Reptiles

California horned lizard, *Phrynosoma coronatum frontale* (SC)
San Joaquin coachwhip (=whipsnake), *Masticophis flagellum ruddocki* (SC)
northwestern pond turtle, *Clemmys marmorata marmorata* (SC)
silvery legless lizard, *Anniella pulchra pulchra* (SC)
southwestern pond turtle, *Clemmys marmorata pallida* (SC)

Amphibians

foothill yellow-legged frog, *Rana boylii* (SC)
western spadefoot toad, *Spea hammondii* (SC)

Fish

Pacific lamprey, *Lampetra tridentata* (SC)
longfin smelt, *Spirinchus thaleichthys* (SC)
river lamprey, *Lampetra ayresi* (SC)

Invertebrates

Antioch Dunes anthicid beetle, *Anthicus antiochensis* (SC)
Antioch andrenid bee, *Perdita scitula antiochensis* (SC)
Antioch cophuran robberfly, *Cophura hurdi* (SC)
Antioch efferian robberfly, *Efferia antiochi* (SC)
Antioch mutillid wasp, *Myrmosula pacifica* (SC)
Antioch sphecid wasp, *Philanthus nasilis* (SC)
Bridges' Coast Range shoulderband snail, *Helminthoglypta nickliniana bridgesi* (SC)
California linderiella fairy shrimp, *Linderiella occidentalis* (SC)
Clervo aegialian scarab beetle, *Aegialia concinna* (SC)
Hurd's metapogon robberfly, *Metapogon hurdi* (SC)
Marin elfin butterfly, *Incisalia mossii marinensis* (SC)
Middlekauf's shieldback katydid, *Idiostatus middlekaufi* (SC)
Midvalley fairy shrimp, *Branchinecta mesovallensis* (SC)
Ricksecker's water scavenger beetle, *Hydrochara ricksecker*i (SC)
Sacramento anthicid beetle, *Anthicus sacramento* (SC)
San Francisco lacewing, *Nothochrysa californica* (SC)
San Joaquin dune beetle, *Coelus gracilis* (SC)
curved-foot hygrotus diving beetle, *Hygrotus curvipes* (SC)
molestan blister beetle, *Lytta molesta* (SC)
yellow-banded andrenid bee, *Perdita hirticeps luteocincta* (SC)

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Plants

Ben Lomond buckwheat (= naked buckwheat), *Eriogonum nudum var. decurrens* (SC)
Brewer's dwarf-flax (=western flax), *Hesperolinon breweri* (SC)
California croton, *Croton californicus* (SLC)
California triquetrella moss, *Triquetrella californica* (SLC)
Carquinez goldenbush, *Isocoma arguta* (SC)
Congdon's tarplant, *Hemizonia parryi ssp. congdonii* (SC)
Diablo helianthella (=rock-rose), *Helianthella castanea* (SC)
Franciscan thistle, *Cirsium andrewsii* (SC)
Gairdner's yampah, *Perideridia gairdneri ssp. gairdneri* (SC)
Hall's bush mallow, *Malacothamnus hallii (=M. fasciculatus)* (SLC)
Hoover's cryptantha, *Cryptantha hooveri* (SLC)
Livermore tarplant, *Deinandra bacigalupii* (SC)
Loma Prieta hoita, *Hoita strobilina* (SC) *
Mason's lilaeopsis, *Lilaeopsis masonii* (SC)
Mt. Diablo bird's-beak, *Cordylanthus nidularius* (SC)
Mt. Diablo fairy-lantern, *Calochortus pulchellus* (SLC)
Mt. Diablo jewelflower, *Streptanthus hispidus* (SC)
Mt. Diablo phacelia, *Phacelia phacelioides* (SC)
Northern California black walnut, *Juglans californica var. hindsii* (SC)
Oregon meconella (=white fairypoppy), *Meconella oregana* (SC)
Pacific cordgrass (=California cordgrass), *Sparina foliosa* (SLC)
San Joaquin spearscale (=saltbush), *Atriplex joaquiniana* (SC)
Suisun Marsh aster, *Aster lentus* (SC)
Tiburon buckwheat, *Eriogonum caninum* (SLC)
alkali milk-vetch, *Astragalus tener var. tener* (SC) *
bent-flowered fiddleneck, *Amsinckia lunaris* (SLC)
big tarplant, *Blepharizonia plumosa ssp. plumosa* (SC)
brittlescale, *Atriplex depressa* (SC)
caper-fruited tropidocarpum, *Tropidocarpum capparideum* (SC) *
chaparral harebell (=bellflower), *Campanula exigua* (SLC)
coast rock-cress, *Arabis blepharophylla* (SLC)
delta coyote-thistle (=button-celery), *Eryngium racemosum* (CA)
delta tule-pea, *Lathyrus jepsonii var. jepsonii* (SC)
diamond-petaled California poppy, *Eschscholzia rhombipetala* (SC) *
fragrant fritillary (= prairie bells), *Fritillaria liliacea* (SC)
heartscale, *Atriplex cordulata* (SC)

interior California (Hospital Canyon) larkspur, *Delphinium californicum ssp. interius* (SC)
little mousetail, *Myosurus minimus ssp. apus* (SC)
most beautiful (uncommon) jewelflower, *Streptanthus albidus ssp. peramoenus* (SC)
recurved larkspur, *Delphinium recurvatum* (SC)
robust monardella (=robust coyote mint), *Monardella villosa ssp globosa* (SLC)
rock sanicle, *Sanicula saxatilis* (SC)
salt marsh owl's clover (=johnny-nip), *Castilleja ambigua ssp. ambigua* (SLC)
serpentine bedstraw, *Galium andrewsii ssp. gatense* (SLC)
showy (=golden) madia, *Madia radiata* (SC) *
stinkbells, *Fritillaria agrestis* (SLC)
western leatherwood, *Dirca occidentalis* (SLC)

KEY:

(E)	*Endangered*	Listed (in the Federal Register) as being in danger of extinction.
(T)	*Threatened*	Listed as likely to become endangered within the foreseeable future.
(P)	*Proposed*	Officially proposed (in the Federal Register) for listing as endangered or threatened.
(PX)	*Proposed Critical Habitat*	Proposed as an area essential to the conservation of the species.
(C)	*Candidate*	Candidate to become a *proposed* species.
(SC)	*Species of Concern*	Other species of concern to the Service.
(SLC)	*Species of Local Concern*	Species of local or regional concern or conservation significance.
(D)	*Delisted*	Delisted. Status to be monitored for 5 years.
(CA)	*State-Listed*	Listed as threatened or endangered by the State of California.
NMFS	NMFS species	Under jurisdiction of the National Marine Fisheries Service. Contact them directly.
*	*Extirpated*	Possibly extirpated from the area.
**	*Extinct*	Possibly extinct
	Critical Habitat	Area essential to the conservation of a species.

