



DRAFT

Cesar Chavez

Special Resource Study and Environmental Assessment

October 2011



We are pleased to provide you with this copy of the draft Cesar Chavez Special Resource Study and Environmental Assessment.

The public comment period for this draft report will extend through November 8, 2011. We welcome your comments on the report, as well as your thoughts on how best to conserve the significance resources associated with Cesar Chavez and the farm labor movement. Please sent your comments to:

National Park Service
Cesar Chavez SRS
Park Planning and Environmental Compliance
333 Bush Street, Suite 500
San Francisco, CA 94104
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We also will be hosting a series of public meetings in various locations during the Fall of 2011. At each of these meetings, we will present the key findings of the draft study report and environmental assessment, answer your questions, and provide opportunities for you to submit your comments. Check the study website for specific meeting dates, times, and locations.

A limited number of additional copies of this report are available from the address above. In addition, the Executive Summary and the full report are both posted on the website (see above for web address).

We appreciate your contributions to the study process so far, and we look forward to your comments on this draft report.

Photo credits

Front cover: Striking farm workers hold a demonstration on a lettuce field, Salinas, California, 1970. Original photo courtesy of Walter P. Reuther Library, Wayne State University.

Front inside cover: Demonstrators picket in front of a store, location unknown, December, 1973. Photo by Cesar Chavez, courtesy of Walter P. Reuther Library, Wayne State University.

Back inside cover: Demonstrators protest the arrest and prosecution of United Farm Worker (UFW) picketers outside of the Criminal Court, New York City in 1969. Photo by Larry Gross, courtesy of Walter P. Reuther Library, Wayne State University.

Back cover: A farmworker stacks crates of harvested grapes, date and location unknown. Photo by Cris Sanchez, courtesy of Walter P. Reuther Library, Wayne State University.

Please keep in mind that your comments are public information. If individuals submitting comments request that their names and/or addresses be withheld from public disclosure, this will be honored to the extend allowable by law. Such requests must be stated prominently at the beginning of correspondence and comments. As always, NPS will make available to public inspection all submissions from organizations or businesses and from persons identifying themselves as representatives or officials of organizations and businesses. Anonymous comments may not be considered.





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October 2011

National Park Service
Pacific West Region
San Francisco, California

Abstract

The National Park Service (NPS) is conducting the Cesar Chavez Special Resource Study to evaluate the significance, suitability, and feasibility of designating sites significant to Cesar Chavez and the farm labor movement in the western United States as part of the national park system, and to determine whether such sites are eligible for listing on the National Register of Historic Places or designation as a National Historic Landmark. Congress authorized this study in 2008.

Through the study process, the NPS is making the following determinations:

- The study team evaluated over 100 sites significant to Cesar Chavez and/or the farm labor movement in the western United States. Of these sites, five have preliminarily been found to be **nationally significant**: the Forty Acres National Historic Landmark ((NHL) Delano, CA); Filipino Community Hall (Delano, CA); Nuestra Senora Reina de la Paz (Keene, CA); the Santa Rita Center (Phoenix, AZ) and the 1966 Delano to Sacramento march route. The 1966 Delano to Sacramento march route also meets eligibility criteria for designation as a national historic trail.
- The nationally significant sites associated with Cesar Chavez and the farm labor movement in the western United States depict a distinct and important aspect of American history associated with civil rights and labor movements that is not adequately represented or protected elsewhere and are therefore **suitable** for inclusion in the National Park System.
- A partnership-based national park unit or technical assistance program which provides opportunities for collaborative management to protect cultural resources, provide public access, interpretation, and educational opportunities at certain sites associated with the life of Cesar Chavez and the farm labor movement is a **feasible** addition to the national park system.
- There is a **need for NPS management** to achieve partnership-based protection of significant resources and enhanced visitor appreciation of the important resources and stories associated with the life of Cesar Chavez and the farm labor movement.

Five management alternatives were developed to explore a range of approaches to manage, protect, or restore significant resources and to provide or enhance public use and enjoyment.

- **Alternative A: Continuation of Current Management.** Sites, organizations, and programs significant to the life of Cesar Chavez and the farm labor movement would continue to operate independently without additional NPS management or assistance other than that available through existing authorities.
- **Alternative B: National Network.** Congress would establish a farm labor movement network to facilitate preservation and education efforts related to the life of Cesar Chavez and the farm labor movement. Coordinated by the NPS, the program would consist of an integrated network of historic sites, museums and interpretive programs, coordinated with national, regional and local organizations.
- **Alternative C: National Historic Trail.** Congress would establish a new national historic trail (NHT) that would commemorate the 1966 Delano to Sacramento march.
- **Alternative D: National Historic Site.** Congress would establish a national historic site (NHS) at the Forty Acres in Delano, CA as a unit of the national park system that would preserve and interpret resources significant to the life of Cesar Chavez and the farm labor movement.
- **Alternative E: National Historical Park.** Congress would establish a national historical park (NHP) that would incorporate nationally significant sites in California and Arizona related to the life of Cesar Chavez and the farm labor movement. These sites would include the Forty Acres, Filipino Community Hall, Nuestra Senora Reina de La Paz (La Paz) and the Santa Rita Center. The Secretary of the Interior would be authorized to add significant associated sites or districts to the national historical park that would be owned and operated by park partners.

The NPS has identified alternative E as the environmentally preferred alternative. Alternative E would protect the largest number of nationally significant resources, including opportunities for protection of the national historical park sites in perpetuity.

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Executive Summary

Background and Study Process

The Consolidated Natural Resources Act of 2008 (P.L. 110-229, May 2008) authorized the National Park Service to conduct a special resource study of sites that are significant to the life of Cesar Chavez and the farm labor movement in the western United States.

