

# 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

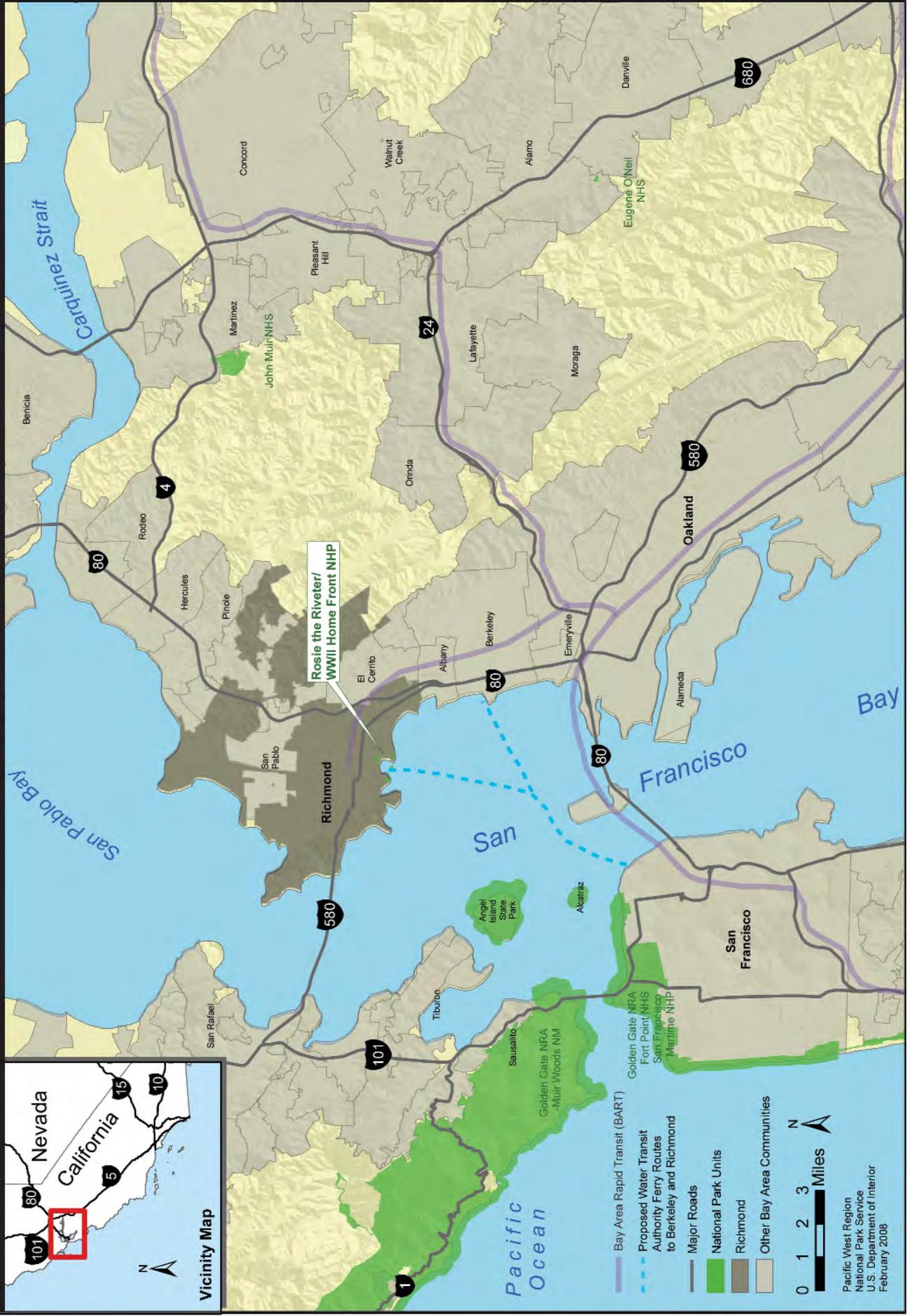
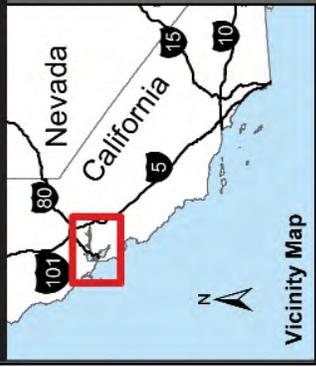
On December 8, 1941, President Roosevelt announced the beginning of an effort unparalleled in our nation's history. Regardless of economic position or ethnic background, Americans responded to the attack on Pearl Harbor in the same way—with shock, horror, and conviction to work in whatever way necessary 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 industries. Those available to work mobilized, causing a great demographic shift from rural areas to industrial centers located mainly on the coasts.



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

**Park Location**



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 battlefield 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

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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.

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\*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.

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# 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

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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

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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**

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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**

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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



"I've found the job where I fit best!"

**FIND YOUR WAR JOB**  
In Industry - Agriculture - Business

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.

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"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

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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 culture 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 <i>Red Oak Victory</i>	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 Fire Station 67A, City of Richmond Maritime Child Development Center Ruth C. Powers Child Development Center World War II War Workers Housing	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.

## LAWS

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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

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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 policies 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**

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### **• *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

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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 *San 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

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### • **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