ATTACHMENT A
Endangered and Threatened Species that May Occur in
or be Affected by Projects in the Selected Quads Listed Below
Reference File No. 1-1-03-SP-1979
May 15, 2003

QUAD: 466A RICHMOND

Listed Species

Mammals

salt marsh harvest mouse, *Reithrodontomys raviventris* (E)

Birds

western snowy plover, *Charadrius alexandrinus nivosus* (T)

bald eagle, *Haliaeetus leucocephalus* (T)

California brown pelican, *Pelecanus occidentalis californicus* (E)

California clapper rail, *Rallus longirostris obsoletus* (E)

California least tern, *Sterna antillarum (=albifrons) browni* (E)

Reptiles

Alameda whipsnake, *Masticophis lateralis euryxanthus* (T)

Critical habitat, Alameda whipsnake, *Masticophis lateralis euryxanthus* (T)

Amphibians

California red-legged frog, *Rana aurora draytonii* (T)

Fish

tidewater goby, *Eucyclogobius newberryi* (E)

Critical habitat, delta smelt, *Hypomesus transpacificus* (T)

delta smelt, *Hypomesus transpacificus* (T)

coho salmon - central CA coast, *Oncorhynchus kisutch* (T) NMFS

Central California Coastal steelhead, *Oncorhynchus mykiss* (T) NMFS

Central Valley steelhead, *Oncorhynchus mykiss* (T) NMFS

Critical habitat, winter-run chinook salmon, *Oncorhynchus tshawytscha* (E) NMFS

winter-run chinook salmon, *Oncorhynchus tshawytscha* (E) NMFS

Central Valley spring-run chinook salmon, *Oncorhynchus tshawytscha* (T) NMFS

Sacramento splittail, *Pogonichthys macrolepidotus* (T)

Plants

pallid manzanita (=Alameda or Oakland Hills manzanita), *Arctostaphylos pallida* (T)

Critical habitat, Santa Cruz tarplant, *Holocarpha macradenia* (T)

Santa Cruz tarplant, *Holocarpha macradenia* (T)

California sea blite, *Suaeda californica* (E) *

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Candidate Species

Fish

green sturgeon, *Acipenser medirostris* (C)

Central Valley fall/late fall-run chinook salmon, *Oncorhynchus tshawytscha* (C) NMFS

Critical habitat, Central Valley fall/late fall-run chinook, *Oncorhynchus tshawytscha* (C) NMFS

Species of Concern

Mammals

Pacific western big-eared bat, *Corynorhinus (=Plecotus) townsendii townsendii* (SC)

greater western mastiff-bat, *Eumops perotis californicus* (SC)

small-footed myotis bat, *Myotis ciliolabrum* (SC)

long-eared myotis bat, *Myotis evotis* (SC)

fringed myotis bat, *Myotis thysanodes* (SC)

long-legged myotis bat, *Myotis volans* (SC)

Yuma myotis bat, *Myotis yumanensis* (SC)

San Francisco dusky-footed woodrat, *Neotoma fuscipes annectens* (SC)

salt marsh vagrant shrew, *Sorex vagrans halicoetes* (SC)

Birds

tricolored blackbird, *Agelaius tricolor* (SC)

Bell's sage sparrow, *Amphispiza belli belli* (SC)

western burrowing owl, *Athene cunicularia hypugaea* (SC)

Aleutian Canada goose, *Branta canadensis leucopareia* (D)

ferruginous hawk, *Buteo regalis* (SC)

red knot, *Calidris canutus* (SC)

Costa's hummingbird, *Calypte costae* (SC)

Vaux's swift, *Chaetura vauxi* (SC)

black swift, *Cypseloides niger* (SC)

white-tailed (=black shouldered) kite, *Elanus leucurus* (SC)

little willow flycatcher, *Empidonax traillii brewsteri* (CA)

prairie falcon, *Falco mexicanus* (SC)

American peregrine falcon, *Falco peregrinus anatum* (D)

saltmarsh common yellowthroat, *Geothlypis trichas sinuosa* (SC)

loggerhead shrike, *Lanius ludovicianus* (SC)

black rail, *Laterallus jamaicensis coturniculus* (CA)

marbled godwit, *Limosa fedoa* (SC)

Lewis' woodpecker, *Melanerpes lewis* (SC)

Alameda (South Bay) song sparrow, *Melospiza melodia pusillula* (SC)

Reference File No. 1-1-03-SP-1979 Page 3

San Pablo song sparrow, *Melospiza melodia samuelis* (SC)

long-billed curlew, *Numenius americanus* (SC)

bank swallow, *Riparia riparia* (CA)

black skimmer, *Rynchops niger* (SC)

rufous hummingbird, *Selasphorus rufus* (SC)

Allen's hummingbird, *Selasphorus sasin* (SC)

Reptiles

northwestern pond turtle, *Clemmys marmorata marmorata* (SC)

southwestern pond turtle, *Clemmys marmorata pallida* (SC)

California horned lizard, *Phrynosoma coronatum frontale* (SC)

Amphibians

foothill yellow-legged frog, *Rana boylii* (SC)

Fish

longfin smelt, *Spirinchus thaleichthys* (SC)

Invertebrates

Bridges' Coast Range shoulderband snail, *Helminthoglypta nickliniana bridgesi* (SC)

Ricksecker's water scavenger beetle, *Hydrochara ricksecker*i (SC)