The overall purpose of this study is to evaluate the significance and suitability of sites significant to Cesar Chavez and the farm labor movement, and the feasibility and appropriateness of a National Park Service (NPS) role in the management of any of these sites. Through the study process, the NPS identifies alternative strategies to manage, protect, or restore the resources, and to provide or enhance public use and enjoyment. These alternatives explore partnerships and efforts to protect important resources in ways that do not necessarily require the commitment of funds and staff by the NPS. This study will provide information to aid the Congress, the U.S. Department of Interior, and the National Park Service in determining whether designation of a unit of the national park system is desirable and appropriate. The legislation authorizing this study specifically directs the NPS to determine appropriate methods for preserving and interpreting the sites and whether any of the sites meet the criteria for listing on the National Register of Historic Places or designation as a National Historic Landmark. The NPS, with assistance from the Center for Oral and Public History at California State University, Fullerton (COPH), investigated nearly 100 sites associated with Cesar Chavez and the farm labor movement.

Legislative and Policy Direction

Several laws and policies outline the criteria for units of the national park system. The National Park System New Area Studies Act and NPS management policies establish the basic process for NPS studies of potential new national park areas. According to NPS management policies, a proposed addition to the national park system will receive a favorable

recommendation from the NPS only if it meets all of the following four criteria for inclusion:

- it possesses nationally significant natural or cultural resources;
- it is a suitable addition to the system;
- it is a feasible addition to the system; and
- it requires direct NPS management, instead of alternative protection by other public agencies or the private sector.

These criteria are designed to ensure that the national park system includes only the most outstanding examples of the nation's natural and cultural resources, while recognizing that there are other management alternatives for preserving the nation's outstanding resources.

Alternatives for NPS management are developed for sites that meet all four of the criteria for inclusion.

Public Involvement

The NPS study team launched public scoping for this study in spring of 2011. In April 2011 the study team produced and distributed, mailed, or emailed 1,900 newsletters to individuals, organizations, government officials, and the media. Newsletters were available in English and Spanish. The purpose of public scoping was to introduce the study, explain the process to community members and others, and solicit comments on issues the study should address. The newsletter was published and made available for comment on the National Park Service's Planning, Environment and Public Comment (PEPC) website. The comment period extended to June 16, 2011, thirty days after publication of the notice of scoping in the Federal Register. Comments received after this date were also accepted.

Press releases announcing the beginning of the study process and the public meeting schedule were distributed to local media. Numerous articles and opinion pieces about the study have appeared in area newspapers.

All information sent by mail or e-mail has also been available on the study website site at www.nps.gov/pwro/chavez. Updates and information about the study process were also made

available on the study's Facebook page at facebook.com/chavezstudy.

In May 2011, the study team held a series of public scoping meetings in California and Arizona. Public scoping meetings were well attended by approximately 240 people and held in San Jose, Salinas, Los Angeles, Oxnard, Coachella, Delano, (CA), and Phoenix and Yuma (AZ). Spanish translation was available at all meetings. The study team also consulted with representatives of the Cesar E. Chavez Foundation, the Filipino Community of Delano, Inc., the United Farm Workers, the Chavez Family Vision, and Chicanos Por La Causa during the course of this study, including local, state and federal government officials.

In addition to comments received at the public scoping meetings, the NPS received approximately 65 comments via written letters and through e-mail. Most of these comments expressed a desire to see a national park system unit with interpretive and education programs and partnership opportunities.

Study Sites

The National Park Service partnered with the Center for Oral and Public History at California State University, Fullerton (COPH) to identify sites significant to Cesar Chavez and the farm labor movement and evaluate their significance.

COPH faculty and students developed a preliminary list of 84 sites based on information obtained through personal interviews, books and essays written in the 1960s and 1970s, declassified FBI surveillance files, newspapers, and photographs. They then conducted site visits to determine current conditions and integrity of the sites. The research team noted in their report the challenges of documenting sites associated with transitory events and activities (such as marches or picket lines). They observed that many sites associated with important events have changed dramatically in the years since the events, and therefore retain less historic integrity. The research team also noted in their report their expectation that additional significant sites will likely be found as information is gathered through the NPS study process. The research was completed between October 2009 and December 2010. Information has been added and revised based on contributions obtained during public scoping and subsequent research.

Study Findings

National Significance

The National Park Service (NPS) uses four basic criteria to evaluate the significance of proposed areas. These criteria, listed in the National Park Service *Management Policies*, state that a resource is nationally significant if it meets all of the following conditions:

- It is an outstanding example of a particular type of resource.
- It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage.
- It offers superlative opportunities for public enjoyment, or for scientific study.
- It retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource.

The NPS evaluates national significance for cultural resources by applying the national historic landmarks (NHL) criteria contained in 36 CFR Part 65 (Appendix D).

National Park Service professionals consult with subject matter experts, scholars, and scientists, in determining whether a study area is nationally significant. Resource experts and scholars, within and beyond the NPS, contributed expertise, research, and technical review of the statement of significance.

Nationally Significant Sites

The NPS finds that five sites associated with Cesar Chavez and the farm labor movement are nationally significant. The Forty Acres National Historic Landmark (NHL), Filipino Community Hall, the Nuestra Senora Reina de La Paz, the Santa Rita Center and the 1966 Delano to Sacramento march route meet NHL criteria and retain a high degree of integrity for each attribute used to evaluate integrity for National Historic Landmarks: location, design, setting, materials, workmanship, feeling, and association. The 1966 March Route also meets eligibility criteria for a national historic trail.

- **The Forty Acres NHL (Delano, CA)** - The National Farmworkers Service Center acquired this property in 1966, and this organization and its successors proceeded to build a service station, multipurpose hall, health clinic, and retirement housing. Cesar Chavez conducted

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his 1968 fast in the service station building, and his 1988 fast in the retirement village. The United Farm Workers Organizing Committee was headquartered at the Forty Acres from 1969-71, and the contracts that ended the 1966-70 strike against Delano-area growers were signed here. Many public events and rallies were based at the Forty Acres. As a property purchased, built, and used by farm workers, the Forty Acres embodies the farm labor movement itself. Forty Acres was designated a National Historic Landmark in 2008. It continues to function as a United Farm Workers (UFW) field office.