San Francisco lacewing, *Nothochrysa californica* (SC)

Plants

alkali milk-vetch, *Astragalus tener var. tener* (SC) *

salt marsh owl's clover (=johnny-nip), *Castilleja ambigua ssp. ambigua* (SLC)

western leatherwood, *Dirca occidentalis* (SLC)

fragrant fritillary (= prairie bells), *Fritillaria liliacea* (SC) *

Diablo helianthella (=rock-rose), *Helianthella castanea* (SC)

Oregon meconella (=white fairypoppy), *Meconella oregana* (SC)

Pacific cordgrass (=California cordgrass), *Sparina foliosa* (SLC)

most beautiful (uncommon) jewelflower, *Streptanthus albidus ssp. peramoenus* (SC)

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KEY:

(E)	*Endangered*	Listed (in the Federal Register) as being in danger of extinction.
(T)	*Threatened*	Listed as likely to become endangered within the foreseeable future.
(P)	*Proposed*	Officially proposed (in the Federal Register) for listing as endangered or threatened.
(PX)	*Proposed Critical Habitat*	Proposed as an area essential to the conservation of the species.
(C)	*Candidate*	Candidate to become a *proposed* species.
(SC)	*Species of Concern*	May be endangered or threatened. Not enough biological information has been gathered to support listing at this time.
(SLC)	*Species of Local Concern*	Species of local or regional concern or conservation significance.
(MB)	*Migratory Bird*	Migratory bird
NMFS	NMFS species	Under the jurisdiction of the National Marine Fisheries Service. Contact them directly.
(D)	*Delisted*	Delisted. Status to be monitored for 5 years.
(CA)	*State-Listed*	Listed as threatened or endangered by the State of California.
(*)	*Extirpated*	Possibly extirpated from this quad.
(**)	*Extinct*	Possibly extinct.
	Critical Habitat	Area essential to the conservation of a species.

Attachment B

FEDERAL AGENCIES' RESPONSIBILITIES UNDER
SECTIONS 7(a) and (c) OF THE ENDANGERED SPECIES ACT

SECTION 7(a) Consultation/Conference

Requires: (1) Federal agencies to utilize their authorities to carry out programs to conserve endangered and threatened species; (2) Consultation with FWS when a Federal action may affect a listed endangered or threatened species to insure that any action authorized, funded, or carried out by a Federal agency is not likely to jeopardize the continued existence of listed species or result in the destruction or adverse modification of critical habitat. The process is initiated by the Federal agency after determining the action may affect a listed species; and (3) Conference with FWS when a Federal action is likely to jeopardize the continued existence of a proposed species or result in destruction or adverse modification of proposed critical habitat.

SECTION 7(c) Biological Assessment-Major Construction Activity[1]

Requires Federal agencies or their designees to prepare a Biological Assessment (BA) for major construction activities. The BA analyzes the effects of the action[2] on listed and proposed species. The process begins with a Federal agency requesting from FWS a list of proposed and listed threatened and endangered species. The BA should be completed within 180 days after its initiation (or within such a time period as is mutually agreeable). If the BA is not initiated within 90 days of receipt of the list, the accuracy of the species list should be informally verified with our Service. No irreversible commitment of resources is to be made during the BA process which would foreclose reasonable and prudent alternatives to protect endangered species. Planning, design, and administrative actions may proceed; however, no construction may begin.

We recommend the following for inclusion in the BA: an on-site inspection of the area affected by the proposal which may include a detailed survey of the area to determine if the species or suitable habitat is present; a review of literature and scientific data to determine species' distribution, habitat needs, and other biological requirement; interviews with experts, including those within FWS, State conservation departments, universities and others who may have data not yet published in scientific literature; an analysis of the effects of the proposal on the species in terms of individuals and populations, including consideration of indirect effects of the proposal on the species and its habitat; an analysis of alternative actions considered. The BA should document the results, including a discussion of study methods used, and problems encountered, and other relevant information. The BA should conclude whether or not a listed or proposed species will be affected. Upon completion, the BA should be forwarded to our office.

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[1]A construction project (or other undertaking having similar physical impacts) which is a major federal action significantly affecting the quality of the human environment as referred to in NEPA (42 U.S.C. 4332(2)C).

[2]"Effects of the action" refers to the direct and indirect effects of an action on the species or critical habitat, together with the effects of other activities that are interrelated or interdependent with that action.

Attachment C

GUIDELINES FOR CONDUCTING AND REPORTING BOTANICAL INVENTORIES FOR FEDERALLY LISTED, PROPOSED AND CANDIDATE PLANTS

(September 23, 1996)

These guidelines describe protocols for conducting botanical inventories for federally listed, proposed and candidate plants, and describe minimum standards for reporting results. The Service will use, in part, the information outlined below in determining whether the project under consideration may affect any listed, proposed or candidate plants, and in determining the direct, indirect, and cumulative effects.

Field inventories should be conducted in a manner that will locate listed, proposed, or candidate species (target species) that may be present. The entire project area requires a botanical inventory, except developed agricultural lands. The field investigator(s) should:

1. Conduct inventories at the appropriate times of year when target species are present and identifiable. Inventories will include all potential habitats. Multiple site visits during a field season may be necessary to make observations during the appropriate phenological stage of all target species.

2. If available, use a regional or local reference population to obtain a visual image of the target species and associated habitat(s). If access to reference populations(s) is not available, investigators should study specimens from local herbaria.

3. List every species observed and compile a comprehensive list of vascular plants for the entire project site. Vascular plants need to be identified to a taxonomic level which allows rarity to be determined.

4. Report results of botanical field inventories that include:

   a. a description of the biological setting, including plant community, topography, soils, potential habitat of target species, and an evaluation of environmental conditions, such as timing or quantity of rainfall, which may influence the performance and expression of target species.

   b. a map of project location showing scale, orientation, project boundaries, parcel size, and map quadrangle name.

   c. survey dates and survey methodology(ies).

   d. if a reference population is available, provide a written narrative describing the target species reference population(s) used, and date(s) when observations were made.

   e. a comprehensive list of all vascular plants occurring on the project site for each habitat type.

   f. current and historic land uses of the habitat(s) and degree of site alteration.

g. presence of target species off-site on adjacent parcels, if known.

h. an assessment of the biological significance or ecological quality of the project site in a local and regional context.

5. If target species is(are) found, report results that additionally include:

a. a map showing federally listed, proposed and candidate species distribution as they relate to the proposed project.

b. if target species is (are) associated with wetlands, a description of the direction and integrity of flow of surface hydrology. If target species is (are) affected by adjacent off-site hydrological influences, describe these factors.

c. the target species phenology and microhabitat, an estimate of the number of individuals of each target species per unit area; identify areas of high, medium and low density of target species over the project site, and provide acres of occupied habitat of target species. Investigators could provide color slides, photos or color copies of photos of target species or representative habitats to support information or descriptions contained in reports.

d. the degree of impact(s), if any, of the proposed project as it relates to the potential unoccupied habitat of target habitat.

6. Document findings of target species by completing California Native Species Field Survey Form(s) and submit form(s) to the Natural Diversity Data Base. Documentation of determinations and/or voucher specimens may be useful in cases of taxonomic ambiguities, habitat or range extensions.

7. Report as an addendum to the original survey, any change in abundance and distribution of target plants in subsequent years. Project sites with inventories older than 3 years from the current date of project proposal submission will likely need additional survey. Investigators need to assess whether an additional survey(s) is (are) needed.

8. Adverse conditions may prevent investigator(s) from determining presence or identifying some target species in potential habitat(s) of target species. Disease, drought, predation, or herbivory may preclude the presence or identification of target species in any year. An additional botanical inventory(ies) in a subsequent year(s) may be required if adverse conditions occur in a potential habitat(s). Investigator(s) may need to discuss such conditions.

9. Guidance from California Department of Fish and Game (CDFG) regarding plant and plant community surveys can be found in Guidelines for Assessing the Effects of Proposed Developments on Rare and Endangered Plants and Plant Communities, 1984. Please contact the CDFG Regional Office for questions regarding the CDFG guidelines and for assistance in determining any applicable State regulatory requirements.

Appendix E: Tables from "Chapter 4: The Affected Environment"

Table 1: Recent Population Trends in Richmond – 1990 to 2000

LOCATION	1990	2000	COMPOUND ANNUAL GROWTH RATE 1990-2000
Contra Costa County	803,732	946,300	1.6%
Richmond	86,019	99,100	1.4%
South-Central Richmond	11,487	13,925	1.9%
South Shoreline	6,099	8,897	3.8%
national historical park area (total)	17,586	22,822	2.6%

Source: U.S. Census Bureau

Table 2: Education, Employment, Household Income and Poverty Level in the Richmond Area – 1990 and 2000

	CONTRA COSTA COUNTY		RICHMOND		SOUTH-CENTRAL RICHMOND		SOUTH SHORELINE	
	1990	2000	1990	2000	1990	2000	1990	2000
Persons 25 years and over	100%	100%	100%	100%	100%	100%	100%	100%
Percent high school graduate or higher	86.5%	86.9%	76.7%	75.4%	59.1%	61.5%	84.7%	88.4%
Percent bachelor's degree or higher	31.6%	35.0%	22.2%	22.4%	4.6%	8.5%	40.7%	49.5%
Unemployment Level	5.%	4.8%	9.4%	7.7%	20.7%	14.2%	7.5%	5.0%
Median household income (dollars)[a]	$45,087	$63,675	$32,165	$44,210	$18,419	$28,919	$36,687	$60,719
Persons Below Poverty Level[a]	7.3%	7.6%	16.1%	16.2%	29.4%	30.3%	20.2%	19.2%

[a]1989 and 1999 data.
Source: U.S. Census Bureau

Table 3: Port of Richmond Tonnage Statistics, Total Loaded and Discharged, Metric Tons

YEAR	TOTAL PORT OF RICHMOND	NON-CHEVRON PORT ACTIVITY (SANTA FE CHANNEL)
1993	26,264,607	NA
1994	25,873,770	NA
1995	18,769,456	4,289,516
1996	20,696,622	3,735,218
1997	20,872,133	3,685,864
1998	20,457,433	4,459,939
1999	22,827,043	9,436,503
2000	20,445,110	4,585,852
2001	21,936,281	NA
2002	19,933,701	NA
2003	18,385,090	2,920,856
***CAGR**	**-3.5%**	**-4.7%**

Source: Norman Chan, Port of Richmond
*****Compound Annual Growth Rate

The Pacific Maritime Association tracks port activity in terms of dry bulk tonnage plus 1/50th of liquid bulk tonnage. Their estimates of Richmond and total San Francisco Bay port activity suggest that in terms of economic activity, the Port of Richmond accounts for an extremely small portion of total San Francisco Bay Area port activity.

Table 4: Assessable Tonnage, San Francisco Bay Area and Richmond, 1995 To 2003

YEAR	TOTAL SAN FRANCISCO BAY	RICHMOND	% OF TOTAL BAY
1995	23,393,457	884,221	3.8%
1996	21,689,677	472,069	2.2%
1997	20,912,540	352,975	1.7%
1998	20,833,764	262,770	1.3%
1999	22,220,193	290,244	1.3%
2000	23,674,952	306,413	1.3%
2001	22,657,414	186,904	0.8%
2002	23,242,077	51,041	0.2%
2003	25,361,529	36,945	0.1%
***CAGR**	**1.0%**	**-32.8%**	

Source: Pacific Maritime Association, tonnage reports.
*****Compound Annual Growth Rate

Table 5: Trends in City revenues and Expenditures – 1994 To 2006 (Nominal Dollars, in Thousands)

$ THOUSAND	FY 93-94	FY 95-96	FY 97-98	FY 99-00	FY 01-02	FY 03-04	FY O5-06
Total Revenues	$178,457	$144,906	$110,397	$122,192	$133,131	$147,732	$146,631
Total Expenditures	($160,392)	($161,382)	($136,132)	($137,711)	($148,494)	($162,573)	($138,033)
Debt Service	($10,749)	($22,292)	($25,815)	($22,623)	($26,928)	($20,092)	($16,847)
Debt Service as a % of Total Expenditures	6.7%	13.8%	19.0%	16.4%	18.1%	12.4%	12.2%
Revenues less Expenditures	$18,065	($16,476)	($25,735)	($15,519)	($15,363)	($15,141)	$8,598