- **Filipino Community Hall (Delano, CA)** - On September 8, 1965, Filipino American farm workers led by Larry Itliong and affiliated with the AFLCIO's Agricultural Workers Organizing Committee (AWOC) gathered in this building and voted to go on strike against Delano table-grape growers. When members of the National Farm Workers Association (NFWA) voted to join the AWOC strike eight days later the Filipino Hall became the joint strike headquarters. The hall hosted important visits by United Auto Workers' President Walter Reuther, Senator Robert F. Kennedy, and other influential supporters, and became a symbol of the farm labor movement's multi-racial unity during the 1960s.
- **Nuestra Senora Reina de La Paz (Keene, CA)** - Between 1970 and 1984, the farm labor movement transitioned into a modern labor union, the UFW. This union secured unprecedented gains during these years which were closely associated with La Paz. The

property supported not only the UFW headquarters and Cesar Chavez's residence, but also the thousands of union members who came to La Paz to help devise organizing strategies, to receive training, and to strengthen their sense of solidarity. Upon his death in 1993, Chavez was buried at La Paz.

- **Santa Rita Center (Phoenix, AZ)** - Cesar Chavez undertook a 24-day fast in May 1972 to protest an Arizona law that limited farm workers' rights to conduct strikes and boycotts and to publicize a campaign to recall the governor of Arizona. Thousands of Arizona farm workers, and influential supporters such as Coretta Scott King, came to the Santa Rita Center to participate in rallies, celebrate nightly Masses, give voice to the movement's newly adopted slogan "Si Se Puede!" and pledge their support for *La Causa*.
- **1966 March Route (Delano to Sacramento, CA)** - This march was a milestone event in the history of the farm labor movement. More than one hundred men and women set out from Delano on March 17, 1966, and thousands of farm workers and their families joined in for short stretches along the way. The march route passed through forty-two cities and towns of the San Joaquin Valley, as well as vast stretches of the agricultural landscape. By the time the marchers entered Sacramento on Easter Sunday, April 10, 1966, the farm worker movement had secured a contract and attracted new waves of support from across the country.

Potential Nationally Significant Sites - Additional Research Needed

An additional 11 sites are nationally significant for their association with Cesar Chavez and/or the farm labor movement, but need further research to assess their integrity and determine whether they fully meet National Historic Landmark criteria. Many of these sites represent major aspects of the historic context that are not represented by the five NHL-eligible sites above. These 11 sites include:

Property / Site	City (or proximate)	Description
McDonnell Hall, Our Lady of Guadalupe Church	San Jose, CA	During the early 1950s Chavez worked with priest and mentor Father Donald McDonnell at the church building, now known as McDonnell Hall, to support local migrant farm workers and galvanize community organizing.
Monterey County Jail	Salinas, CA	Cesar Chavez was jailed here for 20 days in 1970 for refusing to call off a lettuce boycott. The jail became the focus of marches, rallies, and national media coverage. It was listed on the National Register of Historic Places in 2004.
St. Mary's Catholic Church	Stockton, CA	St. Mary's Catholic Church is significant for its association with Dolores Huerta and CSO organizing.
Cesar and Helen Chavez Family Residence	Delano, CA	Cesar Chavez and his family lived here from 1962-71; the house also served as the first headquarters of the FWA.
Baptist Church ("Negrito Hall")	Delano, CA	This small church building became a strike headquarters for the 1965-70 Delano grape strike.
NFWA Office (Albany Street)	Delano, CA	Headquarters of the FWA and its successor organizations from 1963-69.
People's Bar and Café	Delano, CA	During the 1960s and 1970s, People's Bar and Café served as the central gathering place in Delano for union volunteers.
Arvin Farm Labor Center	Bakersfield, CA	Established as a migrant labor camp in 1936, this site remained in use as farm worker housing into the 1960s. The Kern County Housing Authority now manages the site. Three buildings are on the NRHP.
UFW Field Office ("El Hoyo")	Calexico, CA	Served as a UFW office and hiring hall in the 1970s; thousands gathered at El Hoyo to mourn the fatal shooting of Rufino Contreras during the lettuce strike of 1979.
Chavez Family Homestead Site	Yuma, AZ	Chavez lived in the adobe farmhouse on his grandparents' homestead in the Gila River Valley from 1932 until the family lost the property and moved to California in 1939.
UFW Field Office	San Luis, AZ	The UFW opened this office during the early 1970s and from this site led melon workers on strike.

Sites Potentially Eligible for Nomination to the National Register of Historic Places

Twenty-four sites appear eligible for nomination to the National Register of Historic Places (NRHP), most likely at the state or local level of significance. To be eligible, a site must be associated with an important aspect of history, and retain adequate integrity. With additional research, more sites may prove eligible for nomination to the NRHP. In many cases, more information is needed about integrity and historic location. These 24 sites include:

Property / Site	City (or proximate)	Description
San Francisco Labor Temple	San Francisco, CA	Boycott organizing center during the late 1960s.
Cesar and Helen Chavez Family Residence	San Jose, CA	Cesar Chavez and his family lived here in the early 1950s when he began organizing for the CSO.
Mexican American Political Association Office	Salinas, CA	Salinas Valley strike headquarters in 1970.
UFW Legal Offices	Salinas, CA	Legal offices for the UFW during the 1970s.
El Teatro Campesino	San Juan Bautista, CA	El Teatro Campesino performed songs and skits for and with farmworkers at Friday night meetings and on the picket lines.
El Centro Campesino Cultural	Fresno, CA	Headquarters of El Teatro Campesino between 1969 and 1971.
Graceada Park	Modesto, CA	1975 march from San Francisco to the Gallo Brothers (grape growers) culminated here.
Woodville Farm Labor Center	Porterville, CA	Location of FWA rent strike against the Tulare Housing Authority.
Linnell Farm Labor Center	Visalia, CA	Location of FWA rent strike against the Tulare Housing Authority.
Fresno County Jail	Fresno, CA	In 1973, more than two thousand UFW members and supporters were sent to the Fresno County Jail, including 76-year-old Catholic activist and writer, Dorothy Day.
Stardust Motel	Delano, CA	The motel was the site of pivotal negotiations at the beginning and end of the 1965-70 Delano grape strike.
Larry Itliong Residence	Delano, CA	Itliong was a long-time labor leader and resident of Delano who led the AWOC into launching the Delano strike in September 1965.
Kern County Superior Court Building	Bakersfield, CA	Site of many hearings for arrested strikers. Cesar Chavez was brought to this courthouse in 1968 during his first public fast to respond to contempt of court charges related to the Delano grape strike. The judge's favorable decision marked an important turning point in the court's attitude towards the union.

Sites Potentially Eligible for Nomination to the National Register of Historic Places		
Property / Site	City (or proximate)	Description
Cesar and Helen Chavez Family Residence	Oxnard, CA	The Chavez family rented this house during the late 1950s.
NFWA Office	Oxnard, CA	1966 office of the NFWA.
Cesar and Helen Chavez Family Residence	Los Angeles, CA	Chavez lived here for most of his tenure as executive director of the CSO, 1959 to 1962.
Boycott House (Harvard House)	Los Angeles, CA	Boycott headquarters during the 1960s.
La Iglesia de Nuestra Senora Reina de Los Angeles ("La Placita" Church)	Los Angeles, CA	Chavez attended mass and did organizing at this location. Built in the 1860s, it has California Historic Landmark status.
Church of the Epiphany	Los Angeles, CA	Cesar Chavez attended mass and organized here.
Veterans Park	Coachella, CA	The park served as UFWOC strike headquarters in the Coachella Valley in 1973.
Cesar Chavez Elementary School	Coachella, CA	This was the first public building in California named for Cesar Chavez, dedicated in 1990.
Maria Hau Residence	San Luis, AZ	Chavez was staying at this home when he died in his sleep in April 1993.
Laguna School Building	Yuma, AZ	Cesar Chavez attended school here for much of his childhood.
Chavez General Store	Yuma, AZ	Cesar Chavez was born on this property in 1927.
The communities of Delano and San Jose, California contain a concentration of significant sites that may be eligible for both NHL and national register nomination and therefore possess exceptional opportunities to tell multiple aspects of the story of Cesar Chavez and the farm labor movement.		

Suitability

To be considered suitable for addition to the national park system, an area must represent a natural or cultural resource type that is not already adequately represented in the national park system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector.

Adequacy of representation is determined on a case-by-case basis by comparing the potential addition to other comparably managed areas representing the same resource type, while considering differences or similarities in the character, quality, quantity, or combination of resource values. The comparative analysis also addresses rarity of the resources, interpretive and educational potential, and similar resources already protected in the national park system or in other public or private ownership. The comparison results in a determination of whether the proposed new area would expand, enhance, or duplicate resource protection or visitor use opportunities found in other comparably managed areas.

The NPS finds that nationally significant sites which represent Cesar Chavez and the farm labor movement in the western United States are suitable for inclusion in the National Park System. These sites depict a distinct and important aspect of American history associated with civil rights and labor movements that is not adequately represented or protected elsewhere.

Feasibility

To be feasible as a new unit of the national park system, an area must be: (1) of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment (taking into account current and potential impacts from sources beyond proposed park boundaries), and (2) capable of efficient administration by the National Park Service at a reasonable cost.

In evaluating feasibility, the NPS considers a variety of factors for a study area, such as the following:

- size
- boundary configurations
- current and potential uses of the study area and surrounding lands
- landownership patterns
- public enjoyment potential

- costs associated with acquisition, development, restoration, and operation
- access
- current and potential threats to the resources
- existing degradation of resources
- staffing requirements
- local planning and zoning
- the level of local and general public support (including landowners)
- the economic/socioeconomic impacts of designation as a unit of the national park system

The feasibility evaluation also considers the ability of the NPS to undertake new management responsibilities in light of current and projected availability of funding and personnel.

An overall evaluation of feasibility is made after taking into account all of the above factors. Some management options are more feasible than others. The national park system includes many types of sites, a range of ownership and management approaches. The NPS also offers grant and technical assistance programs that help local communities achieve their goals for conservation and recreation. The five nationally significant sites each provide for the inclusion and protection of the primary resources; they include sufficient surrounding area to provide a proper setting for the resources; and they offer sufficient land for appropriate use and development, if needed. Current land uses, land ownership patterns, and planning and zoning would all support a range of NPS and partnership management approaches. Designation of a collaborative national park unit that works with property owners and local communities to protect the resources and provide public access, interpretation, education and other uses could be compatible with existing ownership patterns.

There is potential for public access and enjoyment among the significant sites and march route. Most sites are easily accessible from public roads, on major state or federal highways, and within a half a day's drive of major metropolitan areas. There are opportunities for a variety of visitor experiences at the sites and along the march route, and ample potential for development of additional visitor use opportunities.

Despite resource degradation and threats to a few sites, most sites contain resources of high integrity. These sites are not subject to resource degradation or threats that would preclude management as a unit of the national park system.

Significant public interest and support has been expressed during public scoping for the NPS to play a collaborative role in one or more nationally significant sites in partnership with other organizations and local communities. The social and economic impacts of NPS designation or other support/coordination role appear to be largely beneficial and would support the feasibility of NPS designation. Costs for establishment of a national park unit appear to be feasible, provided that partnership opportunities are pursued to support collaborative operations and development.

Based on the above analysis, a partnership-based national park unit or technical assistance program which provides opportunities for collaborative management to protect cultural resources, provide public access, interpretation, and educational opportunities at certain sites associated with the life of Cesar Chavez and the farm labor movement is a feasible addition to the national park system.

Need for NPS Management

Determination of the need for NPS management is the final criterion for evaluating resources for potential designation as a new unit in the national park system. The criterion requires a finding that NPS management would be superior to alternative management arrangements by other entities.

Under all of the alternatives considered in this study, the majority of sites associated with Cesar Chavez and the farm labor movement would continue to be owned and operated by nonprofit organizations, private property owners, and local governments. The 300-mile long Delano to Sacramento march route primarily travels largely along public roads and rights of way. While many of the owners and managers of these sites are interested in long term preservation and public education, none of them provide the level of expertise in resource protection, visitor services and interpretation and education that could be offered by the NPS.

NPS partnerships with organizations and private property owners would provide enhanced opportunities for comprehensive interpretive planning, and coordinated site management to showcase the national significance of these sites.

Development and cooperative management of interpretive programs and comprehensive visitor services with the NPS would be beneficial. The incorporation of multiple, predominantly privately owned sites would offer a superior visitor experience that allows the broadest understanding of the resources and stories relating to the life of Cesar Chavez and the farm labor movement.