Source: Finance Department, City of Richmond
Note: The fiscal year runs from July 1st to June 30th

Table 6: TRENDS IN TAX REVENUES – 1994 TO 2006 (NOMINAL DOLLARS, IN THOUSANDS)

$ THOUSAND	FY 93-94	FY 95-96	FY 97-98	FY 99-00	FY 01-02	FY 03-04	FY O5-06
Property Tax[a]	$30,625	$28,875	$27,825	$37,211	$37,152	$36,476	$39,806
State Tax							
Sales and Use Tax[b]	$8,366	$9,407	$9,697	$12,431	$13,200	$12,352	$20,276
Local Taxes							
Utility User Tax[c]	$12,283	$16,985	$17,354	$18,331	$21,145	$29,323	$29,721
Other Taxes	$5,040	$5,107	$5,952	$6,661	$7,579	$9,421	$13,847
Total Local Taxes	$17,323	$22,092	$23,306	$24,992	$28,724	$38,744	$43,568
Total Taxes	**$56,314**	**$60,374**	**$60,828**	**$74,634**	**$79,076**	**$87,572**	**$103,647**

Source: Finance Department, City of Richmond
[a] In 2004, the property tax rate in Richmond varied from 1.1252% to 1.2728% according to the location. 0.2200% was going to the City of Richmond.
[b] The sales and use tax has been 8.25 % since Jan. 1, 2002; 6.25% is going to the state; 0.75% is going to the County transportation funds; 0.25% is going to the City; 1% for local districts.
[c] The Utility Use Tax was 10% in 2004.

Table 7: Contra Costa County Revenues and Expenditures (In Thousands)

YEAR	TOTAL REVENUES	TOTAL EXPENDITURES
1995	$866,050	$915,894
1996	$870,038	$891,699
1997	$873,920	$881,686
1998	$873,462	$903,591
1999	$942,274	$987,945
2000	$1,050,283	$1,042,807
2001	$1,090,874	$1,065,985
2002	$1,236,793	$1,264,772
2003	$1,308,091	$1,379,895
2004	$1,339,174	$1,417,918
2005	$1,417,225	$1,394,562
2006	$1,563,545	$1,473,987
Average annual growth rate	**5.6%**	**4.6%**

Source: County of Contra Costa 2006 Comprehensive Annual Financial Report

Table 8: Contra Costa County Taxes, 2000 To 2006 (In Thousands)

YEAR	COUNTY PROPERTY TAXES	SALES AND USE TAX	TRANSIENT OCCUPANCY TAX	TOTAL COUNTY TAX
2000	$177,104	N/A	$1,370	N/A
2001	$203,967	$11,632	$1,628	$217,227
2002	$211,376	$11,616	$1,287	$224,279
2003	$227,113	$10,966	$1,117	$239,196
2004	$250,620	$10,310	$1,283	$262,213
2005	$266,043	$10,811	$1,825	$278,679
2006	$298,138	$12,175	$1,344	$311,657
***CAGR**	**9.1%**	**1.2%**	**2.6%**	**7.5%**

Source: County of Contra Costa, Comprehensive Annual Financial Report
***Compound Annual Growth Rate**

Table 9: Profile of Existing Bay Area Commuter Water-Transit Services

ROUTE	DISTANCE (NAUTICAL MILES)	TRAVEL TIME	NUMBER OF DAILY ROUND TRIPS	DAILY RIDERSHIP
Larkspur- SF Ferry Building	11	Catamaran: 30 min Monohull: 45 min	20	5,000
Sausalito- SF Ferry Building	6	30 min	10	1,400
Sausalito- Tiburon-Pier 41	6	SF-Tib: 20 min SF-Saus: 20 min	8	1,400
Tiburon- SF Ferry Building	6	20 min	7	850
Vallejo- SF Ferry Building	24	55 min	11	2,500
Alameda/Oakland-SF Ferry Building/Wharf	6	Ala-SF: 20 min Oak-SF: 30 min	13	1,650
Alameda Harbor Bay- SF Ferry Building	8	25 min	6	450

Source: San Francisco Bay Area Water Transit Authority, Final Implementation and Operations Plan. July, 2003 (Fact Sheets)

Appendix F: Summary of the Secretary of the Interior's Standards for the Treatment of Historic Properties

TREATMENT	STANDARD	DEFINITION	COST
Preservation	1. Property will be used as it was historically, or be given a new use that maximizes retention of distinctive materials, features, spaces, and spatial relationships. 2. Historic character of a property will be retained and preserved. 3. Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate, and conserve existing historic materials and features will be physically and visually compatible and identifiable upon close inspection. 4. Changes to a property that have acquired historic significance in their own right will be retained and preserved. 5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved. 6. Existing condition of historic features will be evaluated to determine the appropriate level of intervention needed. 7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible.	Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.	Low-Moderate

TREATMENT	STANDARD	DEFINITION	COST
Rehabilitation	1. Property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships. 2. Historic character of a property will be retained and preserved. Removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided. 3. Each property will be recognized as a physical record of its time, place, and use. 4. Changes to a property that have acquired historic significance in their own right will be retained and preserved. 5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved. 6. Deteriorated historic features will be repaired rather than replaced. 7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. 8. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterized the property. 9. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.	Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values. Restoration is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from	Moderate

TREATMENT	STANDARD	DEFINITION	COST
Restoration	1. Property will be used as it was historically or be given a new use which reflects the property's restoration period. 2. Materials and features from restoration period will be retained and preserved. 3. Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate, and conserve materials and features from restoration period will be physically and visually compatible and identifiable upon close inspection. 4. Materials, features, spaces, and finishes that characterize other historical periods will be documented prior to their alteration or removal. 5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize the restoration period will be preserved. 6. Deteriorated features from restoration period will be repaired rather than replaced. 7. Replacement of missing features from restoration period will be substantiated by documentary and physical evidence. 8. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. 9. Designs that were never executed historically will not be constructed.	Restoration is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project. Reconstruction is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object	High