NPS planning and research capabilities, as well as historic preservation, cultural resource management and interpretive and educational programming expertise, would offer superior opportunities for the full range of sites to be preserved and interpreted. Depending on the selected alternative, disparate sites that are currently owned and managed by multiple entities would become parts of a cohesive national park experience and would become more accessible to a broader array of audiences.

The NPS finds that there is a need for NPS management in partnership with others to fully protect resources and to enhance visitor appreciation of the nationally significant resources and important stories associated with the life of Cesar Chavez and the farm labor movement.

Alternatives

Introduction

The following section describes a range of management alternatives that are being considered by the National Park Service (NPS) as part of the Cesar Chavez Special Resource Study.

The legislation authorizing this study specifically directs the NPS to determine appropriate methods for preserving and interpreting sites significant to the life of Cesar Chavez and the farm labor movement; and whether any of these sites meet the criteria for listing on the National Register of Historic Places, designation as a National Historic Landmark or inclusion in the national park system.

Overview of the Alternatives

These alternatives are based on information gathered from public and stakeholder input, internal NPS discussions, historical research and management models used in national park units around the nation. The alternatives explore a range of possible actions including federal recognition of significant resources, technical assistance, and cooperative management and partnership with the NPS:

- **Alternative A: Continuation of Current Management**
- **Alternative B: National Network** of sites and programs related to the farm labor movement
- **Alternative C: National Historic Trail** following the route of the 1966 march from Delano to Sacramento
- **Alternative D: National Historic Site** focused on the Forty Acres site in Delano, CA.
- **Alternative E: National Historical Park** incorporating nationally significant sites in California and Arizona

Historic sites must meet the National Historic Landmark (NHL) eligibility criteria for national significance to be considered for national park status. Our findings indicate that five sites, including the Forty Acres (a designated NHL), Nuestra Senora Reina de La Paz, Filipino Community Hall, the Santa Rita Center, and the 1966 Delano to Sacramento march route meet these criteria. An additional 11 sites meet some of the NHL criteria, but require further research to determine eligibility. Twenty-four sites appear eligible for nomination to the National Register of Historic Places. There are many other sites that are important to the farm labor movement and the life and work of Cesar Chavez. Over 100 sites have been identified through this special resource study.

The alternatives described here include traditional national park service management of nationally significant historic sites, as well as a range of programs and services that provide recognition, technical assistance, and interpretive opportunities at other important sites.

For each alternative there is a description of the overall concept and key elements of the alternative, including management approaches, resource protection, visitor services, and the role of organizations and public agencies. A map of each alternative is also included to illustrate the concepts discussed in the alternatives.

ITEMS COMMON TO ALL ACTION ALTERNATIVES

The following actions would apply to all of the action alternatives (alternatives B-E).

- The NPS would provide recognition and technical assistance for telling the story of Cesar Chavez and the farm labor movement.
- Interpretation and educational programs would present a wide range of stories about the farm labor movement, told from multiple perspectives (e.g. Filipino, Mexican, growers, farm workers).
- Interpretation would be accessible and relevant to diverse audiences and multiple generations. Information would be presented in multiple languages.
- The NPS recognizes that most of the sites significant to Cesar Chavez and the farm labor movement are owned by local government and private entities. Several of the nationally significant sites continue to be used for farm labor efforts or community organizing. The NPS would work cooperatively and in partnership with existing landowners and provide technical assistance opportunities for interpretation and/or preservation of sites included in the various alternatives.

ALTERNATIVE A: CURRENT MANAGEMENT Concept

Sites, organizations, and programs significant to the life of Cesar Chavez and the farm labor movement would continue to operate independently without additional NPS management or assistance other than that available through existing authorities.

Definition

Under a “no action” alternative, current management of resources continues. Current programs and policies of existing federal, state, county and nonprofit organizations remain in place.

Management

Significant sites would continue to be owned and managed by their respective public and private owners. There would be no NPS staffing or operational support other than assistance under existing authorities if requested.

Resource Protection

The primary responsibility for preserving significant sites would fall to the current owners and managers of those sites including the Cesar E. Chavez Foundation, the United Farm Workers of America, the Filipino Community of Delano, Inc., local churches and organizations, private land owners, and

state and local authorities. Resource protection would be voluntary and dependent on property owners' initiative.

The Forty Acres NHL and sites currently listed on the NRHP would receive some level of protection, including opportunities for technical assistance and grants for preservation from existing programs. Locally protected sites in Phoenix and San Jose would receive protection as defined by local preservation ordinances. Sites not listed or protected by local preservation ordinances could change use or ownership which could result in alterations to the structures and loss of integrity.

Sites identified as potentially eligible for NHL nomination or nomination to the NRHP would continue to be owned by various public and private entities. These sites would continue to function for private and public uses not related to the farm labor movement. Interpretation and conservation of such sites would be uncoordinated, at the discretion of the current landowner.

Visitor Experience

Communities and organizations that provide visitor opportunities to learn about the life of Cesar Chavez and/or the farm labor movement would continue to provide visitor opportunities. For example, the National Chavez Center would continue to provide visitor opportunities at the La Paz visitor center and memorial garden and the City of San Jose would continue to provide signage and information for the self-guided Cesar Chavez Memorial Walkway. The majority of sites identified as significant to the life of Cesar Chavez and the farm labor movement are not managed to provide visitor opportunities to learn about or experience these sites.

Operations and Maintenance

Operations and maintenance of existing sites would be assumed to remain at existing levels.

ALTERNATIVE B: NATIONAL NETWORK

Concept

Congress would establish a farm labor movement network to facilitate preservation and education efforts related to the life of Cesar Chavez and the farm labor movement. The program would consist of an integrated network of historical sites, museums and interpretive programs, coordinated with national, regional and local organizations.

Definition

A network program coordinates private, and local preservation and education efforts and facilitates the

creation of an integrated network of historical sites, museums, and interpretive programs that have a verifiable association to its subject.

Examples:

- Underground Railroad Network to Freedom
- Chesapeake Bay Gateways Network

Proposed area

Significant sites, museums, and interpretive programs related to Cesar Chavez and the farm labor movement in the western United States would be eligible to participate in the network (See Map, *Alternative B: National Network*).

Management

The NPS would evaluate sites and programs nominated for inclusion in the network for their association to the life of Cesar Chavez and the farm labor movement.

Elements of the network, such as historical sites and museums, would continue to be owned and managed by their respective public and private owners.

The NPS would administer the program which would focus on:

- Education about the historic significance of the life of Cesar Chavez and the farm labor movement
- Technical assistance to organizations that identify, document, preserve and interpret significant sites or that develop or operate interpretive or educational programs or facilities
- Matching grants for research, preservation efforts, and interpretive programs
- Coordination of network sites, programs and facilities.

Resource Protection

The primary responsibility for preserving significant sites would fall to current owners and managers of those sites including the Chavez Foundation, the UFW, local churches and organizations, private landowners, and state and local authorities. Resource protection would be voluntary and dependent on property owners' initiative. The NPS would offer technical assistance to preserve historic structures and landscapes.

Inclusion of a site or program in the network would recognize its association with the life of Cesar Chavez and the farm labor movement. This

recognition could be used by advocates to leverage preservation and commemorative efforts. However, inclusion in the network would not assure preservation or resource protection.

Visitor Experience

In alternative B, there would be no NPS visitor center or established presence at any of the significant sites. Network members would have primary responsibility for providing opportunities for visitors to learn about or experience sites and stories.

The NPS would support education and interpretation efforts through technical and financial assistance associated with NPS administration of the program. The NPS would work with network members to provide coordinated information about visitor opportunities through a website, brochures, etc.

Operations and Maintenance

Staffing

A farm labor movement network would likely be managed from NPS regional offices and/or nearby national park units in the areas with the largest concentrations of related sites and programs. The NPS staffing for the network could include a network program coordinator, regional program coordinators, administrative support, an interpretive specialist, and a historic preservation specialist.

Facilities

All facilities, sites and programs participating in this network would remain under their existing ownership and management. Participation in the network would be completely voluntary.

Funding and Costs

NPS coordination of the farm labor movement network and financial and technical assistance would be funded through federal appropriations as part of the annual NPS budget. Any financial assistance provided to network participants would be on a matching basis that would require some level of non-federal funding or in-kind services to match the federal funds. While no formal estimates of operating costs have been completed for this study, based on the breadth of the sites and programs that could be eligible to participate in this network, and the types of services and assistance proposed, the annual cost of NPS operations for the network could be expected to be \$400,000 to \$600,000. The estimated operational budget would primarily fund NPS salaries for coordination and technical assistance, and financial assistance to network participants.

ALTERNATIVE C: NATIONAL HISTORIC TRAIL

Concept

Congress would establish a new national historic trail (NHT) as a unit of the national trails system. The trail would commemorate the 1966 Delano to Sacramento march route. It would follow the historic route, recognizing associated historic resources significant to the life of Cesar Chavez and the farm labor movement for public use and enjoyment.

Definition

A national historic trail follows an original trail or travel route of historic significance. National historic trails identify and protect a historic route and its historic remnants and artifacts for public use and enjoyment.

There are specific NHT criteria that must be met, including significance of the route and potential for public appreciation.

Examples:

- Selma to Montgomery NHT
- Juan Bautista de Anza NHT
- Lewis and Clark NHT

Proposed Area

The NHT would include approximately 300 miles of primary and secondary roads in the San Joaquin Valley along which farm workers marched from Delano to Sacramento in 1966 (See Map, *Alternative C: National Historic Trail*).

Management

The NPS would administer the NHT. NPS responsibilities would include facilitating coordination among and between agencies and partner organizations.

The trail rights-of-way would continue to be owned by their respective public and private owners. Through partnership with owners and other interested parties, the NPS would engage in planning and marking the NHT; certifying qualifying segments as protected; supporting voluntary resource preservation and protection; and assisting with interpretation, educational programs, and visitor enjoyment of the trail.

The NHT could include a visitor center at the Forty Acres or the Filipino Community Hall staffed by the

NPS or by partners. Additional visitor information about the NHT would be located at a partner-based site in Sacramento, such as an existing museum or visitor facility. More visitor information could be offered at other locations along the route.

Resource Protection

The NPS would enter into agreements with landowners, private organizations and individuals to provide the necessary trail rights-of-way for the NHT. If portions of the historic trail are located on federally owned lands and meet the national historic trail criteria, they could be included as federally protected components of the NHT. The NPS could also acquire or accept dedications of rights-of-way for the NHT. Other lands included in the NHT could be certified as protected segments if they meet NHT criteria and if the landowner voluntarily applies for certification. Preservation of significant sites along the trail would be encouraged; however NHT designation would not assure preservation or resource protection.

Visitor Experience

Visitors could experience the trail in segments or as a longer trip. One or more visitor centers operated by the NPS or partners would provide interpretation and visitor services. A virtual visitor center would use emergent technologies to provide information about the NHT and farm labor movement stories.

Local communities along the trail could collaborate to develop tour itineraries that identify destinations along the trail route. Managers of significant sites along the route could choose to make the sites available to visitors.

Operations and Maintenance

Staffing

A national historic trail would be staffed initially by a trail superintendent, supplemented over time by additional staff as funding became available. A comprehensive management plan would identify trail priorities, management emphases, and required staffing for a 15-20 year timeframe.

Some positions might be seasonal, temporary, or shared with nearby parks. In addition, partner organizations would likely retain staff, with types and numbers dependent on the functions provided by these partners. Types of partner functions might include staffing a visitor contact station, running a museum, developing and implementing educational programs.

Land Acquisition

The NPS would acquire little or no land as part of a national historic trail. The trail would be marked on existing public land and rights of way, such as existing roads, freeways, and trails.

Operational and Visitor Facilities

Construction of new administrative facilities for NPS operations and management would not likely be required to support the national historic trail. The NPS could share administrative and operational facilities with partner organizations, or adaptively reuse historic structures. A comprehensive management plan for the trail would identify specific operational and visitor facility needs.