TREATMENT	STANDARD	DEFINITION	COST
Reconstruction	1. Property will be used to depict vanished or non-surviving portions of a property when documentary and physical evidence is available to permit accurate reconstruction with minimal conjecture and such reconstruction is essential to the public understanding of the property. 2. Will be preceded by a thorough archeological investigation to identify and evaluate those features and artifacts which are essential to an accurate reconstruction. 3. Will include measures to preserve any remaining historic materials, features, and spatial relationships. 4. Will be based on accurate duplication of historic features and elements substantiated by documentary or physical evidence rather than on conjectural designs or the availability of different features from other historic properties. 5. Will be clearly identified as a contemporary re-creation. 6. Designs that were never executed historically will not be constructed.	Reconstruction is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.	High

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2005c "Feasibility Assessment for Water Taxi and Land-based Shuttle." Transportation and Economic Study Support for the Rosie the Riveter/ World War II Home Front National Historical Park General Management Plan / Environmental Impact Statement. Prepared by David Evans and Associates, Inc. in association with John J. McMullen Associates, Inc. and Dornbusch Associates.
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Martha J. Lee, General Superintendent (2005 to present); 28 years with the NPS; B.A. in Art and graduate work in Recreation and Museum Studies.

Rick Smith, Deputy Superintendent; 31 years with the NPS; B.S. in Park and Recreation Management.

Lucy Lawliss, Park Cultural Resources Program Manager; 17 years with the NPS; Bachelor and Master of Landscape Architecture with graduate certificate in Historic Preservation.

Elizabeth Tucker, Park Ranger, Interpretation; 13 years with the NPS.

Naomi Torres, Chief of Interpretation.

Carla Koop, Community Outreach Specialist.

Betty Soskin, Community Outreach Specialist.

• Pacific West Region

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Martha Crusius, Senior Outdoor Recreation Planner; 24 years with the NPS; B.A. in Biology and M.R.P. in Regional Planning.

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• NPS Denver Service Center

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Marylou Herlihy, Exhibits Specialist, Pacific West Region.
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Gayle McLaughlin, Mayor
John Marquez, Vice Mayor

City Council Members
Nat Bates
Tom Butt
Ludmyrna Lopez
Jim Rogers
Tony Thurmond
Harprett Sandhu
Maria Viramontes

Former Mayors and City Council Members
Irma Anderson
Gary Bell
Rosemary Corbin

Harbor and Port Operations
Jim Matzorkis, Executive Director
Norman Chan, Project Manager

Community and Economic Development
Steve Duran, Director
Alan Wolken, Director, Redevelopment Agency
Gary Hembree, Redevelopment Agency (Former)

Planning and Building Services
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Jesse Washington, Director of Recreation (former)

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John Gioia, County Supervisor, District 1
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• Orton Development Inc.
J.R. (Eddie) Orton III, President

• Kaiser Permanente
Tom Debley, Heritage Resources
David Otey, Heritage Resources

• Richmond Chamber of Commerce
Judith Morgan, Chair

• Richmond Convention and Visitors Bureau
Michele Itagaki, Executive Director

• Richmond Museum Association
Don Bastin, Museum Director
Board of Directors
Lois Boyle, President
Richard Brandes (former board member)
Don Hardison (former board member)
Executive Committee of the SS *Red Oak Victory*

• Rosie the Riveter Trust
Tom Butt, Chair
Board Members
Bill Acevedo
Jane Bartke
Rosemary Corbin
Tracy Curtis
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The number of individuals and organizations who provided time and talent to the development of the general management plan are too numerous to name individually. The National Park Service benefitted from their contributions and wants to thank them all for their dedication to the planning process.

Glossary

Accessibility: occurs when individuals with disabilities are able to reach, use, understand, or appreciate park programs, facilities, and services, or to enjoy the same benefits that are available to persons without disabilities.

Action alternative: an alternative that proposes a change to existing conditions or current management direction. The environmental consequences of an action alternative are analyzed in relation to the no-action alternative.

Adaptive use: a use for a historic structure or landscape other than its original use, normally entailing compatible modification of the structure or landscape.

Advisory Council on Historic Preservation: an independent federal agency with statutory authority to review and comment on federal actions affecting properties listed in or eligible for listing in the National Register of Historic Places.

Affected environment: the existing biological, physical, cultural, social, and economic conditions that are subject to both direct and indirect changes as a result of actions described in the alternatives under consideration.

Alternatives: a reasonable range of options that can accomplish the legislative direction.

Anthropology: the scientific study of the human condition, including cultural, biological, and physical adaptation over time and in various natural and social environments.

Archeological Resource: any material remains or physical evidence of past human life or activities which are of archeological interest, including the record of effects of human activities on the environment. An archeological resource is capable of revealing scientific or humanistic information through archeological research.

Archeology: the scientific study, interpretation, and reconstruction of past human cultures from an anthropological perspective based on the investigation of the surviving physical evidence of human activity and the reconstruction of related past environments.

Artifact: something created by humans.

Bay Area: see San Francisco Bay Area.

Bay Trail: also known as San Francisco Bay Trail or Bay Trail/Esplanade.

Brownfield: real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

Child Development Center: two World War II-era child development centers survive in Richmond: Maritime Child Development Center and Ruth C. Powers Child Development Center, also know as Pullman Child Development Center

Cooperating partners: owners of historic resources, the National Park Service, and those individuals, organizations, businesses, nonprofit organizations that are actively involved in or supportive of the national historical park.

Council on Environmental Quality (CEQ): a part of the Executive Office of the president, this office is the "caretaker" of the National Environmental Policy Act.

Craneway: the south end of the Ford Assembly Building, facing the San Francisco Bay, initially used for the suspended cranes that moved along a track and were used in the assembly process.

Cultural landscape: a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general kinds of cultural landscapes, not mutually exclusive: historic sites, historic designed landscape, historic vernacular landscape, and ethnographic landscape.

Cultural resource: an aspect of a cultural system that is valued by or is significantly representative of a culture or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice.

Cumulative action: an action that, when viewed with other actions in the past, the present, or the reasonably foreseeable future regardless of who has undertaken or will undertake them, have an additive impact on the resource the proposal would affect.

Cumulative impact: the culmination of the proposed action added to past, present, and reasonably foreseeable future action; actions may be taken by anyone and may occur inside or outside the national historical park.

Desired condition: provides a picture of the character, condition and quality of park settings and visitor experiences that managers aspire to achieve and maintain over time.

Director's Order: an articulation of a new or revised National Park Service policy on an interim basis between publication dates of NPS Management Policies. They also provide more detailed interpretation of Management Policies and outline requirements applicable to NPS functions, programs and activities.

Environmental assessment (EA): a National Environmental Policy Act (NEPA) document that is prepared to (a) help determine whether the impact of a proposed action or alternatives could be significant on natural, cultural, socioeconomic resources and visitor use; (b) aid NPS in compliance with NEPA by evaluating a proposal that will have no significant impacts, but that may have measurable adverse impacts; or (c) evaluate a proposal that either is not described on the list of categorically excluded actions, or is on the list but exceptional circumstances apply.

Environmentally preferable alternative: the alternative that would best promote the policies in National Environmental Policy Act, section 101.

Ethnographic resources: objects and places, including sites, structures, landscapes, and natural resources, with traditional cultural meaning and value to associated peoples. Research and consultation with associated people identifies and explains the places and things they find culturally meaningful. Ethnographic resources eligible for the National Register of Historic Places are called traditional cultural properties.

Finding of No Significant Impact (FONSI): a determination based upon and Environmental Assessment and other factors in the public planning record that a proposal, if implemented, would have no significant impact on the human environment.

Fire Station 67A: located on Cutting Avenue, this fire station is also known as Fire Station 7.

Ford Assembly Building: also known as Ford Assembly Plant, Ford Motor Company Assembly Plant, Ford Building, Ford Point, Ford Plant, Richmond Ford Building, Richmond Tank Depot.

General management plan (GMP): the broadest level of planning used by the National Park Service; provides an overall direction for future national historical park management as well as a framework for managers to use when making decision about such things as park resources, visitor use, and facilities.

Graving basin/dry dock: a shipyard space that can be kept dry for use during the construction or repair of ship.

Historic American Building Survey (HABS)/Historic American Engineering Record (HAER)/Historic American Landscape Survey: a National Park Service documentation program that produces a permanent archival record at the Library of Congress of buildings, engineering structures, and cultural landscapes that are significant in American history and the growth and development of the built environment.

Historic Property: a district, site, structure, or landscape that is significant in American history, architecture, engineering, archeology, or culture; an umbrella term for all entries in the National Register of Historic Places.

Home front: a term describing the government, industry and citizen activities associated with wartime mobilization. In the United States, the term is primarily associated with World War II (1939 to 1945).

Impact: the likely effect of an action or proposed action upon specific natural, cultural or socioeconomic resources. Impacts may be direct, indirect, individual, cumulative, beneficial, or adverse.

Impact topic: a specific natural, cultural, or socioeconomic resource that would be affected by the proposed action or alternatives (including no action). The magnitude, duration, and timing of the effect to each of these resources is evaluated in the impact section of the Environmental Assessment.

Impairment: an impact that would harm the integrity of park resources that are managed by the National Park Service and would violate the 1916 NPS Organic Act's mandate that National Park Service resources and values remain unimpaired.

Interpretation: a communication process designed to reveal meanings and relationships of our cultural and natural heritage to the public through first-hand experiences with objects, artifacts, landscapes, or sites; the facilitation of a connection between the interests of the visitor and the meaning of the park's purpose, significance, and fundamental resources and values.

Issue: a matter that needs to be decided.

Kaiser, Henry J.: an American industrialist (1882—1967) who became known as the father of modern American shipbuilding from his involvement in the development of the four shipyards in Richmond, California, and in Vancouver, Washington during World War II. He is famous for adapting production techniques from automobile manufacturing including prefabrication processes that accelerated the production of ships from months to days. The concepts he developed for the mass production of commercial and military ships are still in use today. It was at the Richmond Kaiser Shipyards where he pioneered the idea for pre-paid worker health care, which evolved into the Kaiser Permanente-a nationally known health care provider.

Kaiser Permanente Field Hospital: also known as Richmond Field Hospital, Field Hospital, Kaiser Foundation Hospital, Kaiser Foundation Hospital.

Liberty ship: a type of cargo ship built in the United States during World War II. They were British in conception but adapted by the United States. They were cheap and quick to build and came to symbolize U.S. wartime industrial output. First built as part of the lend-lease program for Britain in order to replace ships torpedoed by German U-boats, these ships were also purchased for the U.S. fleet after the United States entered the war in December, 1941. Eighteen American shipyards built 2,751 "Liberties" between 1941 and 1945, easily the largest number of ships produced to a single design.

Management Policies: The National Park Service develops policy to interpret the ambiguities of the law and to fill in the details left unaddressed by Congress in the statutes. The document NPS Management Policies 2006 is the current edition of the basic servicewide policy document of the National Park Service.

Museum Collections: a collection that could consist of historic objects, artifacts, works of art, archival documents, and natural history specimens valuable for the information they provide about the processes, events, and interactions among people and the environment.

National Environmental Policy Act (NEPA): the nation's environmental charter for protection of the environment that provides for a process of analysis of a proposed action to determine the degree of its impact on the natural, physical, and human environment; alternatives and mitigation that reduce that impact; and the full and candid presentation of the analysis to and involvement of the interested and affected public.

National Historic Landmark (NHL): nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States.

National Register of Historic Places: a comprehensive list of properties (districts, sites, buildings, structures, and objects) of national, state and local significance in association with individuals, events or design in American history. This list is maintained by the National Park Service under authority of the National Historic Preservation Act of 1966.

Natural resource: a biotic or abiotic feature that occurs in its natural state. A feature and/or value that includes plants and animals, water, air, soils, topographic features, geologic features, paleontologic resources, natural quiet, and clear night skies.

No-action alternative: an alternative in an environmental assessment that continues current management direction. A no-action alternative is a benchmark against which action alternatives are compared.