Funding and Costs

NPS management of this national historic trail would be funded through federal appropriations as part of the annual NPS budget. While no formal estimates of operating costs have been completed for this study, based on the size and scope of this trail, and the types of services and assistance proposed, the cost of NPS operations for the network could be expected to be \$500,000 to \$1,000,000. The estimated operational budget would primarily fund NPS salaries for identification and marking of the trail, interpretive and educational programs, outreach, and trail planning.

ALTERNATIVE D: NATIONAL HISTORIC SITE

Concept

Congress would establish a national historic site (NHS) as a unit of the national park system.

The national historic site would preserve and interpret resources significant to the life of Cesar Chavez and the farm labor movement at the Forty Acres in Delano, CA.

Definition

A national historic site usually contains a single historical feature with a direct association to its subject. National historic sites preserve places and commemorate persons, events, and activities important in the nation's history.

Examples:

- Martin Luther King Jr. NHS
- John Muir NHS
- Hubbell Trading Post NHS

Proposed Area

The national historic site would include the 40 acres that comprise the Forty Acres National Historic Landmark (See Map, *Alternative D: National Historic Site*).

Management

The NPS would have primary responsibility for: 1) overall interpretation and education associated with the national historic site and its resources, including the development of interpretive media and programs; 2) community outreach and assistance in training of park volunteers in association with local organizations; and 3) technical assistance for resource preservation efforts for both the historic site and community-based resources in Delano.

The NPS would manage the Forty Acres in partnership with the Chavez Foundation, through management agreements for historic preservation, interpretation, and educational programs. The NPS would provide staffing to manage a visitor or education center, interpretive exhibits, and educational programs at the Forty Acres.

Resource Protection

The NPS and existing owners share in the protection and preservation of the Forty Acres. The NPS would work with the Delano community to assist property owners in interpreting and preserving significant sites.

Visitor Experience

Visitor opportunities to learn about the life of Cesar Chavez and the broader farm labor movement would be available at a visitor facility at the Forty Acres, which could be located in an existing building. The NPS would have a highly visible presence. Visitor services could include ranger-led and self-guided tours, exhibits, and interpretive and educational programs. Visitor opportunities could also include walking tours and waysides at other significant sites in Delano.

The Forty Acres could function as a research or education center for topics related to the life of Cesar Chavez and the farm labor movement. The NPS would partner with the owners to provide program development and exhibit design and construction. A virtual visitor center would use emergent technologies to provide information about the Cesar Chavez and farm labor movement stories. The NPS would play a primary role in developing curriculum about Cesar Chavez and the farm labor movement.

Operations and Maintenance

Staffing

The national historic site would be staffed initially by a superintendent, supplemented over time by additional staff as funding became available. A general management plan would identify priorities, management emphases, and required staffing for a 15-20 year timeframe.

Some positions might be seasonal, temporary, or shared with nearby parks. In addition, partner organizations would likely retain staff, with types and numbers dependent on the functions provided by these partners. Types of partner functions might include staffing a visitor contact station, running a museum, developing and implementing educational programs. If the NPS took ownership of the site at some point in the future, maintenance staff would be required to maintain the historic structures and visitor facilities.

Land Acquisition

NPS acquisition of the Forty Acres property is not required for the NPS to manage a national historic site. However, legislation would provide the NPS with authorization to acquire the Forty Acres should the existing owners wish to donate or sell the property at some future time.

Significant sites other than the Forty Acres would continue to be owned and managed by their respective public and private owners.

Operational and Visitor Facilities

Construction of new administrative and visitor facilities for NPS operations and management would not likely be required to support the national historic site. However, some alterations to the site and circulation (e.g. trails, parking, exhibits) would likely occur. The NPS could share administrative and operational facilities with partner organizations, or adaptively reuse historic structures.

Funding and Costs

NPS management of a national historic site at the Forty Acres would be funded through federal appropriations as part of the annual NPS budget. While no formal estimates of operating costs have been completed for this study, based on the size and scope of this site, and the types of services and assistance proposed, the annual cost of NPS operations for the national historic site could be expected to be \$1 million to \$3 million. The estimated operational budget would primarily fund NPS staff, interpretive and educational programs, and

outreach. The higher end of the range would be more likely if the NPS were to acquire the property and assume full responsibility for operations, management, and maintenance of the historic structures.

ALTERNATIVE E: NATIONAL HISTORICAL PARK

Concept

Congress would establish a national historical park (NHP) as a unit of the national park system. The national historical park would consist of nationally significant sites in California and Arizona related to the life of Cesar Chavez and the farm labor movement including the Forty Acres, Filipino Community Hall, Nuestra Senora Reina de La Paz (La Paz), and the Santa Rita Center.

The Secretary of the Interior would be authorized to add significant associated sites or districts to the national historical park. These sites would likely be owned and operated by park partners.

Definition

A national historical park extends beyond single properties or buildings. Resources include a mix of significant historic features. National historical parks preserve places and commemorate persons, events, and activities important in the nation's history.

Examples:

- Nez Perce NHP
- Rosie the Riveter/WWII Home Front NHP
- Tumacacori NHP

Proposed Area

The national historical park would include lands and historic structures associated with Forty Acres, Filipino Community Hall, La Paz, and the Santa Rita Center (See Map, *Alternative E: National Historical Park*).

Management

The NPS would have primary responsibility for: 1) overall interpretation and education associated with the national historical park sites, including the development of interpretive media and programs; 2) community outreach and assistance in training of volunteers in association with local organizations; and 3) technical assistance for resource preservation efforts for associated sites.

The NPS would work cooperatively with the owners of sites within the national historical park to preserve resources and provide appropriate opportunities for the public to learn about the life of Cesar Chavez and the broader farm labor movement. The NPS role could vary at each site, and could include staffing, visitor programs, and assistance with cultural resource protection. The NPS could enter into management agreements with public and private owners of park sites for historic preservation, interpretation, and education.

Associated sites significant to the life of Cesar Chavez and the farm labor movement could be later added to the national historical park. The NPS would develop a process for adding associated sites to the national historical park. Criteria would include significance of the site or district to the life of Cesar Chavez or the farm labor movement, local commitment to preservation of the site or district, and the ability to offer interpretive opportunities or educational programs. Associated sites would be owned and managed by park partners. The NPS could provide technical assistance and grants to associated sites to establish visitor facilities, interpretive exhibits, and educational programs.