Oral history: a recording-written or oral-of an individual account usually in association with an historical event or family history. It is a method of gathering and preserving historical information about past events and ways of life through recorded interviews with those who participated in those events or ways of life.

Outreach: the development of partnerships with other organizations, government entities, and members of the general public to build relationships that foster stewardship.

Partnership park: a park in which the National Park Service works collaboratively through cooperative management agreements with other public agencies and private organizations to preserve, protect, and interpret cultural and natural resources and values.

Preferred alternative: the alternative identified by the cooperating partners that would best fulfill the park's mission and responsibilities.

Preservation (cultural resources): the act or process of applying measures to sustain the existing form, integrity, and material of a historic structure, landscape, or object. Work may include preliminary measures to protect and stabilize the property, but generally focuses on the ongoing preservation, maintenance, and repair of historic materials and features rather than extensive replacement and new work. Historic preservation may include rehabilitation, restoration or in limited cases, reconstruction.

Preservation (natural resources): the act or process of preventing, eliminating, or reducing impacts on natural resources and natural processes.

Primary interpretive themes: the most important ideas or concepts to be communicated to the public about the park's purpose, significance, and fundamental resources and values.

Protect: to keep from harm, attack, or injury: long-term efforts to deter or prevent vandalism, theft, or other acts.

Purpose: the specific reason(s) for establishing a particular park.

Rehabilitation (building): a historic preservation treatment methodology that makes possible an efficient compatible use of a historic structure or landscape through repair, alternative uses and additions while preserving those portions or features which convey its historical, cultural, or architectural values, which are also referred to as character-defining features.

Restoration: a historic preservation treatment methodology with the goal of accurately depicting the form, features, and character of a historic property as it existed during the period of significance. This approach may involve removing features added after the period of significance or replacing features lost or modified from the historically significant period. This approach requires rigorous documentation in order to accurately treat the historic property.

Riverine: located on or inhabiting the banks of a river.

Richmond Shipyard No. 3: also known as Shipyard No. 3, Point Potrero Marine Terminal 5, 6, 7, Richmond Shipyard Number Three, Kaiser Shipyard, Richmond Number Three,

Rosie the Riveter: a term from popular culture whose first use occurred in a song written by Redd Evans and John Jacob Loeb and first recorded in February, 1942, by the Four Vagabonds. The term has become synonymous with the millions of women who replaced the working men who joined or were drafted into the armed forces.

Ruderal species: the plant species that colonize disturbed lands. The disturbance may be natural (e.g., wildfires or avalanches) or the disturbance may be human caused: from construction (e.g., road construction, building construction or mining), or from agriculture (e.g., abandoned farming fields or abandoned irrigation ditches).

San Francisco Bay Area: a geographic term colloquially known as the Bay Area, which is a geographically diverse metropolitan region that surrounds the San Francisco Bay in Northern California. It encompasses the major cities of Richmond, Berkeley, San Francisco, San José, and Oakland, and their many suburbs. It also includes the smaller urban and rural areas of the North Bay. Home to almost seven million people,[1] it comprises cities, towns, military bases, airports, and associated regional, state, and national parks sprawled over nine counties (sometimes defined as ten or eleven counties) and connected by a massive network of roads, highways, railroads, bridges, and commuter rail.

Santa Fe Channel: a federally maintained, 38-foot-deep water channel. Shipyard No. 3 is located on the west side at the entrance of the Santa Fe Channel and Sheridan Observation Point and the Ford Assembly Building are located on the east side. This channel serves many commercial and industrial businesses located along its edges.

Scoping: a planning process that solicits people's opinions on the value of the national historical park, issues facing the national historical park, and future of the national historical park.

Significance: a statement of why, within a national, regional and systemwide context, the park's resources and values are important enough to warrant national park designation.

Special Mandate: a legal mandate specific to a park that expands upon or further clarifies a park's legislated purpose.

Stabilization: a historic preservation treatment methodology that is used as an intervention to increase the stability or durability of a property prior to the determination of a long-term preservation strategy. In archeological practice, it refers to the preventative conservation measures used to decrease the rate of deterioration to an acceptable level or when a site has deteriorated so far that its existence is jeopardized.

State Historic Preservation Officer (SHPO): an official within each state appointed by the governor to administer the state historic preservation program and carry out certain responsibilities relating to federal undertakings within the state.

Technical assistance: the provision of expertise and direct support by specialists and trained professionals.

Threatened and Endangered Species: plants and/or animals that receive special protection under state and federal laws; also referred to as listed, endangered, or protected species or species of special concern.

Treatment: the work carried out to achieve a particular historic preservation goal.

U.S.C.: *United States Code*. Contains the general and permanent laws of the United States.

Victory ship: a type of cargo ship produced in large numbers by U.S. shipyards during World War II to replace shipping losses caused by German submarines. Together with an earlier design (Liberty ships), about 2400 were built in the United States. The SS *Red Oak Victory*, constructed at Richmond's Kaiser shipyard No. 2, is currently berthed at historic Shipyard No. 3.

Visitor Experience: the perceptions, feelings, and interactions of a national historical park visitor in relationship with the park environment. Other elements also contribute to the quality of the visitor experience, such as condition of natural and cultural resources, air quality, transportation, and noise.

Visitor Services: the provision of information and assistance to visitors to facilitate an enjoyable experience at the national historical park (e.g. trip planning, emergency response, interpretive programming, etc.); multiple opportunities for visitors to make intellectual and emotional connections to the national lakeshore through such things as walks, talks, roving informal contacts, brochures, exhibits, and other media; services may be provided onsite or offsite.

Whirley crane: a large 10-story, 230,000-pound crane that could turn a full 360 degrees, thus allowing the boom to achieve a speed of operation as it went about several tasks. Alone, a whirley crane could hoist large pieces of steel and move them to the pre-assembly areas. Then working together, the whirley cranes could hoist giant pre-assembled units and move them to the shipways, where erection of the hull took place.

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As the nation's principal conservation agency, the Department of the Interior has the responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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Rosie the Riveter/World War II Home Front National Historical Park
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