Resource Protection

The NPS would work with partners to protect the resources and setting associated with the historical park sites. Through this study, the NPS has identified a number of sites that appear to be nationally significant, but need further research to determine eligibility for National Historic Landmark status or listing on the National Register of Historic Places. In alternative E, the NPS would conduct additional research and provide assistance in preparing nominations for such sites.

The NPS would work with the Delano community to identify and establish preservation zones or districts for neighborhoods with a high concentration of significant sites. The NPS could assist property owners in interpreting and preserving significant sites if requested.

State and local governments, nonprofit organizations, and private property owners would be responsible for protection and preservation of associated sites. NPS matching grants could be available to conduct research and preserve sites, stories and artifacts.

Visitor Experience

Visitors would have the opportunity to learn about all aspects of the life of Cesar Chavez and the farm labor

movement through key historical park sites in California and Arizona. The NPS would work with park partners to develop educational and interpretive media and programs (e.g. walking tours, ranger-led tours, waysides, school curriculums, exhibits, and hands-on programs such as working in the fields). The NPS could work with partner organizations and agencies to mark and interpret march routes, or establish interpretive trails.

At the Forty Acres visitors could be welcomed at a visitor facility, which could be located in an existing building. A smaller visitor display could be located at the Filipino Community Hall. The Forty Acres or La Paz could function as a research or education center for topics related to the life of Cesar Chavez and the farm labor movement. A visitor facility or exhibits could be developed at the Santa Rita Center in partnership with Chicanos Por La Causa as part of future development of the site as a community center.

Associated sites would provide visitor interpretation and education related to the significant events which occurred in these locations. A virtual visitor center would use emergent technologies to provide information about the Cesar Chavez and farm labor movement stories. NPS matching grants could be available for development of visitor services and interpretive materials.

Operations and Maintenance

Staffing

The national historic park would be staffed initially by a superintendent, supplemented over time by additional staff as funding became available. A general management plan would identify park priorities, management emphases, and required staffing for a 15-20 year timeframe.

Some positions might be seasonal, temporary, or shared with nearby parks. In addition, partner organizations would likely retain staff, with types and numbers dependent on the functions provided by these partners. Types of partner functions might include staffing a visitor facility, running a museum, developing and implementing educational programs.

If the NPS took ownership of a site at some point in the future, maintenance staff would be required to maintain the historic structures and visitor facilities.

Land Acquisition

NPS acquisition of the park sites is not required for the NPS to manage a national historic park. Legislation would provide the NPS with

authorization to acquire the nationally significant park sites should the existing owners wish to donate or sell the property at some future time.

The legislation establishing the park would provide the NPS with authorization to acquire sites within the national historical park should the existing owners express interest in donating or selling their properties.

Operational and Visitor Facilities

Construction of new administrative and visitor facilities for NPS operations and management would not likely be required to support the national historic park. However, some alterations to the site and circulation (e.g. trails, parking, exhibits) would likely occur. The NPS could share administrative and operational facilities with partner organizations, or adaptively reuse historic structures.

Funding and Costs

NPS management of a national historic park would be funded through federal appropriations as part of the annual NPS budget. While no formal estimates of operating costs have been completed for this study, based on the size and scope of this park, and the types of services and assistance proposed, the cost of NPS operations for the network could be expected to be \$1,000,000 to \$3,000,000. The estimated operational budget would primarily fund NPS staff, interpretive and education programs, and outreach.

Environmental Assessment

Background

Before taking an action, the National Environmental Policy Act (NEPA) requires federal agencies to identify a range of alternatives for that action and to analyze the potential environmental impacts of that action, including any potential adverse environmental effects that cannot be avoided if the proposed action is implemented. The NPS prepared the environmental assessment (EA) for the Draft Cesar Chavez Special Resource Study to identify and analyze the potential environmental and socioeconomic consequences of each of the alternatives considered in the study.

Impacts

Consequences are determined by comparing likely future conditions under each alternative with the existing baseline conditions as described in the “no action” alternative. The analysis includes consideration of the context, intensity, and duration of direct and indirect effects of all the alternatives.

The NPS based analysis and conclusions on a review of existing literature, information provided by experts within the NPS as well as outside organizations, analysis of case studies of existing programs in other locations, and the professional judgment of the team members.

Given the broad nature of the study, this impact analysis must also be broad and avoid speculation as to site-specific types of impacts.

The outcome of the study will be a recommendation to Congress. If Congress takes action, then new environmental analysis would be undertaken prior to specific implementation actions. This new analysis would propose specific actions whose specific impacts would be assessed prior to implementation. The NPS evaluated the environmental consequences of each alternative on the following topics: land use; water resources (water quality and hydrology); vegetation; wildlife; federally listed species; prehistoric and historic archeological resources; historic structures / cultural landscapes; museum collections; visitor experience; and socioeconomics.

The NPS finds that there would be no significant impacts associated with the proposed alternatives.

Environmentally Preferred Alternative

The NPS is required to identify an “environmentally preferred alternative” in an EA. The environmentally preferred alternative is determined by applying criteria set forth in the National Environmental Policy Act (NEPA), as guided by direction from the Council on Environmental Quality (CEQ).

The environmentally preferable alternative should not be viewed as the National Park Service’s preferred alternative. The Director of the National Park Service is required under law and policy to identify which alternative or combination of alternatives would be most effective and efficient in protecting significant resources and providing for visitor enjoyment. The Director will make this finding after the publication of the draft special resource study/ environmental assessment, considering public and stakeholder comments. This finding will be included in the study package forwarded to the Secretary of the Interior. 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.

The NPS determines alternative E to be the environmentally preferable alternative. Alternative E would protect the largest number of resources potentially eligible as NHLs, including opportunities for protection in perpetuity should current owners choose to donate or sell the properties to NPS in the future.

Next Steps

After the distribution of the Draft Cesar Chavez Special Resource Study there will be a minimum 30-day review period. The NPS will then revise the report if needed, and transmit it to the Secretary of the Interior. The Secretary will then transmit the report to Congress, along with his recommendation for the sites.